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ANNEX IV

to the Commission Implementing Decision on the Special Measure on EU support for vulnerable Lebanese and Refugees from Syria and for durable solutions for refugees from Syria 2024 and 2025

Action Document for EU support to improve resilience for vulnerable Lebanese and refugees from Syria and for durable solutions for refugees from Syria, including safe, voluntary and dignified returns

MULTIANNUAL MEASURE

This document constitutes the multiannual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan/measure in the sense of Article 23(4) of NDICI-Global Europe Regulation.

SYNOPSIS

1. Action Summary Table

1. Title OPSYS Basic Act	EU support to improve resilience for vulnerable Lebanese and refugees from Syria and for durable solutions for refugees from Syria, including safe, voluntary and dignified returns Special Measure on EU support for vulnerable Lebanese and Refugees from Syria and for durable solutions for refugees from Syria 2024 and 2025 OPSYS business reference: ACT-62532 ABAC Commitment level 1 number: JAD.1408787 (2024) and JAD. 1480497 (2025) Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe).
2. Economic and Investment Plan (EIP)	No
EIP Flagship	No
3. Team Europe Initiative	Not applicable.
4. Beneficiary of the action	The action shall be carried out in Lebanon and in Syria. .

5. Programming document	Not applicable.
6. Link with relevant MIP(s) objectives/expected results	Not applicable.
PRIORITY AREAS AND SECTOR INFORMATION	
7. Priority Area(s), sectors	DAC Code: 160 (Other Social Infrastructure & Services)
8. Sustainable Development Goals (SDGs)	<p>Main SDG SDG 1: No poverty - End poverty in all its forms everywhere</p> <p>Other significant SDGs: SDG 2: Zero Hunger – End hunger, achieve food security and improved nutrition and promote sustainable agriculture SDG 4: Quality Education – Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all SDG 5: Gender equality – Achieve gender equality and empower all women and girls SDG 8: Decent work and economic growth – Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all SDG 10: Reduced inequalities - Reduce inequality within and among countries SDG 16: Peace, Justice and Strong Institutions – Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels</p>
9. DAC code(s)	<p>160 - Other Social Infrastructure & Services 16010 Social Protection 60% 16070 Labour rights 10% 151 - Government & Civil Society-general 15190 Facilitation of orderly, safe, regular and responsible migration and mobility 30%</p>
10. Main Delivery Channel	Channel 2 - 40 000 Multilateral Organisations

11. Targets	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
12. Markers (from DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	13. Internal markers and Tags	Policy objectives	Not targeted	Significant objective
EIP		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
EIP Flagship		YES		NO

	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Tags	YES	NO
transport	<input type="checkbox"/>	<input checked="" type="checkbox"/>
energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>
environment, climate resilience	<input type="checkbox"/>	<input checked="" type="checkbox"/>
digital	<input type="checkbox"/>	<input checked="" type="checkbox"/>
economic development (incl. private sector, trade and macroeconomic support)	<input type="checkbox"/>	<input checked="" type="checkbox"/>
human development (incl. human capital and youth)	<input type="checkbox"/>	<input checked="" type="checkbox"/>
health resilience	<input type="checkbox"/>	<input checked="" type="checkbox"/>
migration and mobility	<input checked="" type="checkbox"/>	<input type="checkbox"/>
agriculture, food security and rural development	<input type="checkbox"/>	<input checked="" type="checkbox"/>
rule of law, governance and public administration reform	<input type="checkbox"/>	<input checked="" type="checkbox"/>
other	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Digitalisation	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Tags	YES	NO
digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>
digital governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>
digital entrepreneurship	<input type="checkbox"/>	<input checked="" type="checkbox"/>
digital skills/literacy	<input type="checkbox"/>	<input checked="" type="checkbox"/>
digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>

	<div>Tags</div> <div>digital connectivity</div> <div>energy</div> <div>transport</div> <div>health</div> <div>education and research</div>	<div>YES</div> <div><input type="checkbox"/></div> <div><input type="checkbox"/></div> <div><input type="checkbox"/></div> <div><input type="checkbox"/></div> <div><input type="checkbox"/></div>	<div>NO</div> <div><input checked="" type="checkbox"/></div> <div><input checked="" type="checkbox"/></div> <div><input checked="" type="checkbox"/></div> <div><input checked="" type="checkbox"/></div> <div><input checked="" type="checkbox"/></div>	
	Migration	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reduction of Inequalities	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
14. Amounts concerned	<p>Budget line(s) (article, item): 14.020110 – Southern Neighbourhood</p> <p>Total estimated cost: EUR 190 000 000.00</p> <p>The contribution is for an amount of EUR 70 000 000.00 from the general budget of the European Union for 2024 and for an amount of EUR 120 000 000.00 from the general budget of the European Union for 2025, subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget, or as provided for in the system of provisional twelfths.</p>			
MANAGEMENT AND IMPLEMENTATION				
15. Implementation modalities (management mode and delivery methods)	Indirect management with the entities to be selected in accordance with the criteria set out in section 4.3.1			

2. Summary of the Action

The overall objective of this Action is to contribute to promoting durable solutions to protracted displacement of refugees in Lebanon and to improving living conditions and resilience for refugees from Syria and host communities. A comprehensive approach will be applied to achieve this objective, focusing on three main strands of activities: 1) increasing government capacities to manage migration to be possibly accompanied by a more regular political dialogue to follow-up on implementation, addressing protection needs of asylum seekers, refugees and stateless persons in Lebanon and preparing for durable solutions (incl. resettlement, complementary pathways to protection for refugees from Syria, and voluntary, safe and dignified refugee return, when conditions are in place, as defined by UNHCR); 2) implementation of a pilot programme for Lebanon on complementary pathways to protection for refugees from Syria; 3) assistance in Lebanon to meet basic needs of the poorest and most vulnerable population and increase their self-reliance through economic inclusion.

The action builds on the European Council Conclusions of 17 and 18 April 2024¹ expressing the commitment to the stability of Lebanon, including through supporting much-needed reforms, and confirming the EU's determination "to support the most vulnerable people in Lebanon, including refugees, internally displaced persons and host communities in need, as well as providing support to combat human trafficking and smuggling. The European Council reaffirms the need to achieve conditions for safe, voluntary and dignified returns of Syrian refugees, as defined by UNHCR." which are still not put in place neither guaranteed by the Syrian regime, more than 13 years after the beginning of the civil war.

The action builds on the ongoing interventions mentioned in section 2.3., including those supported through the EU's ongoing response to the Syrian crisis in Lebanon, ensuring follow-up of the EU's involvement on social protection and self-reliance of refugees from Syria and host communities in Lebanon. The action will continue the EU's commitment to support a coherent social reform process in Lebanon, through the consolidation of a system for social assistance in Lebanon, in the framework of the National Social Protection Strategy adopted by the Government of Lebanon in 2023.

Following the renewed commitment to increased cooperation between the EU and Lebanon², the action will strive to improve capacities to revive a government-led policy dialogue on protracted displacement of refugees from Syria, in collaboration with UNHCR. It will also contribute to better managing the displacement of refugees from Syria in Lebanon, also through facilitating civil documentations of refugees from Syria, which is a pre-condition for any durable solution, including voluntary, safe and dignified return when conditions are in place, as defined by UNHCR. In addition, the action will support measures to reduce irregular migration through preventing organized crime and anti-smuggling activities linked to onward movement of vulnerable groups, including refugees from Syria, and the protection of victims. The action will promote increasing labour market and education opportunities through complementary pathways to protection for refugees from Syria.

The action is particularly relevant in the context of Lebanon, which has been affected by external and internal instability since 2019. This has resulted in increased levels of poverty and inequality among refugees and Lebanese alike. Refugees from Syria - including Palestinian refugees from Syria - have now lived in protracted displacement for over a decade with insufficient durable solutions in sight and are more vulnerable than ever. The current unprecedented institutional vacuum and lack of political stability is delaying much needed reforms.

Through the continued support to provide basic social assistance for poor social groups – amongst them refugees from Syria – and host communities, the action proposes to support the implementation of the recently launched National Social Protection Strategy (NSPS), with a particular focus on social assistance, integration of the existing parallel programmes assisting extremely poor Lebanese, and economic inclusion pilot programmes for social assistance beneficiaries. The action will promote preparation for durable solutions to the protracted displacement of refugees from Syria, through equipping refugees with pre-requisites for resettlement, complementary pathways to protection, or refugee voluntary return and repatriation to Syria, when conditions are in place, as defined by UNHCR. Pilot programmes offering complementary pathways to protection for refugees from Syria will build on previous initiatives to expand opportunities for labour mobility and higher education schemes based on demand driven schemes and cooperation with third countries of destination.

¹ <https://www.consilium.europa.eu/en/press/press-releases/2024/04/18/european-council-conclusions-on-ukraine-and-turkiye/>

² https://neighbourhood-enlargement.ec.europa.eu/news/president-von-der-leyen-reaffirms-eus-strong-support-lebanon-and-its-people-and-announces-eu1-2024-05-02_en

3. Beneficiary of the action

The Action shall be carried out in Lebanon and Syria which are included in the list of ODA recipients. In Syria, any action has to be implemented in the strict respect of the EU policy established in the different relevant Council Conclusions and in the framework of the key parameters that guide EU cooperation .

2. RATIONALE

2.1. Context

Lebanon continues to host the largest number of refugees from Syria per capita, with the Government of Lebanon's estimate of 1.5 million Syrian refugees residing in the country. Since 2019, Lebanon has been experiencing a deep socio-economic and financial crisis. The main sectors contributing to economic growth in Lebanon (real estate, construction and tourism) have been heavily impacted and the banking sector has collapsed.

Efforts to undertake essential reforms, including those agreed upon with the IMF in the April 2022 Staff-Level Agreement (aimed to address inter alia banking sector restructuring and fiscal deficits) have stalled. The multiple crises in Lebanon, exacerbated by the impact of the war in the south, had negative effects on the living conditions of refugees from Syria, 88% of whom are below the Survival Minimum Expenditure Basket and are not able to afford the essential goods and services to ensure their minimum living standards. Initial indications from the Lebanon Vulnerability Assessment Panel, conducted by the World Bank and the UN, place the extreme poverty line for Lebanese citizens at an estimated 30% of the population.

Lebanon has indeed started to feel the impact of the Israel-Hamas war in terms of hostilities at the southern border. The World Bank assesses that Lebanon is the hardest hit among the neighbouring countries by the conflict. According to the World Bank's projections, the Lebanese economy was expected to see a modest growth of 0.2% in 2023, a positive projection for the first time since 2018. However, following the start of the war between Israel and Hamas on 7 October 2023, and its repercussion in Lebanon, the latest estimates project a recession in 2023 (-0.6% to -0.9%, depending on the extent of the tourism shock).

Military operations unfolding along Lebanon's southern border have caused the internal displacement of 96,829 persons as of June 2024. Refugees from Syria affected by the situation in the south have been facing discriminatory responses, including denial of access to collective shelters, as well as restrictive measures that affect their freedom of movement, employment, and ability to rent property.

Driven by increasingly desperate economic circumstances, a growing number of individuals have been leaving and attempting to leave Lebanon³, both regularly and irregularly. Skilled workers, the middle class and dual citizens typically have access to regular pathways for emigration. However, those with low skills or limited resources, including refugees, have difficulties to access safe and legal migration opportunities. There are additional factors contributing to the desire of refugees to leave Lebanon, including tensions between refugees and host communities, with reports of growing anti-refugee sentiment among the Lebanese population.⁴ Following the spike in the number of refugees and migrants arriving through smuggling routes from Lebanon

³ IOM, *Lost Hope, Lost Lives: Insights into Lebanese Irregular Migration*, 2023.

⁴ According to 2023 UNDP data, 21 per cent of Lebanese people reported negative relations with other communities in 2023, compared to only four per cent in 2018.

to Cyprus in 2024⁵, Cyprus became the country with the highest per capita rates of first-time asylum applicants among all 27 EU Member States in 2023. Given the prolonged economic crisis in Lebanon and the war-torn Syria, smuggling in the region increased and diversified, also to include smuggling of people, among whom also Syrian refugees, which increases risks of abuse for a population already facing protection concerns.

Complementary pathways can ease pressure on host countries and enhance refugees' resilience by building their capacities to attain a durable solution. Interventions to improve the skills and employability of refugees and their host communities have proven to facilitate the transition from education to employment, allowing refugees to provide for their families' needs while making use of their skills and talents to contribute to their host communities. In Lebanon - while social assistance remains the lifeline for refugees from Syria - complementary pathways provide an additional durable solution albeit for a limited number of refugees. These complementary pathways would enable them to seek durable solutions in third countries, outside of traditional resettlement programmes. The engagement of the Member States, and potentially third countries, in developing and implementing complementary pathways will be essential to ensure their success and to provide an effective durable solution for those in need of international protection.

In addition, the action will work on measures to prevent the expansion of the business model of people smuggling in Lebanon, while raising awareness on the risks that irregular migration poses to all, including refugees from Syria.

The Action follows up on the European Council Conclusions of 17 and 18 April 2024, which call for "support to much needed reforms", while supporting the most vulnerable people in Lebanon, including refugees, internally displaced persons and host communities in need. The European Council reaffirmed the need to achieve conditions for safe, voluntary and dignified returns of Syrian refugees, as defined by UNHCR. These conditions must be guaranteed primarily by the Syrian regime; however those Syrians who return to Syria continue to face severe protection risks and human rights abuses, as reported by UN agencies. Through its comprehensive approach, the action aims in Lebanon to work on a strong policy dialogue, while prioritising support to those in need.

The Action is aligned with the Joint Communication "A Renewed Partnership with the Southern Neighbourhood – A new Agenda for the Mediterranean", in particular with the commitment to support legal migration and mobility with partner countries.

The Action also responds to the political commitments made at the Brussels Conferences on "Supporting the Future of Syria and the Region" hosted by the European Union in 2022 and 2023 and builds upon actions of the EU Regional Trust Fund in Response to the Syrian Crisis (2014 – 2021) and the EU Special Measures in favour of Lebanon for 2022 and 2023.

The Action is fully aligned with the European Commission Recommendation of 23.09.2020 on legal pathways to protection in the EU as it promotes resettlement, humanitarian admission and other complementary pathways⁶ to protection for refugees and it aligns to the objective to expand access to third-country solutions, as set out by the Global Compact on Refugees⁷.

⁵ Around 2,000 asylum seekers reportedly arrived in the first three months of 2024. By comparison, the same period of 2023 just saw 78 arrivals, according to official data. In 2022, some 17,000 migrants and refugees arrived irregularly in the Republic of Cyprus, up from some 12,000 in 2021.

⁶ C(2020) 6467 final

⁷ <https://globalcompactrefugees.org/about-gcr/resources/reports/oecd-unhcr-safe-pathways-refugees-iii>

In the context of persistent labour shortages in the EU⁸, and in the framework of the corresponding relevant policies at the EU level on legal pathways for protection for refugees⁹, Member States with diplomatic representations in Lebanon (including Italy, Germany and the Netherlands) have expressed their interest in being closely associated to the implementation of this action, particularly regarding *Output 2.1. Expanded access to complementary pathways to protection is provided, in collaboration with private sector active/interested in labour and education mobility schemes for refugees.*

This action is complemented by the Actions under the AAP 2024-2025 “Promote safety, security and stability in Lebanon”, “Enhanced border security in Lebanon” and “EU support to solarisation and renewable energy for the Lebanese Armed Forces and the Internal Security Forces”.

2.2. Problem Analysis

Short problem analysis

Lebanon has the highest number of refugees per capita and per square kilometre in the world¹⁰. Refugees from Syria, present in Lebanon, face significant barriers to accessing durable solutions, including restrictions to socio-economic inclusion. In Lebanon's highly informal economy, refugees are allowed to work only in specific sectors, where in most cases international labour standards are not met. The great majority is dependent on international assistance to meet basic needs, with little prospects for self-reliance. Conditions are not yet conducive for a safe, voluntary and dignified return to Syria, and resettlement opportunities are limited relative to the total needs and focused on the most vulnerable refugees.

More specifically, legal restrictions on refugee employment, coupled with the effects of the crisis, have intensified the long-term vulnerabilities and protection risks faced by refugees, further highlighting the need to identify and expand other durable solutions¹¹. In 2022, a survey indicated that only 33 per cent of refugees from Syria over the age of 18 are employed. Among the surveyed refugees who stated that they were unemployed, 61 per cent cited the lack of available work in the areas where they reside as the main reason for their unemployment.¹²

Palestine refugees from Syria (PRS) have been residing in Lebanon since the outset of the conflict in Syria. As a result of the Digital Identity Verification exercise¹³ completed in 2023, UNRWA has identified 23,026 Palestine refugees from Syria currently present in Lebanon. An UNRWA survey of 2020 on the socio-economic status of PRS in Lebanon found that a total of 87 per cent live below the poverty line and 11 per cent cannot meet essential food needs. The PRS unemployment rate in Lebanon is at 49 per cent, with women and younger individuals facing even higher rates of unemployment. The majority of employed PRS work mainly in seasonal or irregular jobs, with a lack of formal employment contracts.

⁸ https://ec.europa.eu/commission/presscorner/detail/en/ip_23_3704

⁹ https://home-affairs.ec.europa.eu/policies/migration-and-asylum/legal-migration-and-integration/resettlement-and-other-pathways-protection_en

¹⁰ 784,884 Syrian refugees registered with UNHCR in Lebanon in 2024.

¹¹ Durable solutions are a strategic priority for the [3RP Regional Refugee and Resilience Plan](#) and include (1) voluntary repatriation to Syria; (2) resettlement to third countries and complementary pathways; and (3) local solutions and opportunities.

¹² VASyR, [Vulnerability Assessment of Syrian Refugees in Lebanon 2022](#), May 2023.

¹³ The eUNRWA platform launched a Digital Identity Verification process in 2022, initially piloted with Palestinian refugees from Syria in Lebanon.

A slight increase has been registered in resettlement from Lebanon of Palestinian refugees since the end of 2023.¹⁴

At the same time, the unemployment rate among Lebanese nationals has more than doubled in recent years, rising from 11.4 per cent in 2018-2019 to 29.6 per cent in 2022.¹⁵

Strengthening the preparation for durable solutions for refugees in Lebanon

The precarious living conditions of the vast majority of refugees from Syria in Lebanon have been deteriorating over the past years, a. o. exacerbated by the economic crisis in Lebanon and the impact of the recent war between Israel and Hamas. The shrinking of the protection space and discriminatory measures towards refugees from Syria coupled with the lack of a legal framework pertaining legal protection of refugees from Syria and standardized procedures overall in Lebanon have immediate repercussions on the refugees from Syria and humanitarian actors. In addition, the capacity of different stakeholders has been greatly impacted by the socio-economic and political crisis. According to the UN, Syrians with a residency permit reported feeling 'safe and secure' and protected from authorities' arbitrary measures. However, attaining a residency permit proved difficult for the majority of the respondents, where changes in Lebanese laws and costly fees were communicated as the main obstacles to acquiring it, confirming VASyR findings. In 2022, based on the Lebanon Crisis Response Plan (LCRP, 2023), legal residency rates have remained low, with only 17% of displaced Syrians and 49% of Palestinian refugees from Syria attaining legal residency. It should be underlined that legal residency is only temporary and needs to be renewed on a regular basis. Of the estimated 1,500,000 displaced Syrians, 83% are without legal residency, 64% without birth registration and 66% without marriage registration. The lack of access to civil status documentation, including birth, marriage, divorce and death, has implications on legal protection, including guardianship and inheritance rights and prevent refugees for being able to pursue any durable solution. The institutional capacities of the Lebanese authorities to deal with the prolonged refugee presence in Lebanon need to be enhanced.

The action will build on existing efforts by UNHCR in Lebanon to facilitate refugees' access to civil documentation through support to the General Security Office (GSO) and the Personal Status department of the Ministry of Interior and Municipalities (MoIM), which are responsible for civil documentation, particularly birth, marriage and death certificates, including for Syrian refugees. This will include the involvement of UNHCR and IOM and contribute to setting up essential building blocks in the governance and management of forced displacement situations. Further, this will include the involvement of UNHCR in durable solutions, including when it comes to self-organized individual returns of refugees from Syria. The action will support. increased information for refugees from Syria, incl. through information sharing to refugee communities, regarding voluntary refugee return as well as accompanying measures to facilitate voluntary returns, and on the risks of irregular onward movement from Lebanon. It will also ensure that commitment to principles of international law is respected, ensuring due process and protection of refugees from refoulement.

Prevention of people smuggling

People smuggling between Syria and Lebanon, and between Lebanon and Europe via the Mediterranean has seen a massive uptick since the start of the economic crisis in 2019. The Lebanese navy estimates that number to be between 2,500 and 3,000 boats making their way out of Lebanon as part of organised crime operations facilitating irregular migration on a yearly basis. The action aims to implement measures to address the human smuggling, from a prevention and a protection angle, especially noting the increased onward movement from Lebanon of refugees from Syria.

¹⁴ 12,000 applications (EUAA Annual Trend Analysis Report 2023).

¹⁵ ILO, [Lebanon Follow-up Labour Force Survey – January 2022](#), May 2022.

Complementary pathways to protection for refugees

Expanding complementary pathways for labour mobility for refugees from Syria will build on lessons learnt from initiatives developed during current and previous protection-oriented labour mobility schemes involving refugees from Syria living in Lebanon. In particular, the Action will build on, and complement, previous and ongoing initiatives funded by the European Union, in response to yearly calls or proposals on the topic of promoting complementary pathways linked to work ([EU-PASSWORLD](#), which includes a component on “pathways linked to work”), [DT4E](#)¹⁶.

In Member States and other high-income countries, employers and enterprises across a range of economic sectors are actively seeking solutions to address labour shortages caused by demographic shifts, including ageing populations. Labour mobility-related complementary pathways can therefore also support employers in meeting occupational and skills-related shortfalls and critical labour market needs in countries of destination. Furthermore, potential remittance transfers from refugees employed in countries of destination can also help to support the refugees’ wider family and community networks in the country of first asylum, as well as the country of origin. Hence, the Member States and possibly other third countries engagement will be essential to ensure the success of these programmes. In that regard, skills development activities such as language training and TVET trainings should be tailored to the needs of the countries participating in the schemes. In addition, refugees successfully trained in this context should be primarily channelled towards complementary pathways schemes in which Member States are participating.

This action will seek to expand cooperation with the private sector in countries where ongoing initiatives have already created partnerships in this sense, but will not be limited to these. Building on lessons learnt from the implementation of these programmes, the Action will assess the most effective ways to expand complementary pathways and use these ongoing initiatives as a model to explore partnerships with other non-governmental organizations (NGOs). The Action will also assess the use of digital tools to facilitate the implementation of these programmes. This will include existing and emerging online labour and education platforms that promote remote, local and international employment and education opportunities. In particular, synergies with the future EU Talent Pool and other relevant EU tools such as Europass will be ensured. Once developed and made operational (by 2028 tbc), the EU Talent Pool will be the first EU-wide platform to facilitate international recruitment of third country nationals residing outside the EU and having the right skills to work in EU-wide shortage occupations at all skills levels. The EU Talent Pool will be open to all jobseekers from third countries, including those in need of international protection. Hence, it could also support the operationalisation of the complementary pathways.

The evidence collected will inform the adaptation and potential expansion of existing programmes for refugees in Lebanon. The aim is to increase the efficiency of labour schemes and education opportunities for refugees by tailoring technical and vocational training interventions to address the specific occupational and skills needs of employers in destination countries, something that is currently absent in existing programming on vocational training in Lebanon.

Increased economic inclusion for poor and vulnerable people:

The National Social Protection Strategy (NSPS) for Lebanon takes a comprehensive approach to supporting household needs across the lifecycle. The NSPS outlines five strategic objectives, including expanding coverage of social protection schemes and the scope of social protection benefits to better address various

¹⁶ Under Commission Implementing Decision C(2022) 8340 final of 23.11.2022 on the financing of components of the Thematic Facility under the Asylum, Migration and Integration Fund and adoption of the Work Programme for 2023, 2024 and 2025

lifecycle risks. The Strategy identifies five pillars to achieve these objectives, including social assistance, social insurance, social welfare, financial access to basic services, and economic inclusion and labour activation. The Government of Lebanon is keen to implement economic inclusion programmes as part of a comprehensive approach to social protection in Lebanon.

Building on the social assistance programmes through economic inclusion and labour activation, as noted in the NSPS, will facilitate sustainable pathways out of poverty for social assistance beneficiaries. A pilot for 1,500 beneficiaries of social assistance being part of economic inclusion programmes, is already in discussion between the World Bank and the Ministry of Social Affairs. This action will be implemented in strong coordination and complementarity with these efforts.

Social assistance to refugees from Syria in Lebanon:

In response to the extreme poverty situation affecting almost 90% of refugees from Syria in Lebanon for the fourth year in a row¹⁷, the United Nations (UN) is providing Syrian households with monthly cash (poverty-targeted) programmes, with support from the international community.

The World Food Programme (WFP) and the UN Refugee Agency (UNHCR), are managing a large-scale operation (the multi-purpose cash assistance programme for Syrian refugees) currently reaching around 1.1 million refugees from Syria with monthly cash assistance. Due to the growing needs and limited funding, the programme only assists around 77 percent of the Syrian refugee population in need.

The EU and major donors have been supporting this social safety net for the refugees from Syria. This is the only lifeline for them even though the amount provided barely allows the families to cover basic needs. Graduation from social assistance schemes through integration into the labour market is limited to low skilled and low paid daily work.

Social assistance for extremely poor Lebanese:

With the support of the EU and other international donors (Germany, Canada and Norway) social assistance has been provided for extremely poor Lebanese under the National Poverty Targeting Programme (NPTP) and has been scaled up to 75,000 families in 2023. The programme has traditionally been funded through the international community only. Some funding from the 2024 national budget has been assigned for the first time for extremely poor Lebanese families.

In January 2022, the World Bank started to implement the Lebanon Emergency Crisis and COVID-19 Response Social Safety Net Project (ESSN) as concessionary loan to provide social assistance for 12 months. The ESSN uses the same criteria and methodology as the NPTP and aims to reach, in total at full cruising speed, 147,000 extremely poor families. The ESSN launched a new registration process for Lebanese households on a new electronic Social Safety Net platform.

In 2023, the Government of Lebanon requested the World Bank to provide a loan for a second phase of ESSN for a total of USD 300 million, to start in early 2024 for a duration of 18 months. The loan will be implemented retroactively as of 1 March 2024 and plans to provide social assistance monthly to 160,000 extremely poor Lebanese families.

In close coordination with the World Bank and major grant donors to the NPTP, the EU and Canada have been leading policy discussions to advocate for one Social Safety Net in Lebanon, based on the lessons learnt so far following a due diligence process on both ESSN and NPTP. A Social Safety Net integration Working

¹⁷ Vulnerability Assessment for Syrian Refugees in Lebanon 2023

group has been set up under the leadership of the Ministry of Social Affairs and met for the first time in November 2023.

This action aims to boost this policy dialogue to ensure that a unique Social Safety net is established and replaces the current set-up of the two existing social safety nets (ESSN and NPTP) which are currently running in parallel. This integrated social assistance system for extremely poor Lebanese families is urgently needed to ensure coherence and better targeting of assistance currently provided by the international community (either through grants or loans) and through Government public funding. The action responds to the commitment of the Lebanese Government of 23 January 2024, documented in an official letter signed by the caretaker Prime Minister, Najib Mikati, and the caretaker Minister of Social Affairs, Hector Hajjar, to integrate the two social safety nets programmes by June 2024.

The National Social Protection Strategy has been adopted in 2023 and launched on 13 February 2024, with support by the EU and the Netherlands. The Strategy is the guiding document of the Government on Social Protection and includes five pillars: 1) social assistance, 2) financial access to services, 3) social welfare, 4) social insurance and 5) labour activation for the most vulnerable. Implementation of the strategy will be overseen by the Inter-ministerial Committee on Social Policy, re-activated by the Prime Minister in May 2022.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the Action.

The primary stakeholders and direct beneficiaries of this proposed Action are 1) refugees from Syria living in Lebanon who are unable to pursue durable solutions and will also have the opportunity to leverage their skills, abilities and talents to access labour mobility in destination countries with specific labour shortages; and 2) extremely poor and vulnerable Lebanese.

UNHCR is a main stakeholder, given their global mandate as the UN refugee agency, and their crucial role in ensuring refugees in Lebanon have access to long-term solutions.

The action will also involve global stakeholders, such as the International Organisation of Employers and International Chamber of Commerce, their national members in priority countries of destination, national authorities in countries of destination, relevant industry and trade associations at national and sub-national level as well as non-profit groups representing skilled and semi-skilled occupations. This will not only ensure that training programmes are fit for purpose to meet global standards and employers' demand, but also serve as a foundation for relationship-building with prospective employers who may wish to benefit from participation in future programmes.

Before the Lebanese parliamentary elections in May 2022, the Prime Minister re-activated the Inter-Ministerial Committee¹⁸ on Social Policy in November 2021, following the second Consultative meeting of the Reform, Recovery and Reconstruction Framework (3RF). The Committee has been tasked to work on the approval and implementation of the National Social Protection Strategy.

The Lebanese Ministry of Foreign Affairs is a main stakeholder, given the overall responsibility on the entry and exit of foreigners in Lebanon. The envisaged role as part of this Action will include the facilitation of exit of refugees from Syria who are eligible for complementary pathways.

The Ministry of Social Affairs is the key actor in terms of social assistance, social services and livelihoods, for which it is responsible for providing guidance and support.

¹⁸ Inter-Ministerial Committee on Social Policy is headed by the Minister of Social Affairs and comprising the Minister of Justice, the Minister of Labor, the Minister of Health, the Minister of Education and Higher Education, the Minister of Finance, and the Minister of Economy & Trade

The Ministry of Education and Higher Education is a main stakeholder for this Action given its responsibility to provide certification for higher education, in collaboration with the Ministry of Labour, to refugees who complete relevant courses organised with the participation of educational institutions in the country.

The Ministry of Labour (MoL) regulates the labour market and labour relations and enforces labour law. Understaffed, with a limited budget and low technical capacity, its activities are restricted mainly to administrative work and limited labour inspections.

The Ministry of Interior and Municipalities (MOIM), its Personal Status Department, and its General Security Office, the agency primarily responsible for dealing with the refugees and mandated to issue policies on the status of refugees from Syria.

The Lebanese Armed Forces (LAF), which are responsible for the protection, control and patrolling of Lebanon's borders. In this regard, the LAF are involved in identifying and dealing with security threats, including when involving migrants or refugees.

Civil society organisations have a key role in the implementation, monitoring and advocacy related to assistance to refugees provided in Lebanon. Lebanese and international NGOs will be engaged in regular forums for coordination of assistance, including the Social Protection Forum, the Cash Assistance Working Group, and the Livelihoods Working Group. In implementing the action, particular focus will be given to the involvement of national and local NGOs representing the rights of the most marginalised groups, etc.

Municipalities play an important role to reinforce social cohesion and reduce local tensions. Local institutions are key stakeholders to refer the beneficiaries to the private sector willing to recruit employees.

2.3. Lessons Learned

The action will build on the support provided, including through funding from DG ECHO in Lebanon, to facilitate access of refugees to civil documentation and registration, as well as to raise the awareness of Lebanese stakeholders with regard to the importance of adequate documentation for any durable solution. DG ECHO and other humanitarian actors are financing access to civil documentation from a refugee protection angle. In complementarity, strengthening capacities of the Personal Status Department (PSD) in the Ministry of Interior and Municipality to ease the process of issuing civil documentation, will include advocacy to address the administrative barriers and irregular practices.

The EU action builds on the sustained advocacy of the international community in policy discussions with the Lebanese Government to uphold the due process and safeguards, which includes a transparent and individual assessment of potential risks and the opportunity for individuals to express protection concerns, in alignment with Lebanese and International Laws. The action takes into account current state of play as regards the role and responsibilities of relevant institutions, including GSO and the Lebanese Armed Forces (LAF), and judicial institutions, with regard to concerns of forced deportations of refugees from Syria. In this regard, the action will explore a restart of the national policy dialogue between Lebanese authorities and relevant international stakeholders, to be led by the Government, on the management of the displacement of refugees from Syria, and mobilising international expertise of UNHCR and IOM, in line with international law and ensuring protection of refugees from refoulement and due process, including with regard to the status of Syrians in Lebanon.

Similarly, this action will build on the ongoing efforts of the EU and the broader international community to increase capacities of the Lebanese authorities to address smuggling as organised crime, including people smuggling. In this sense, the action will complement the ongoing and future EU support in this sector,

envisaged to have a stronger focus on setting up a legislative framework for smuggling of people and goods in Lebanon.

The limitations to the sustainability of the assistance provided to refugees have been, in particular, due to regulatory constraints with regard to the inclusion of refugees, such as limited access to the labour market. The approaches in Lebanon have largely focused on short-term and small-scale solutions to securing, albeit temporarily, more decent living conditions of refugees. Vocational training and livelihood programmes have traditionally focused on providing the refugees with a small wage and/or incentive to join vocational training, and/or soft skills training like work-based learning or short-term employment opportunities. These incentives are necessary in fragile contexts where employment is scarce. The action aims to build on these initiatives to pilot a more durable solution that prepares the refugees for more labour and education mobility opportunities.

The Action will build on lessons learnt from the ongoing projects “Displaced Talent for Europe” (funded by the European Commission, DG HOME), the “Economic Mobility Pathways Pilot” (funded by the Government of Canada) and the Skilled Migration Programme (supported by Australia).

The Action also builds on two specific projects implemented in Lebanon through the EU Regional Trust Fund in response to the Syrian crisis. Under the recently completed project, “Vocational and Technical Education for All in Lebanon” (T04.231), implemented by the German Agency for International Cooperation (GIZ), higher education certificates were awarded to over 1,500 beneficiaries, including for academic postgraduate degrees (BA, MA) and vocational education. The monitoring of the project showed that, due to the rampant economic crisis and the low prospects of employment opportunities, many potential applicants to BA/MA degrees preferred to enrol in shorter training courses to obtain a faster return and employability in either the host countries or abroad. Under this project, the European Certification company provided certification to students in the construction sector. The certification of skills at international level has proven much more attractive and efficient in terms of return on investment and sustainability.

In addition, under the EU Regional Trust Fund in Response to the Syrian crisis project “Higher and further education opportunities and perspectives for Syrians” (HOPES-LEB T04.11), implemented by the German Academic Exchange Service, many Lebanese, Syrians and Palestinians attending Lebanese universities have benefitted from the fact that their institutions participate in Erasmus+ capacity building programmes. Under this project, the focus has shifted from access to – and graduation from – higher education through the provision of scholarships, to approaching the pathway from higher/technical education to the labour market in a more comprehensive way.

Last but not least, it is important to emphasize that an action should be based on a comprehensive human rights based approach, including gender mainstreaming and disability inclusion. This means, that the main and specific objectives will target specifically the most marginalised groups, identifying and addressing their specific needs accordingly. This will ensure the respect of one of the main principles of the EU legal and policy framework and SDGs, leave no one behind.

The EU has been one of the top 5 donors to the Syrian Crisis response in Lebanon, throughout the past years, and the top donor in key sectors providing basic services such as Education, Health and Social Protection.

The action will build on lessons learnt from the recent thematic evaluation finalised in January 2024 by the EU Delegation on the EU’s Agricultural and Livelihood Strategy in Lebanon, which looks at 42 actions funded and implemented between 2008 and 2023, and highlights how the agriculture sector has now switched to a low input system that is projected to cause a drop in yields and marketable production, and how farmers and agricultural workers (whether Lebanese or foreign) lack any kind of social protection rights, such as health coverage, end-of-work indemnities, and pensions. The evaluation notes the importance to focus less on the

supply side (employability of Syrians and Lebanese youth) and more on the demand side (market needs and absorptive capacities) to address the risk of social conflict.

Results-oriented monitoring reports on the current social assistance for refugees from Syria and Lebanese have pointed to the need to improve programme governance and accountability to donors. This Action will take into account these recommendations.

The lessons learnt from the implementation of the EU funding on social assistance for refugees in Lebanon since 2019 also point to the importance of continuing a policy dialogue with the UN on prioritisation of sectors and targeting of beneficiaries, to ensure aid effectiveness and avoid scattered approaches and potential overlaps. Assistance to refugees from Syria in Lebanon will continue to be provided by the EU in the spirit of complementarity and the humanitarian and development nexus approach. It remains important to continue the provision of social assistance under the form of multi-purpose cash assistance, in the absence of an immediate solution to the presence of Syrian refugees. At the same time, a more robust policy dialogue needs to take place with the Government as regards the conditions of refugees from Syria as well as building the capacity of the Lebanese authorities to manage the file from an institutional and legal framework point of view. This was also a recurrent topic in the regular dialogue with civil society in Lebanon, including in the framework of the preparation for the Conferences “Supporting the future of Syria and the region”.

The implementation of the National Poverty Targeting Programme (NPTP), with the support of international grant funding in collaboration with the WFP has provided sustained assistance to up to 75,000 Lebanese families in need in 2023. Post-distribution monitoring of the programme by WFP showed that the provision of NPTP assistance was marked by a significant rise in the proportion of NPTP households with acceptable Food Consumption Scores (FCS). The launch of the World Bank’s programme Emergency Social Safety Net Project (ESSN) has shown the need for increased coordination between the international support in the sector, provided through grants and loans. ESSN intended to support up to 147,000 additional Lebanese families in extreme poverty, as a shock response mechanism. In practice, close coordination and monitoring of the programme has shown that Lebanon needs one social safety net institutionalised through legislation. There is a continuous need for an efficient domestic resource mobilisation to ensure the fiscal space for social protection in Lebanon to cover for the needs of Lebanese. The allocation by the Government for social assistance as part of the 2024 national budget has been a positive step in this regard, but more needs to be done.

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

The Overall Objective/Impact of this action is to:

To contribute to improving living conditions and resilience for refugees from Syria and host communities and to promoting durable solutions to the protracted displacement of refugees in Lebanon.

The Specific Objective (Outcome) of this action are:

1. The capacities of Lebanon’s national institutions to manage migration and forced displacement and contribute to durable solutions to displacement crises, are strengthened, including safe voluntary and dignified returns, as defined by UNHCR; ;

2. The self-reliance of refugees from Syria, is increased, through measures to expand complementary pathways to protection;
3. The vulnerability of refugees from Syria and host communities living in poverty is reduced.

The **Outputs** to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:

- 1.1. Support is provided to increase the capacities of key institutions and authorities to better manage the displacement of refugees from Syria living in Lebanon, in preparation of durable solutions (refugee voluntary return, resettlement, complementary pathways to protection), including safe voluntary and dignified returns, as defined by UNHCR. Support will include facilitating access to documentation, in line with international protection standards;
- 1.2. Irregular migration, in particular onward movement of refugees facilitated through human smuggling, is reduced, including by enhanced outreach on the risks of such activity to the refugees from Syria;
- 2.1. Expanded access to complementary pathways to protection is provided, in collaboration with private sector active/interested in labour and education mobility schemes for refugees.
- 3.1. Support is provided to increase economic inclusion for people living in extreme poverty, most of who are part of the social safety nets in place and depend on monthly social assistance, with a gender and inclusive focus.
- 3.2. Basic social assistance is provided for extremely poor and vulnerable social groups amongst Lebanese, through an integrated social assistance system, with gender and inclusive sensitive focus;
- 3.3. Basic social assistance is provided for extremely poor and vulnerable social groups amongst refugees from Syria, with gender and inclusive sensitive focus.

3.2. Indicative Activities

Activities related to Output 1.1.

- Support to the relevant Lebanese institutions to initiate a series of technical policy discussions with mobilisation of specific expertise and in coordination with UNHCR and IOM on measures to improve the management of migration and of forced displacement of refugees from Syria displaced in Lebanon, in the framework of a Government-led response, including with regards to registration, stay and movement (refugee return or onward movement) of refugees from Syria displaced in Lebanon;
- Capacity support to the General Security Office (GSO) as authority in charge of managing the entry, stay and exit of foreigners in Lebanon; this will include relevant training and equipment provision in GSO centres, to facilitate the issuance of documents for refugees from Syria and the overall cooperation between UNHCR IOM, and GSO, including in the framework of GSO voluntary individual return of refugees from Syria..
- Support to relevant institutions, including the Personal Status Department (PSD), to address the administrative barriers and irregular practices, and facilitate waiving of fees for civil documentation for refugees from Syria, particularly birth, marriage and death certificates. Provision of civil documentation for refugees from Syria is a human right to ensure protection, and a pre-requisite for any durable solution, whether this is refugee voluntary return, resettlement, complementary pathways;

- Support to further develop the legal framework, including standard operating procedures to clarify and implement coherently, the roles and responsibilities of GSO, the Lebanese Armed Forces and other actors, including judicial actors, UN and CSOs;
- Increased provision of information for refugees from Syria, incl. through information sharing by UNHCR to refugee communities, on the evolution of the situation regarding the conditions for dignified, safe and voluntary return.

Activities related to Output 1.2.

- Information exchange sessions and consultation through outreach to vulnerable communities in Lebanon, including refugees from Syria, regarding the risks of onward movements, including organised crime and human smuggling; awareness-raising of main communities involved in smuggling, such as border communities and fishermen;
- Support to prevention and protection aspects related to anti-smuggling including technical assistance to Lebanese authorities, including criminal justice actors, to develop Lebanon's anti-smuggling legislative and policy framework, including with a view to manage confiscation and disposal of assets;
- Assistance to migrants and refugees involved in irregular maritime migration, including disembarkation assistance upon return (e.g., food and water, non-food items, medical screening and referrals, and psychological first aid), as well as longer-term specialized assistance for the most vulnerable, focusing on legal assistance, community-based psychosocial support, and child protection services

All activities under this output will be aligned with, and complemented by, the Actions under the AAP 2024 & 2025 "Promote safety, security and stability in Lebanon" and "EU support to renewable energy for security forces".

Activities related to Output 2.1.

- Mapping of existing complementary pathways and identification of barriers refugees from Syria face when accessing these pathways. Mapping of opportunities for expansion, in strong collaboration with the private sector;
- Enhancing skills assessments, skills development (including soft skills development, language trainings, and Technical and Vocational Education and Training (TVET) trainings based on market demand and appropriateness); improving financial literacy; making use of job platforms and other measures to facilitate recruitment, including by ensuring synergies with the EU Talent Pool and other relevant EU tools such as Europass; launching an adapted vocational training programme for refugees from Syria who are interested in complementary pathways to reduce barriers to admission and improve competitive advantage of Syrians in international labour markets; the proposed TVET programmes will be adapted to the needs of Syrians based on a gender-responsive and inclusive approach;
- Evaluation of current vocational training programmes in relation to available complementary pathway opportunities and the skills needs of employers across a range of industries in countries of destination. Adjustment of vocational training programmes for refugees, based on the assessment findings;
- Identification of safe and legal protection pathways through which refugees from Syria may move to a third country for the purpose of higher education, while being able to support themselves and reach durable solutions: the pilot "university corridors" programmes will be implemented through ad hoc agreements and

partnership projects between multiple actors, such as higher education institutions in Lebanon and in third countries of destination, and university networks, associations, national authorities, international organisations, host communities, civil society organisations;

- Provision of operational support for pre-departure assistance in Lebanon for participants enrolled in complementary pathways. This support will cover logistics, local travel documentation assistance, pre-departure orientation, health assessments, and pre-embarkation check-ups;

- Provision of operational support for post-arrival assistance, which will encompass logistics, immediate needs assistance, support for integration, assistance in obtaining qualifications certification or recognition of qualifications in the COD, and continuous case monitoring, as necessary.

Activities related to Output 3.1.

- local market assessments, creating linkages/partnerships with the private sector, supporting employability and self-employment, targeting people living in extreme poverty, most of who are part of the social safety nets and social assistance programmes in place, supported by the EU, which will de facto provide an opportunity for “graduation” from dependence on monthly social assistance through the social safety nets; this activities will constitute a pilot, and will be implemented in close coordination with the World Bank, the UNHCR and the Ministry of Social Affairs, taking into consideration, in the case of economic inclusion of Lebanese beneficiaries, the ongoing efforts to associate a programme on socio-economic graduation linked to the ESSN and building on results of recent evaluations

Activities related to Output 3.2.

- Provision of monthly social assistance for basic needs to the extremely poor and vulnerable Lebanese communities. Through an integrated unique social safety net, built on the lessons learnt from the implementation of the National Poverty Targeting Programme (international grant funded) and the Emergency Social Safety Net (loan funded by the World Bank). It is envisaged that the unified social assistance system will be able to better respond to shocks through horizontal and vertical expansion criteria, and will ensure a more efficient international and national resources mobilisation for social assistance in Lebanon;

- Promotion, through enforced policy dialogue with the government and cooperation with the World Bank, of a consolidated extreme poverty and vulnerability criteria, with a view to develop an alignment plan between social safety nets for refugees and national systems, specifically regarding assessment tools, transfer values, registration, monitoring and evaluation.

Activities related to Output 3.3.

- Provision of assistance in the form of multipurpose cash assistance and/or food assistance delivered regularly on a monthly basis, coupled with emergency cash assistance to the extremely poor and vulnerable refugees from Syria to cover for basic needs. The assistance will contribute to meeting the Survival minimum expenditure basket¹⁹ refugee families from Syria in Lebanon, who have been heavily impacted by inflation, growing food prices, limited access to food and other basic needs, and an overall reduction in the levels of international funding.

¹⁹ The cost of the SMEB for a family of five reached USD 388.8 / month, in December 2023, with the food basket per person at USD 34.9 and the non-food basket per household reaching USD 214.2, while the monthly rent segment of the SMEB is estimated at USD 79.5 (source UNHCR/ WFP).

3.3. Mainstreaming

Environmental Protection, Climate Change and Biodiversity

Outcomes of the Strategic Environmental Assessment (SEA) screening

The SEA screening concluded that no further action was required.

Outcomes of the Environmental Impact Assessment (EIA) screening

The EIA screening classified the action Category C (no need for further assessment).

Outcome of the Climate Risk Assessment (CRA) screening

The CRA screening concluded that this action is no or low risk (no need for further assessment).

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this Action is labelled as G1. This implies that gender equality and empowerment of women will be addressed through the provision of social assistance, or referral for self-employment. The Action will contribute towards the key thematic areas of the GAP III²⁰ priorities. Gender equality and empowerment of women will be addressed through the component on provision of social assistance and the component on employability of refugees from Syria, giving priority to women and girls for the different trainings and job opportunities. Specifically, for the component on social assistance for Lebanese, the EU support will take into account the recent gender study completed in 2023 by WFP on the implementation of the National Poverty Targeting Programme. For the component on complementary pathways for refugees from Syria, equal opportunities for training and skills and labour matching will be provided to women and men.

Human Rights

In line with the New European Consensus on Development, this Action integrates the Rights-Based Approach (HRBA) and its working principles (participation, non-discrimination, accountability and transparency) to ensure that no one is left behind. The social protection system promoted will be based on inclusiveness of all people living in Lebanon, with independence of their nationality, gender, race, disability, sexual orientation, etc, covering all individuals and leaving no one behind. The self-reliance activities will apply a gender sensitive approach.

Disability

As per OECD Disability DAC codes identified in section 1.1, this Action is labelled as D1. This implies that the Action will pay particular attention in benefiting households integrating Persons with Disabilities (PwD). The action will also focus on the needs of the most marginalised groups among the refugees from Syria, including persons with disabilities.

Democracy

²⁰ The Gender Action Plan III is a Joint communication by the Commission and the High Representative of the Union for Foreign Affairs and Security Policy which was welcomed through EU Presidency Conclusions of 16 December 2020. Drafting was led by European Commission in close consultation with EU Member States, EEAS, civil society organisations, partner governments, and international organisations (UN entities, International Finance Institutions among others). The different parties contributed to the drafting of the document through meetings and through responses to a survey conducted during the process.

Working with civil society to improve the social assistance system in Lebanon and to increase the Government's ownership and the institutionalisation, will achieve greater democratic participation in setting up a coherent social protection system in Lebanon.

Conflict sensitivity, peace and resilience

Social stability is a significant focus of this Action. Social cohesion activities will be implemented in a participatory and transparent approach involving refugees residing in Lebanon and Lebanese beneficiaries in need, regardless of their different societal, economic, political and religious background. The action will constantly monitor social tensions through the systems in place (as part of the LRP social stability sector), and through specific activities of social assistance distribution monitoring and trainings for refugees and key stakeholders, conducted by the partners.

Disaster Risk Reduction

N/A

3.4. Risks and Assumptions

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
External Environment	The escalation of hostilities along the Southern Border of Lebanon intensifies and extends to a nationwide scale	Medium	Medium	Activities will be adjusted to identified needs through an ongoing monitoring and maintain on stand-by the components that cannot be implemented until adequate conditions are in place, as per UNHCR thresholds.
External Environment	The unstable and evolving conflict situation at the Southern border prolongs the financial and economic crisis.	Medium	Medium	The EU will continue to engage with the relevant authorities and partners to ensure the continuity of assistance to the most vulnerable. The EU will also request that contingency plans be foreseen in case of unexpected circumstances preventing the proper implementation of the Action.

External Environment	The political climate remains challenging, while the persistence and/or worsening social and political tensions and economic shocks represent significant challenges to the implementation of sustainable social safety nets and other assistance programmes.	Medium	Medium	Increased donor coordination and coherence between grants and loans will enable to reach more population in a more efficient manner. The Action envisages increased financial commitments from the Government for providing for Lebanese citizens that are poor and/or vulnerable.
External environment	Socio economic and protection situation of refugees deteriorates	High	Medium	In all policy dialogues, the EU Delegation will aim to align the assistance provided to refugees from Syria and vulnerable Lebanese , while advocating for increased ownership and responsibility of the Government for providing social assistance to the Lebanese citizens in need. As one of the top five donors, the EU will continue to lead policy discussions on preserving a protection space for the refugees (EU Delegation in coordination with ECHO field Office).

External environment	Political commitment of the Lebanese authorities, to collaborate in the implementation of policies relevant to this action, specifically regarding the policy dialogue on the displacement of refugees from Syria, between the government and the international community, including the UNHCR and IOM.	Medium	High	The EU will ensure that policy discussions are made in support and contribution to the leading role of the government regarding the main strands of this action. The EU will plan to support specific policy engagement on each of the strategic objectives, either through Steering committees already in place, or newly established fora. The EU will strive to ensure donor coordination in this sense, at all times.
External environment	Political commitment to foster cooperation with the UNHCR and IOM, on matters specifically pertaining to managing return and onward movement of refugees and migrants living in Lebanon.	Medium	High	The EU Delegation will sustain the political commitment from both the EU and the Lebanese government, to renew the partnership to better manage the displacement of refugees from Syria in Lebanon, through specific fora set up to implement the funding committed through this action document: steering committees, working groups, ad hoc meetings, high level regular meetings, etc. The EU will ensure donor coordination at all times.

External environment	Public perception regarding funding provided by the EU is deteriorated.	Medium	Medium	The EU Delegation will communicate more clearly about the funding provided by sector and by groups of beneficiaries. A closer policy dialogue with the government on the assistance provided to the refugees will be sought.
Planning, process and systems	Continued institutional fragmentation in the social protection/ assistance fields	High	Medium	Building on the momentum of February 2024, to implement the National Social Protection Strategy, the component of this Action focusing on establishing one social assistance system in Lebanon aims to increase coordinated support to the Government for the efficient provision of social assistance under the framework of the National Social Protection Strategy.
Planning, process and systems	Institutional support for exit procedures for refugees from Syria who are selected for complementary protection pathways, is insufficient	Low	Medium	The EU Delegation and the implementing partner/s will continue to inform the relevant institutions and stakeholders on the implementation of the activities relating to the component on complementary pathways for refugees from Syria. Initial discussions have been positive.

External Assumptions

The situation in Lebanon remains critical, with both internal and external stressors. These include a protracted financial and economic crisis coupled with an unstable and evolving conflict situation at the Southern border. Lebanon has long based its macroeconomic model on an overvalued exchange rate and an oversized financial sector. Acceleration in capital outflows has progressively weakened the banking system and led to sovereign default since March 2020. Internally, the political climate remains very difficult, while the persistence and/or worsening social and political tensions and economic shocks represent significant challenges to the introduction and implementation of sustainable social safety nets and other assistance programmes.

Further deterioration of the economic situation could cause major disruptions in banking services and supply chains, potentially affecting cash transfers for humanitarian assistance, as well as food availability on the market. According to preliminary recommendations by the International Monetary Fund (IMF), Lebanon's private banking sector needs to be reformed, whereby some banks would have to declare bankruptcy while others would be required to merge. Pending this structural reform, the financial sector, including commercial banks, remain exposed to a high risk of insolvency.

Further deterioration of the war between Hamas and Israel, spilled over into Lebanon could cause a shift in the priorities of the Government related to reforms and an orderly and humane management of living conditions of refugees from Syria, as well as the preparation for durable solutions to their displacement.

The Action builds on the assumption that the Government of Lebanon will continue its commitment to step up the role of the public institutions in leading the response to the protracted forced displacement of refugees from Syria, in collaboration with UNHCR. It also builds on the assumption that the Government of Lebanon will continue its commitment to enact much needed reforms, including establishing a coherent and efficient social protection system, prioritising the establishment of the national social safety net, based on lessons learnt from the implementation of ESSN and NPTP so far.

The social assistance for extremely poor and vulnerable refugees from Syria will be maintained, considering that mass return of Syrian refugees to their country of origin remains, in the near future, very unlikely given the current absence of conditions for the safe, voluntary and dignified return. Strengthening of durable solutions is however a focus of this action, by building the capacities of national institutions to better manage forced displacement, incl. refugee return and onward movement of refugees from Syria living in Lebanon, in collaboration with UNHCR and IOM.

The implementation of the component regarding complementary pathways to protection for refugees from Syria rests on the assumption that the relevant stakeholders continue to show interest in facilitating such schemes for refugees. Official positions taken by several representatives of the national authorities recently, indicate a positive commitment to facilitate such pilot initiatives.

3.5. Intervention Logic

The underlying intervention logic for this action is that improving living conditions and resilience for refugees from Syria and host communities, and promoting durable solutions to the protracted displacement of refugees, can only be successful through a multi-faceted approach.

Strengthening preparation for durable solutions requires improved capacities of the government authorities to manage migration and forced displacement in Lebanon. Civil documentation and registration of refugees from Syria will be required to ensure that opportunities for durable solutions can be accessed, including safe, voluntary and dignified return (when conditions allow, as defined by UNHCR), resettlement or complementary pathways to protection. Broader discussions on the prolonged displacement of refugees in Syria and the impact of this displacement on the displaced and on the host communities need to be revived, with a focus to promote the leadership of the Lebanese governmental institutions in managing this situation, in collaboration with UNHCR and IOM. At the same time, curbing irregular migration by breaking the business model of people smuggling to and from Lebanon, is necessary to avoid further spikes in smuggling operations involving refugees from Syria.

In an effort to promote durable solutions for refugees from Syria living in Lebanon, with potential to participate in the labour market or in pursuing education abroad, the Action will increase access for complementary pathways to third countries, while supporting key stakeholders to develop such opportunities

for refugees from Syria, reflecting the specific needs of the most marginalised groups. The Action will allow the refugees living in protracted displacement with little perspectives on durable solutions to strengthen their capacities to access the labour markets and to pursue education opportunities to become more self-reliant, thereby improving the prospects of reducing social tensions at local and national level in Lebanon. At the same time, it will also enable to fill labour shortages in key sectors in countries of destination through activation of employers and upscaling efforts by increasing the number of pilot initiatives in this area and capitalizing on the existing lessons learnt to maximise efficiency on diploma/skills recognition, language requirements and immigration procedures.

Building on the social assistance programmes through economic inclusion and labour activation, as noted in the National Social Protection Strategy of Lebanon, will facilitate sustainable pathways out of poverty for social assistance beneficiaries. For refugees from Syria who cannot access other durable solutions, and for extremely vulnerable and poor Lebanese host communities, basic social assistance will continue to be a lifeline to cover basic needs, through an integrated social assistance system, with gender and inclusive sensitive focus. Basic assistance provided to extremely poor communities in Lebanon, in a coherent and integrated manner, will reduce socio-economic insecurity and further support the institutionalisation of a consolidated social safety net that ensures efficient mobilisation of future national and international resources.

If relevant Lebanese authorities are better equipped to manage the displacement of refugees from Syria, with a view to prepare for durable solutions (including voluntary return, resettlement or complementary pathways to protection),

and

If irregular migration, in particular onward movement of refugees facilitated through human smuggling, is reduced

and

If access is expanded to complementary pathways to protection, in collaboration with private sector active/interested in labour and education mobility schemes for refugees

and

If support is provided to increase economic inclusion for people living in extreme poverty, most of who are part of the social safety nets in place and depend on monthly social assistance, with a gender and inclusive sensitive focus

and

If basic social assistance for extremely poor and vulnerable social groups among Lebanese host communities is provided through an integrated social assistance system,

and

If basic social assistance for extremely poor and vulnerable social groups amongst refugees from Syria is provided by the relevant implementing partner(s), in a transparent and accountable manner,

Then the capacities of national institutions to manage migration and contribute to durable solutions to displacement crises, are strengthened

Then the self-reliance of refugees from Syria is increased, through measures to expand legal complementary pathways to protection

Then the vulnerability of refugees from Syria and of host communities living in poverty is reduced;

And

Then living conditions and resilience for refugees from Syria and host communities are improved, and durable solutions to the protracted displacement of refugees in Lebanon are promoted.

3.6. Indicative Logical Framework Matrix

Results	Results chain: Main expected results	Indicators	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact 1	To contribute to improving living conditions and resilience for refugees from Syria and host communities, and promoting durable solutions to the protracted displacement of refugees in Lebanon.	1. Percentage of refugees from Syria and vulnerable Lebanese reporting decreased dependence on basic assistance disaggregated by sex, age and persons with disabilities. 2. GEF 2.21 Number of migration management or forced displacement strategies or policies (a) developed/revised, or (b) under implementation with EU support [SP]	1 75% Lebanese, 87% refugees from Syria 2. 0 in 2024	1. 65% Lebanese, 80% refugees from Syria 2. 1 policy recommendation based on lessons learnt by the end of the implementation, on forced displacement	1 World Bank and United Nations Reports 2. IOM reports	<i>Not applicable</i>
Outcome 1	The Lebanon's capacities of national institutions to manage migration and contribute to durable solutions to displacement crises, are strengthened including safe voluntary and dignified returns, as defined by UNHCR.	1.1. % increase in number of refugees from Syria living in Lebanon provided with documentation, including civil documentation 1.2 number of policy roundtable discussions with the participation of UNHCR/ IOM and relevant government authorities, by type 1.3. Increased percentage of refugees informed about dangers of onward movement, in particular human smuggling and organized crime.	1.1. 30% 1.2 0 1.3. 0	1.1. 10% 1.2 2 1.3. 20%	1.1. UN reports 1.2 UN reports	

Outcome 2	<p>The self-reliance of refugees from Syria is increased, through measures to expand complementary pathways to protection.</p>	<p>2.1. Labour market assessment in Lebanon and in identified countries of destination on “in-demand” occupation and forecast labour and education opportunities is completed.</p> <p>2.2. Number of public and private entities supported to establish partnerships for identifying and implementing complementary pathways for refugees from Syria in Lebanon</p>	<p>2.2. 0</p> <p>2.3. 0</p> <p>2.4. 0</p>	<p>2.2. 10</p> <p>2.3. 5</p> <p>2.4. 10</p>	<p>2.1. IOM reports</p> <p>2.2. Lebanese authorities reports</p> <p>2.3. IOM market assessment reports</p> <p>2.4. IOM and government reporting</p>	<p>Living conditions of refugees from Syria in Lebanon do not deteriorate further and other push factors are not being activated</p>
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<p>Outcome 3</p>	<p>The vulnerability of refugees from Syria and host communities living in poverty, is reduced.</p>	<p>3.1. Percentage of population benefiting from the programmes not incurring new debts to meet basic needs disaggregated by sex, age and target group. 3.2. Percentages of households benefitting of the programme with per-capita expenditure equal to, or below the SMEB, Disaggregated by sex of the head of household and by target group 3.3 Percentage of female-headed households benefitting from the programme with per-capita expenditure equal to or below the SMEB 3.4. % of beneficiaries of monthly social assistance programmes, disaggregated by nationality, sex and age, provided with economic opportunities in Lebanon</p>	<p>3.1 37.8% 3.2 22% 3.3 18.7% 3.4. 2%</p>	<p>3.1. 25% for refugees from Syria over three years 3.2 reduction of 12% over three years after year 1 3.3 5% reduction 3.4. 10%</p>	<p>3.1, 3.2. and 3.3 World Food Security Outcome Monitoring</p>	<p>Government commitment to support the programme, including a commitment to policy dialogue and long term reforms and support to the most vulnerable populations living in Lebanon. Commitment of all partners to coordinate activities in the social protection sphere</p>
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Output 1 related Outcome 1	to	1.1.1 number of participants from relevant authorities to trainings on issuing documentation for vulnerable groups in Lebanon	1.2.1. 0	1.1.1 70	1.1.1. GSO reports, UNHCR reports	The collaboration between GSO at central and local level and other authorities, continues or improves.			
		1.1.2. number of facilities supported for facilitating the legal entry, stay and exit of foreigners, including refugees, in Lebanon					1.1.2 0	1.1.2 20	1.1.2. Project documents
		1.1.3. number of information sessions conducted in refugee communities on the situation regarding conditions in place for dignified, safe and voluntary repatriation to Syria					1.1.3. 0		1.1.3. GSO documents, reports
		1.1.4. Number of returnees verified through UNHCR monitoring visits inside in Syria					1.1.4. tba	1.1.3. 50	1.1.4. t. b. a.
								1.1.4 tba	

Output 2 Related Outcome 1	to 1.2. Irregular migration, in particular onward movement of refugees facilitated through human smuggling, is reduced	1.2.1. Number of information sessions conducted in communities of refugees from Syria, and in host communities, with regards the risks of onward movements, including organised crime, specifically people smuggling	1.2.1. 0 1.2.2. 0	1.2.1. 15 1.2.2. 20	1.2.1. Local authorities reports 1.2.2. GSO reports, project reports	Collaboration of local authorities for the implementation of the activities, is conducive.
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Output 1 Related Outcome 2	to	2.1.1. Number of refugees from Syria with access to complementary pathways to protection for admission to third countries, by country, disaggregated by sex, age (and disabilities) 2.1.2. Number of vocational, soft skills and language training programmes in relation to available complementary pathway opportunities across a range of industries in selected third countries 2.1.3 Number of working age refugees from Syria, displaced in Lebanon who have benefited from VET, soft skills and language training programmes for complementary pathways, disaggregated by sex and age . 2.1.4. Ratio of refugee women to men accessing opportunities for economic participation and education programmes, as part of the action, by type of programmes.				
		2.1. Expanded access to complementary pathways to protection is provided, in collaboration with private sector active/interested in labour and education mobility schemes for refugees	2.1.1 0	2.1.1. 1 500	2.1.1. Progress report and meetings regarding the efforts of international partners and local authorities	Living conditions of refugees in Lebanon do not further deteriorate and collaboration of local authorities to implemented the activities remains positive.
			2.1.2. 0	2.1.2. 20	2.1.2. Implementation reports	
			2.1.3. 0	2.1.3. 4 000	2.1.3. training reports, attendance sheets of participants	
			2.1.4. 0	2.1.4. 50% women to 505% men	2.1.4. Implementation reports, exit visas reported to be provided by GSO	

Output 1 Related Outcome 3	to 3.1. Support is provided to increase economic inclusion for people living in extreme poverty, most of who are part of social safety nets in place and depend on monthly social assistance, with a gender and inclusive sensitive focus	3.1. number of beneficiaries of social assistance programmes in Lebanon, disaggregated by nationality, sex and age, benefitting from economic inclusion programmes	3.1 1 500	3.1 3 000	3.1. World Bank and Ministry of Social Affairs reporting	The collaboration between the government and the World Bank on social policy and economic inclusion, continues.
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<p>Output 2 related Outcome 3</p>	<p>to</p> <p>3.2 Basic social assistance for extremely poor and vulnerable social groups amongst Lebanese is provided through an integrated social assistance system with gender and inclusive sensitive focus.</p>	<p>3.2.1. Number of vulnerable Lebanese individuals provided with cash assistance disaggregated by sex- and age (Intermediary target/ Milestone)</p> <p>3.2.2. Percentage of NPTP beneficiaries eligible for poverty oriented social assistance, included in the unified social safety net</p> <p>3.2.3 Percentage of beneficiaries of cash assistance referred for complementary health, education and protection services (disaggregated by sex, age and type of vulnerability). (Intermediary target/ Milestone)</p> <p>3.2.4. Unique criteria for eligibility for assistance to extremely poor Lebanese families in place</p> <p>3.2.5 Ratio of persons with disabilities below the poverty line provided with basic social assistance compared to the</p>	<p>3.2.1 360,000</p> <p>3.2.2. 0</p> <p>3.2.3 0</p> <p>3.2.4. Being developed</p>	<p>3.2.1 TBC following the consolidation of the National Social Safety Net</p> <p>3.2.2. TBD following verification of current beneficiaries and their eligibility</p> <p>3.2.3: 10%</p> <p>3.2.4. To be finalised during the course of the implementation</p> <p>3.2.5. 10%</p>	<p>3.2.1 UN reports, project reports</p> <p>3.2.2. Presidency of the Council of Ministers</p> <p>3.2.3. UN reports</p> <p>3.2.4. World Bank, Government of Lebanon</p> <p>3.2.5. 10%</p>	<p>Collaboration between the main stakeholders, including the EU, the World Bank and the UN, with the Ministry of Social Affairs, continues to be positive and geared towards reform on social policy, in line with the National Social Protection Strategy.</p>
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Output 3 Related Outcome 3	to 3.3 Basic social assistance for extremely poor and vulnerable refugees from Syria is provided with gender sensitive focus.	3.3.1. Number of vulnerable refugees from Syria provided with cash assistance disaggregated by sex and age and disabilities (if the case). 3.3.2 Number of beneficiaries of cash assistance referred for complementary health, education and protection services (disaggregated by sex, age, disability and kind of assistance).	3.3.1. 180 000, of which 52% women 3.3.2 0	3.3.1 180,000 of which 50% women 3.3.2 180 000	3.3.1. and 3.3.2 UN reports, project reports	Cooperation between the UN and the government of Lebanon continues as part of the Lebanon Crisis response.
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4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with Lebanon.

4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3.1 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorizing officer by amending this Financing Decision and the relevant contracts and agreements.

4.3. Implementation Modalities

The Commission will ensure that the EU's appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures.

4.3.1. Indirect Management with a pillar-assessed entity

4.3.1.1 A part of this Action may be implemented in indirect management with a pillar-assessed entity, which will be selected by the Commission's services using the following criteria:

- a) Experience and capacity to work with refugees;
- b) Track record of working with Government institutions implementing programmes to manage displacement of large numbers of refugees
- c) Capacity to lead policy dialogue with Government authorities on the presence and assistance to refugees in country
- d) Experience in emergency contexts implementing large scale assistance for the most vulnerable population.
- e) track record of managing migration in a comprehensive way, by increasing legal mobility and decreasing avenues for irregular migration, in particular linked to people smuggling
- f) capacity to conduct policy dialogues with multiple key stakeholders, including Governments and private sector, to facilitate labour and education mobility schemes between countries.

The implementation by this entity entails implementing the activities leading to *Output 1.1. Support is provided to build capacities of national authorities to manage the displacement of refugees from Syria living in Lebanon, in preparation of durable solutions (voluntary return, resettlement), Output 1.2. Irregular migration, in particular onward movement of refugees facilitated through human smuggling, is reduced, AND Output 2.1. Expanded access to complementary pathways to protection is provided, in collaboration with private sector active/interested in labour and education mobility schemes for refugees*

4.3.1.2. A part of this Action may be implemented in indirect management with a pillar-assessed entity, which will be selected by the Commission's services using the following criteria:

- a) Experience and capacity to work with most vulnerable categories of the population;
- b) Capacity to implement economic inclusion programmes;

- c) Track record of working with Government institutions implementing social assistance and economic inclusion programmes;
- d) Experience in emergency contexts implementing assistance for the most vulnerable population.

The implementation by this entity entails implementing the activities leading to *Output 3.1. Support is provided to increase economic inclusion for people living in extreme poverty, most of who are part of social safety nets in place and depend on monthly social assistance, with a gender and inclusive sensitive focus*

4.3.1.3. A part of this Action may be implemented in indirect management with a pillar-assessed entity, which will be selected by the Commission's services using the following criteria:

- a) Experience and capacity to work with poor Lebanese;
- b) Capacity to implement large scale cash assistance programmes;
- c) Track record of working with Government institutions implementing social assistance programmes;
- d) Experience in emergency contexts implementing large scale assistance for the most vulnerable population.

The implementation by this entity entails implementing the activities leading to *Output 3.2. Basic social assistance for extremely poor and vulnerable social groups amongst Lebanese host, through an integrated social assistance system, with gender and inclusive sensitive focus, is provided.*

4.3.1.4. A part of this Action may be implemented in indirect management with a pillar-assessed entity, which will be selected by the Commission's services using the following criteria:

- a) Experience and capacity to work with refugees from Syria;
- b) Capacity to implement large scale cash assistance programmes;
- c) Track record of working with Government institutions implementing social assistance programmes;
- d) Experience in emergency contexts implementing large scale assistance for the most vulnerable population.

The implementation by this entity entails implementing the activities leading to *Output 3.3. Basic social assistance for extremely poor and vulnerable refugees from Syria, with gender and inclusive sensitive focus, is provided.*

4.3.2 Changes from indirect to direct management (and vice versa) mode due to exceptional circumstances

If the implementation modality as per section 4.3.1.1 cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by grants under direct management would be used according to the following.

(a) Subject matter of the grants: *Support is provided to build capacities of national authorities to manage the displacement of refugees from Syria living in Lebanon, in preparation of durable solutions (voluntary return, resettlement), as per Output 1.1. and for Irregular migration, in particular onward movement of refugees facilitated through human smuggling, is reduced, as per Output 1.2 and Expanded access to complementary pathways to protection is provided, in collaboration with private sector active/interested in labour and education mobility schemes for refugees as per Output 2.1*

(b) Type of applicants targeted: international and/or national non-governmental organisations

If the implementation modality as per section 4.3.1.2 cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by grants under direct management would be used according to the same criteria set out in 4.3.1.2.

(a) Subject matter of the grant (s): *Support is provided to increase economic inclusion for people living in extreme poverty, most of who are part of social safety nets in place and depend on monthly social assistance, with a gender and inclusive sensitive focus* as per Output 3.1.

(b) Type of applicants targeted: international and/or national non-governmental organisations

If the implementation modality as per section 4.3.1.3 cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by grants under direct management would be used according to the same criteria set out in 4.3.1.3.

(a) Subject matter of the grant (s): *Basic social assistance for extremely poor and vulnerable social groups amongst Lebanese, through an integrated social assistance system, with a gender and inclusive sensitive focus* as mentioned in Output 3.2.

(b) Type of applicants targeted: international and/or national non-governmental organisations

If the implementation modality as per section 4.3.1.4 cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by grants under direct management would be used according to the same criteria set out in 4.3.1.4.

(a) Subject matter of the grant (s): *Basic social assistance for extremely poor and vulnerable refugees from Syria, with gender and inclusive sensitive focus*, as per Output 3.3.

(b) Type of applicants targeted: international and/or national non-governmental organisations

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 and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this Action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.5. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR) For 2024	EU contribution (amount in EUR) For 2025 (indicative)
Implementation modalities – cf. section 4.3		
Outcome 1. The capacities of national institutions to manage migration and contribute to durable solutions to forced displacement crises, are strengthened <i>Output 1.1. Support is provided to build capacities of national authorities to manage the displacement of</i>	35 000 000.00	45 000 000.00

<p><i>refugees from Syria living in Lebanon, in preparation of durable solutions (voluntary return, resettlement), including by facilitating access to civil documentation, in line with international protection standards, and activities to enhance long term sustainability of voluntary, safe and dignified returns in Syria, when conditions are in place, as defined by UNHCR;</i></p> <p>Output 1.2. <i>Irregular migration, in particular onward movement of refugees facilitated through human smuggling, is reduced,</i></p> <p>AND</p> <p>Outcome 2. The self-reliance of refugees from Syria is increased, through measures to expand legal complementary pathways to protection.</p> <p><i>Output 2.1 Expanded access to complementary pathways to protection is provided, in collaboration with private sector active/interested in labour and education mobility schemes for refugees</i></p> <p>Indirect management with an international organisation (contribution agreement) – total envelope under section 4.3.1.1.</p>		
<p>Outcome 3. The vulnerability socio-economic insecurity of refugees from Syria and host communities living in poverty is reduced</p> <p><i>Output 3.1. Support is provided to increase economic inclusion for people living in extreme poverty, most of who are part of the social safety nets in place and depend on monthly social assistance, with a gender and inclusive sensitive focus</i></p> <p>Indirect management with an international organisation (contribution agreement) – total envelope under section 4.3.1.2.</p>		20 000 000.00

Outcome 3. The vulnerability socio-economic insecurity of refugees from Syria and host communities living in poverty is reduced: <i>Output 3.2. Basic social assistance for extremely poor and vulnerable social groups amongst Lebanese through an integrated social assistance system, with gender and inclusive sensitive focus, is provided;</i> Indirect management with an international organisation (contribution agreement) – total envelope under section 4.3.1.3.		45000 000.00
Outcome 3. The vulnerability socio-economic insecurity of refugees from Syria and host communities living in poverty is reduced <i>Output 3.3. Basic social assistance for extremely poor and vulnerable refugees from Syria, with gender and inclusive sensitive focus, is provided.</i> Indirect management with an international organisation (contribution agreement) – total envelope under section 4.3.1.4.	35000 000.00	10000 000.00
Evaluation – cf. section 5.2 Audit – cf. section 5.3	may be covered by another Decision	
Strategic communication and Public diplomacy – cf. section 6	will be covered by another Decision	
Contingencies	NA	
Totals	70 000 000.00	120 000 000.00

4.7. Organisational Set-up and Responsibilities

Considering the importance of this Action as well as its innovative character, the EU Delegation will maintain close steering and monitoring of the projects mentioned above, regardless of management modalities building on previous EU interventions in the sector. The EU Delegation to Lebanon will provide oversight on projects implementation through the establishment of Steering Committees for all contracts foreseen under the Action and through regular monitoring and evaluation.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

For the sake of coherence, comprehensiveness, efficiency and respect of universal values and international standards and conventions, it is essential that complementarity be ensured and synergies be developed between the Actions to be funded by the EU in support of ““Promote safety, security and stability in Lebanon”, “Enhanced border security in Lebanon” and “EU support to solarisation and renewable energy for the Lebanese Armed Forces and the Internal Security Forces”. To that purpose, an appropriate joint coordination mechanism composed of the EU; the relevant Lebanese counterparts and stakeholders, including all relevant security forces; and the respective implementing partners is foreseen, along with the cross-participation of relevant representatives of each Action.

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this Action will be a continuous process, and part of the implementing partner’s responsibilities. To this aim, the implementing partner(s) shall establish a permanent internal, technical and financial monitoring system for the Action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the Action, difficulties encountered, changes introduced, as well as the degree of achievement of its Outputs and contribution to the achievement of its Outcomes, and if possible at the time of reporting, contribution to the achievement of its Impacts, as measured by corresponding indicators, using as reference the logframe matrix.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Arrangements for monitoring and reporting, including roles and responsibilities for data collection, analysis and monitoring: the implementing entities will be the primary actors responsible for data collection, analysis and monitoring. The EU, evaluators and external monitors may request data against logframe indicators and more specifically within specific project activities throughout the implementation of the project and implementing entities may provide this in a timely manner. The relevant ministries in the Government of Lebanon will also play an important role in the coordination of data regarding poverty and vulnerability in Lebanon.

Monitoring and reporting shall assess how the action is considering the principle of gender equality, human rights-based approach, and rights of persons with disabilities including inclusion and diversity. Indicators shall be disaggregated at least by sex and, where possible, by disability.

5.2 Evaluation

Having regard to the importance of the action, a final evaluation will be carried out for this Action or its components via independent consultants contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the EU engagement in this sector might continue.

The Commission shall inform the implementing partner at least 2 months in advance of the dates foreseen for the evaluation missions. The implementing partner(s) shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a Financing Decision.

Evaluations shall assess to what extent the action is taking into account the human rights-based approach as well as how it contributes to gender equality and women's empowerment and disability inclusion. Expertise on human rights, disability and gender equality will be ensured in the evaluation teams.

5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this Action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

All entities implementing EU-funded external actions have the contractual obligation to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. To that end they must comply with the instructions given in the 2022 guidance document [*Communicating and raising EU visibility: Guidance for external actions*](#) (or any successor document).

This obligation will apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and contribution agreements.

Appendix 1: IDENTIFICATION OF THE PRIMARY INTERVENTION LEVEL FOR REPORTING IN OPSYS

A Primary intervention (project/programme) is a coherent set of results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

- ✓ Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);
- ✓ Articulating Actions and/or Contracts according to an expected common chain of results and therefore allowing them to ensure a more efficient and aggregated monitoring and reporting of performance;
- ✓ Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

The present Action identifies as;

Group of actions level (i.e: i) top-up cases, ii) second, third, etc. phases of a programme)		
<input type="checkbox"/>	Group of actions	Actions reference: PC-23497 (ACT-60490, ACT-61023, ACT-61936 and ACT-62532)
Contract level (i.e. Grants, Contribution Agreements, any case in which foreseen individual legal commitments identified in the budget will have different log frames, even if part of the same Action Document)		
<input type="checkbox"/>	Single Contract 1	PC-37156
<input type="checkbox"/>	Single Contract 2	Contribution Agreement
<input type="checkbox"/>	Single Contract 3	Contribution Agreement
<input type="checkbox"/>	Single Contract 4	Contribution Agreement