



Brussels, 10.11.2016
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COMMISSION IMPLEMENTING DECISION

of 10.11.2016

on the annual action programme 2016 (Part 1) in favour of the Republic of Lebanon

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THE EUROPEAN COMMISSION,

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

Having regard to Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 establishing common implementing rules and procedures for the implementation of the Union's instruments for external action¹, and in particular Article 2(1) thereof,

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

Whereas:

- (1) The Commission has adopted the Single Support Framework in favour of the Republic of Lebanon for the period 2014-2016³, point 3 of which provides for the following priorities: Justice and Security System Reform, reinforcing social cohesion, promoting economic development and protecting vulnerable groups, and promotion of sustainable and transparent management of energy and natural resources.
- (2) The objectives pursued by the annual action programme (Part 1) to be financed under Regulation (EU) No 232/2014 of the European Parliament and of the Council⁴ are to support rule of law and governance aspects in relation to juvenile and criminal justice in Lebanon and to support the Lebanese administration in the implementation of the EU-Lebanon Partnership Priorities.
- (3) The action entitled 'Advancing Juvenile and Criminal Justice in Lebanon' aims at strengthening juvenile justice and a protective environment for children in line with international standards and enhancing the capacity of law enforcement services to address terrorist-related cases with a rights-based approach.
- (4) The action entitled 'Support to the Implementation of the EU-Lebanon Partnership Priorities Programme' aims at improving the capacity of the relevant Government of Lebanon institutions to meet the commitments undertaken in the context of the EU-Lebanon Association Agreement and Partnership Priorities; enhancing the efficiency of the entities involved in their implementation; fostering harmonisation of the domestic legislative and regulatory framework with EU or international frameworks, or both, such as joint efforts in view of implementing the commitments on climate

¹ OJ L 77, 15.3.2014, p. 95.

² OJ L 298, 26.10.2012, p. 1.

³ C(2014) 5132, 24.7.2014 final, Commission Implementing Decision of 24.7.2014 adopting a Single Support Framework for European Union support to Lebanon for the period 2014-2016.

⁴ Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a the European Neighbourhood Instrument (OJ L 77, 15.3.2014, p. 27).

made in the context of the UNFCCC⁵ at the Paris conference in 2015, and facilitating subsequent enforcement and to facilitate future EU- Lebanon negotiations.

- (5) It is necessary to adopt a financing Decision, the detailed rules of which are set out in Article 94 of Commission Delegated Regulation (EU) No 1268/2012⁶.
- (6) The Commission should entrust budget-implementation tasks under indirect management to the entities specified in this Decision, subject to the conclusion of a delegation agreement. In accordance with Article 60(1) and (2) of Regulation (EU, Euratom) No 966/2012, the authorising officer responsible needs to ensure that these entities guarantee a level of protection of the financial interests of the Union equivalent to that required when the Commission manages Union funds. These entities comply with the conditions of points (a) to (d) of the first subparagraph of Article 60(2) of Regulation (EU, Euratom) No 966/2012 and the supervisory and support measures are in place as necessary.
- (7) It is necessary to adopt a work programme for grants in accordance with Article 128(1) of Regulation (EU, Euratom) No 966/2012 and in Article 188(1) of Delegated Regulation (EU) No 1268/2012. The work programme is set out in Annex II (section 5.3.2) to this Decision.
- (8) It is necessary to allow for the payment of interest due for late payment on the basis of Article 92 of Regulation (EU, Euratom) No 966/2012 and Article 111(4) of Delegated Regulation (EU) No 1268/2012.
- (9) Pursuant to Article 94(4) of Delegated Regulation (EU) No 1268/2012, the Commission should define changes to this Decision which are not substantial in order to ensure that any such changes can be adopted by the authorising officer responsible.
- (10) The measures provided for in this Decision are in accordance with the opinion of the European Neighbourhood Instrument Committee set up by Article 15 of Regulation (EU) No 232/2014 of the European Parliament and of the Council,

HAS DECIDED AS FOLLOWS:

Article 1

Adoption of the measure

The Annual Action Programme 2016 (Part 1) in favour of the Republic of Lebanon, as set out in the Annexes, is adopted.

The programme shall include the following actions:

- (a) Annex I: 'Advancing Juvenile and Criminal Justice in Lebanon'
- (b) Annex II: 'Support to the Implementation of the EU-Lebanon Partnership Priorities Programme'.

Article 2

Financial contribution

⁵ United Nations Framework Convention on Climate Change.

⁶ Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 on the rules of application of Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union (OJ L 362, 31.12.2012, p. 1).

The maximum contribution of the European Union authorised by this Decision for the implementation of the programme referred to in Article 1 is set at EUR 15 million and shall be financed from budget line 22.040101 of the general budget of the European Union for 2016.

The financial contribution referred to in the first paragraph may also cover interest due for late payment.

Article 3

Implementation modalities

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

The elements required by Article 94(2) of Delegated Regulation (EU) No 1268/2012, are set out in the Annexes.

Article 4

Non-substantial changes

Increases or decreases not exceeding 20% of the contribution referred to in Article 2, or cumulated changes to the allocations of specific actions not exceeding 20% of that contribution as well as extensions of the implementation period shall not be considered substantial within the meaning of Article 94(4) of Delegated Regulation (EU) No 1268/2012, provided that they do not significantly affect the nature and objectives of the actions. The use of contingencies shall be taken into account in the ceiling set by this Article. The authorising officer responsible may adopt such non-substantial changes in accordance with the principles of sound financial management and proportionality.

Done at Brussels, 10.11.2016

For the Commission

Johannes HAHN

Member of the Commission



This action is funded by the European Union

ANNEX 1

of the Commission implementing Decision on the Annual Action Programme 2016 (Part 1)
in favour of the Republic of Lebanon

Action Document for “Advancing Juvenile and Criminal Justice in Lebanon”

1. Title/basic act/ CRIS number	Advancing Juvenile and Criminal Justice in Lebanon CRIS number: ENI/2016/39626 (financed under the European Neighbourhood Instrument)			
2. Zone benefiting from the action/location	Lebanon			
3. Programming document	Lebanon-Single Support Framework for European Union (EU) Support to Lebanon (2014-2016)			
4. Sector of concentration/ thematic area	Justice	DEV. Aid: YES- ¹		
5. Amounts concerned	Total estimated cost: EUR 9 million Total amount of EU budget contribution: EUR 9 million			
6. Aid modality(ies) and implementation modality(ies)	Project approach: -Indirect Management through a Delegation Agreement with United Nations Children's Fund (UNICEF) -Indirect Management through a Delegation Agreement with United Nations on Drugs and Crime (UNODC).			
7 a) DAC code(s)	15130, 15160, 15150			
b) Main Delivery Channel	41000			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	x

¹ Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

	Aid to environment	x	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	x	<input type="checkbox"/>
	Trade Development	x	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	x	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	x	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	x	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	x	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	x	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	n/a			

SUMMARY

The Lebanese Law No. 422/2002 titled '*Protection of Children in Violation of the Law or Exposed to Danger*' attaches special importance to the principle of the best interest of the child. However, procedural protections embedded in the rule of law for juveniles in conflict with the law are not always observed. Furthermore, detained juveniles are held in conditions that are severely detrimental to their personality development and expose them to a high risk of severe human rights abuses, exploitation, and indoctrination. The ability of the government and civil society to provide specialised support services (social protection) to vulnerable children should be reinforced.

Terrorism also poses fundamental challenges to Lebanon, which recognizes the importance of adopting a human rights based approach to counter terrorism and violent extremism.

The overall objective of the proposed project is to support rule of law and governance aspects in relation to juvenile and criminal justice in Lebanon. The specific objective is twofold: **i)** to strengthen juvenile justice and a protective environment for children in line with international standards; and **ii)** to enhance the capacity of law enforcement services to address terrorist-related cases with a rights-based approach.

The project suggests a holistic approach to provide key national stakeholders and civil society with the necessary know-how and tools. For the achievement of the programme, the involvement of United Nations (UN) agencies with a core mandate on rule of law aspects is sought in order to transfer best practices. The proposed action has been identified and formulated in conjunction with all relevant stakeholders.

This EUR 9 million programme is directly relevant to priority sector 1 of the 2014-16 Single Support Framework, which covers cooperation to align penitentiary administration with international standards as well as improve the capacities of law enforcement and security agencies to operate in full respect for citizens' rights. The action also seeks to build on the exceptional momentum created by the *January 2016 'EU-Lebanon Counter Terrorism Dialogue'*. Despite the absence of a National Counter-Terrorism Strategy, Lebanon expressed its interest in engaging in a rights-based approach (RBA) to prevent/address violent extremism/terrorism.

1 CONTEXT

1.1 Country/Regional/Sector context/Thematic area

Lebanon is directly exposed to the spill-overs of the Syria conflict and ongoing regional tensions. These factors have exacerbated the security, political, and economic challenges that the country is facing, and resulted in a further deterioration of the domestic political environment.

A Presidential vacuum prevails since May 2014 and the Parliament, which has prolonged its mandate twice since its expiration in 2013, is unable to convene to adopt legislation, limiting its functions to the holding of parliamentary committee meetings. This has culminated in budgetary constraints and a sharp slowdown in economic growth that has prevented the country from addressing key issues such as inadequate public infrastructure and services (i.e. penitentiary) and severe poverty and unemployment in certain regions.

As of 19 May 2016, the number of Syrian refugees registered before the United Nations High Commissioner for Refugees (UNHCR) amounts to 1,048,275², out of which 52% are women and 26% juvenile under the age of 18. In addition, there are 41,500 Palestinian refugees from Syria and around 425,000 "historical" Palestinian refugees.

Stemming from this context, it has been challenging for the authorities to effectively assume the task of protecting vulnerable Lebanese and refugee children, who are susceptible of facing a range of abuses including forced involvement in criminal activities, recruitment and training by paramilitary organizations, labor and sexual exploitation, or child marriage. Similarly, the government is struggling to provide indispensable assistance to prevent juvenile delinquency and recidivism.

A number of constraints in the justice chain impede proper handling of juveniles in conflict with the law. The police lack proper knowledge of children's rights and protocols for handling cases in line with international standards.³ This has necessarily an impact on the arrest procedures of the child and on the next stages in the justice chain.⁴

In addition, the judiciary is currently unable to respond effectively to specific cases concerning juveniles. The judicial system in place remains obsolete and lacks resources and technical capacities. This results in lengthy pre-trial detention of suspects, including children, due to a number of reasons such as the lack of judges and the slow pace of the legal proceedings. Overcoming these constraints requires undertaking extensive judicial reforms and allocating resources. This has proven challenging given the aforesaid political stalemate and paralysis of the legislative work.

The penitentiary system also suffers from limited resources⁵, poor infrastructure, lack of specialised personnel, and an increasing prison population.⁶ According to the Ministry of Justice, the prison population has severely increased in the past years⁷, reflecting the population increase caused by the refugee crisis. Prisons are not administered according to international standards, especially considering that only two of them were initially designed to accommodate convicts. The space

² The total Syrian refugee population including not-registered refugees is estimated at 1.3 million, which accounts for 25% of the population in Lebanon, making Lebanon the country with more refugees per capita than any other in the region.

³ Although Article 34 of Law no 422 imposes on the police to contact a social worker to attend the first six hours of the arrest and the police questioning, the failure of the social worker to attend does not lead to the cancellation of the interrogation session. In fact, around 40% of the juvenile questioning is conducted without the presence of a social worker.

⁴ Around 30% of the juvenile informed the investigative judge that they were abused at the hands of the police, and they were usually between the age of fifteen and eighteen (Source: Universal Periodic Review, Lebanon 2015, Civil Society Report coordinated by the Arab NGO Network for Development).

⁵ The Roumieh central prison is the largest one and has 600 dedicated prison guards compared to a prison population of an estimated 3,000 detainees, some of them considered high security suspects.

⁶ The 2015 US Country Report on Human Rights cites "torture and abuse by security forces, harsh prison and detention center conditions" as two main human rights problem that Lebanon is facing.

⁷ In April 2016, the prison population amounts to 6,845 prisoners incarcerated in the 23 prisons administered by the Ministry of Interior. 56% of the prisoners are in pre-trial detention. Approximately 1,500 (21%) of these detainees hold a Syrian passport (source: Ministry of Justice at the JLS Sub-committee of 12.04.16).

available is increasingly limited, hygiene is appalling, detainees, prisoners and arrested individuals are all mixed with no separation on the basis of their criminal records⁸, whether them being untried prisoners or convicts. Management and administration capacity is limited and the overall environment is not conducive to the rehabilitation of the prisoners.

The overcrowding of prisons has put an additional strain on the already poor social services inside the prisons. Rehabilitation programmes and vocational training do exist but the offer needs to be enhanced.

Juvenile prisoners are a category particularly vulnerable within such environment and hence deserve specific attention. There are 158 male juveniles in the Roumieh prison and 40% of them are Syrian nationals. Only four female juveniles are held in a separate detention center on charges of prostitution and robbery. As of 6 June 2016, a total of 24 male juveniles are incarcerated on terrorist-related charges. Minors, considered as offenders rather than victims are not given special treatment before the Military Court, as they would in ordinary courts. However, there has been an increase by Military Courts of releasing minors on bail (not applicable in terrorist cases). Albeit housed in a separate section in Block C, juveniles also suffer from poor detention conditions and limited access to educational and reinsertions programmes. They are not classified by age groups, type of offence, or procedural phase of their judicial file, nor completely segregated from adult inmates. When children are placed in pre-trial detention, irrespective of the nature of the criminal charges against them, they become exposed to extremism and recruitment by terrorist and criminal groups; children imprisoned for misdemeanours or lesser offences risk becoming indoctrinated during their prison term.

On the other hand, Lebanon faces unique and serious national security problems. Its large, mountainous and permeable border with Syria sees terrorist and foreign fighter flows in both directions. An estimated 10% of the aforementioned prison population of 6.845 inmates is charged or convicted of terrorism-related offences. A high percentage of them (22%) were imprisoned over the last 3 years, thus highlighting the magnitude of the security situation and developments in the Middle East and North Africa region (MENA) and the increasing burden for the state institutions. Children arrested on charges of participation in terrorist activities were found by the UN Committee against Torture (2013) to have been held in some cases for up to a month in military detention facilities prior to their transfer to facilities hosting adult prisoners awaiting trial for terrorism.

This growing threat of terrorist activities has resulted in additional pressures on both criminal justice institutions (judges, prosecutors) and law enforcement officials (police/state forces), who lack the means and needed specialisation to prevent and address violent extremism and conduct terrorist-related investigations, prosecutions and enforcement actions in due compliance with human rights obligations. It is widely stated that many of these prisoners suffer from abuse at the hands of police (Internal Security Forces), and the army (Lebanese Armed Forces). In addition, no mechanisms are in place to systematically recruit qualified and

⁸ Control over the prison, and particularly over the 1,000 alleged violent extremists and convicted terrorists in its Bloc D, has been difficult. A riot was staged by inmates of this block on 17 April 2015.

specialised staff as well as to monitor compliance with procedural protections embedded in the rule of law and international human rights treaties.

1.1.1. Public Policy Assessment and EU Policy Framework

Relevant EU & International policy framework

The programme is fully consistent with the '*Communication on the Review of European Neighbourhood Policy*' of November 2015. It contributes to promoting the rule of law, and particularly aims at protecting the human rights of children, preventing youth extremism and supporting (human rights-sensitive) criminal justice responses to counter-terrorism. Specific importance is attached to juvenile offenders and fostering out-of-school education ('non-formal learning') for vulnerable juvenile I need of protection. It also clearly recognises the key role of civil society actors.

The action is also fully in line with the '*EU Action Plan on Human Rights and Democracy*', adopted by the Council on 20 July 2015, in which the fair and impartial administration of justice is viewed as essential to safeguard human rights. In this regard, the project is expected to contribute to the following objectives of this EU Action Plan on HR: 4) "Targeted support to justice systems" particularly through human rights training for law enforcement agencies, and assistance to bring juvenile conditions of detention up to international standards; 13) "Combatting torture, ill-treatment" with a specific focus on prevention as a way to prevent radicalisation; 15) "Promoting, protecting and fulfilling children's rights with a particular focus on assistance to children in conflict with the law and social child protection systems as a prevention mechanism; 26) "Counter-Terrorism", thus ensuring that human rights and rule of law are fully respected in the implementation of the EU's comprehensive action against terrorism in line with the 2005 EU Counter-Terrorism Strategy; and finally 27) "Pursue a rights based approach to development cooperation"⁹.

The programme also responds well to the new '*EU Gender Action Plan (GAP) for 2016-2020*', in particular with regards to indicator 7.5 on girls directly benefiting from Justice and Rule of Law programmes funded by the EU.

Furthermore, the proposed action will contribute to supporting several of the commitments made by the government of Lebanon, namely within the framework of the '*EU-Lebanon Counter-Terrorism Dialogue*' held on 26/01/2016. Most importantly, the action will aim at strengthening national capacities to pursue counter-terrorism investigations, prosecutions and enforcement with due observance of human rights and the rule of law. It will also have an effect on the government's policy in the prevention of radicalization and violent extremism. This is in the same way in line with the '*EU Communication on the Agenda for Change*

⁹

The programme is directly relevant to international standards and norms in the areas of prison reform and alternatives to imprisonment including the '*UN Rules for the Protection of Juveniles Deprived of their Liberty*', the '*UN Standard Minimum Rules for the Administration of Juvenile Justice*' (known as the '*Beijing Rules*'), the '*Guidelines for action on Children in the Criminal Justice System*', the '*UN Guidelines for the Prevention of Juvenile Delinquency*' (known as the '*Riyadh Guidelines*'), the '*UN Standard Minimum Rules for the Treatment of Prisoners*', the '*UN Standard Minimum Rules for Non-Custodial Measures*' (known as the Tokyo Rules), and the '*Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offenders*'.

for 2014-2020', which sets out respect for human rights and the rule of law as the first policy priority, as well as the 'UN Counterterrorism Strategy' adopted by the UN General Assembly in 2006, and the 'Rabat Memorandum on Good Practices for Effective Counterterrorism practice in the Criminal Justice Sector', adopted by the Global Counter Terrorism Forum.

Relevant National Policy Framework

The action is fully in line with the Lebanese Law 422/2002 titled 'Protection of Children in Violation of the Law or Exposed to Danger'. This law has overhauled the juvenile justice system. It is remarkable inasmuch it provides for the creation of specialized juvenile courts and puts emphasis on educational, rehabilitative and protection measures as opposed to punishment. Some provisions would require amendment to comply with international standards, particularly those related to juveniles complicit in crimes with adults. Law 422/2002 was enacted following the ratification by Lebanon of the *Convention on the Rights of the Child (Mai 1991)* and the *Optional Protocol on the sale of children, child prostitution and child pornography (Nov 2004)*.

The programme will also contribute to supporting Lebanon with the implementation of the 'National Plan to Safeguard Children and Women in Lebanon' adopted by the Ministry of Social Affairs in 2014. This Plan seeks to establish a nationwide child protection system by making use of an existing community-based network of 222 Social Development Centres (SDCs) affiliated with Ministry of Social Affairs and mandated as the primary points of the government in the provision of socio-economic services such as family support, psychosocial support, referral and treatment for survivors of violence, primary healthcare. Vulnerable children are direct beneficiaries of such services which shall be enhanced and strengthened.¹⁰

The programme shall also support the application of the 'Internal Security Forces' Human Rights Department 'Action Plan'. This Plan has been adopted on the basis of the 2010-2013 Strategic Plan of the Internal Security Forces.

The programme also builds on the 'National prison management strategy' adopted by the Council of Ministers on 7th March, 2012, as well as the 'Strategy for the transfer of prisons administration' from the Ministry of Interior to the Ministry of Justice (MoJ) which is being prepared by the MoJ's Directorate for Prisons following a decision of the Council of Ministers N056 of 2 August 2011 (as per Decree 17315/1964). The Action Plan appended to the Strategy establishes a bottom-up approach to the transfer operation whereby the creation of "judicial offices" in prison for the follow-up of prisoners files and needs. This precedes the recruitment of administrative personnel to work outside and inside prisons as a second step.

¹⁰ To complement this Plan, a 'National Social Development Strategy for 2011-2030' is under preparation by the Ministry of Social Affairs. It establishes an articulated framework of social services and service providers for the protection of children in conflict with the law. One of its specific recommendations to protect and guide children at risk or in conflict with the law is to: "Enforce the differential treatment of children in the penal system and institute school support programmes and community activities that protect minors against risky social behaviour, including drugs and violence".

Lastly, in the area of counter-terrorism, Lebanon lacks a '*National Counter-Terrorism Strategy*'. Prosecutions for terrorist charges are based on the Penal Code and the Code of Criminal Procedures whose Article 108 allows for unlimited detention for crimes such as terrorism. Decree No. 24/68 of 13/4/1968 places crimes with implications for national security (i.e. terrorism) under the jurisdiction of military courts.

The project will also build on existing efforts from civil society organisations to support actions to protect the rights of the child and ensure due observance of the rule of law principles by law enforcement officials.

1.1.2. Stakeholder Analysis

All the key stakeholders (line ministries, Civil Society Organisations (CSOs) herewith mentioned have expressed interest and commitment to contribute to the programme, fully sharing the value of a step by step approach. The project will focus on strengthening the existing structure, systems and policies of the government to provide integrated social and legal/judicial services to juvenile, as well as those of associated CSOs and community-based structures.

The *Ministry of Interior and Municipalities (MoIM)* is the most essential stakeholder for both components as police services and prison administration – including for juvenile offenders - fall under the jurisdiction of its Internal Security Forces (ISF) and plays a key role in the fight against terrorism and youth radicalisation. The MoIM has confirmed its readiness to be the lead stakeholder for this programme while cooperating properly with relevant ministries like the Ministry of Justice. The MoIM will facilitate access to detention facilities for the purpose of this programme. This commitment shall be reflected in the Financing Agreement.

Juvenile justice and protection

Several Divisions of the ISF (as per Decree No. 1157/1991) are key stakeholders for the implementation of the action, especially with regards to the arrest and questioning of detained juvenile and the move of juvenile under ISF custody to new premises aligned with accepted international standards. This is the case, for instance, of the ISF's *Directorate General*, the *Building Department*, the *Training Institute* and the *Human Rights Department*.

The Ministry of Justice, Ministry of Social Affairs, Ministry of Education and Higher Education, and the Ministry of Public Health are also strategic stakeholders for the implementation of *Law 422/2002 for the 'Protection of Children in Violation of the Law or Exposed to Danger'*, and the '*National Plan to Safeguard Children and Women in Lebanon*'. All these line ministries are considered strategic actors, for instance, for the establishment and operationalisation of effective data collection systems and referral mechanisms for child protection. UNICEF is instrumental in this process given its lead role in the preparation of this Plan.

As part of the government's efforts to institutionalize the protection of children in conflict with the law, the Council of Ministers Decree No. 151/1983 established a specialised *Juvenile Department (JD)* at the Ministry of Justice. Its mandate is to organize all matters regarding children in conflict with the law, thus playing a lead role in ensuring children's access to justice. Accordingly, it runs a computerized data system whereby it follows up on the judicial cases of minors. This includes

ensuring that the obligation provided in Article 34 of Law 422 (required presence of a social worker during the first six hours of the minor's arrest and police questioning) is duly observed.

The *JD* cooperates with the Ministry of Social Affairs, Ministry of Interior, Ministry of Education, as well as a number of civil society organisations, to run educational and vocational programmes for young offenders in prison (aiming at their social reintegration) and vulnerable children at risk and in need of protection.¹¹

The '*Department for Juvenile Protection*' (*DJP*) of the Ministry of Social Affairs is working on encouraging more measures of social protection for vulnerable juvenile and offenders before they slide into delinquency, radicalisation and recidivism. There is currently a community-based network of 222 Social Development Centres (SDCs)¹² affiliated with Ministry of Social Affairs and mandated as the primary points of the government in the provision of basic social services and protection needs of all vulnerable communities, with a particular focus on children and women. A total of 26 social/field workers have been recruited by the Ministry and assigned to 26 SDCs across Lebanon. Approximately 70% of the total Ministry's budget is said to be dedicated to the annual contracts concluded with more than 240 welfare institutions that provide care to children and youth.

The Lebanese Law 422/2002 provides for the creation of specialized *juvenile Courts of Justice*. Whereas the law stipulates for the first instance level¹³ that a specialized judge shall be responsible for misdemeanours and a specialized judicial panel for felonies, in reality, only six judges nationwide deal with misdemeanours of young offenders among other judicial obligations and the Appeals Court acts as a juvenile court for felonies. Seminars on juvenile justice matters are occasionally provided by the Institute of Judicial Studies without an actual inclusion in the curricula of trainees. Furthermore, crimes for which juveniles and adults are charged as accomplices are brought to regular courts. The specialization of other juvenile justice actors, such as prosecutors, investigation judges or police, is not explicitly ordered by Law 422/2002, and does not exist in practice, but would be legally possible through internal assignments of responsibilities by the respective institution, as it was done for other areas of specialization (trafficking in human beings).

¹¹ Some of the most remarkable NGOs are the '*Union for the Protection of Juveniles in Lebanon*' (*UPEL*), the '*Fondation Pere Afif Osseiran*' (*FPAO*), '*Mouvement Social*' (*MS*) et '*Association Justice et Misericorde*' (*AJEM*). These organisations have been accredited by the Ministry of Justice and the Ministry of Social Affairs to provide holistic support to juvenile in conflict with the law incarcerated at Roumieh's central prison, namely vocational/educational and social training in the prison setting. In addition, they seek to provide support for children's re-integration in society following completion of detention, and implementation of community service as an alternative to prison term for young offenders. Last but not least, through their social centers, they provide education and technical skills to deprived and problematic children and teenagers.

¹² The existing community-based network of 222 Social Development Centers (SDCs) affiliated with the Ministry of Social Affairs have been identified as the primary entry points to build resilience within communities. The SDCs are mandated as the primary points of the government in the provision of social and economic development services, of which children and women are direct beneficiaries. Cooperation with the Ministries of Education and Public health are essential for the provision of such child protection services through the SDCs.

¹³ Art. 30 Law 422/2002.

Criminal justice response to terrorism

The *Prisons Directorate* (PD) of the Ministry of Justice is amongst the main national stakeholders identified. Established by Decree of the Council of ministers No 56/2011, the PD commenced its work with the help of an EU funded project implemented by the UNODC to align penitentiary administration and detention conditions to international standards and norms.¹⁴

The *ISF's Training Institute and Human Rights Divisions* of the MoIM are mandated by Decree No. 1157/1991 to develop modern training and educational schemes for the ISF members. Both are key actors for spreading awareness of human rights within the ISF and conducting trainings and compiling studies on various human rights issues. Carrying out workshops, media campaigns and public messaging to prevent and address the phenomena of radicalization inside and outside prisons falls also under their mandate.¹⁵ Similarly, the Director of the *ISF Police Academy* has expressed interest in developing Training of Trainers (TOT) programmes in order to include in the curriculum of the Police Academy a module for training in all aspects of management of prisons and treatment of prisoners.¹⁶

Given the Lebanese Ministry of Defence's role on handling terrorism-related cases (i.e. especially during the first week of the detention of the suspected terrorist offender and the whole prosecution process), it is sought to include military personnel as target groups for the rights-based capacity building trainings to be developed.

iii) Other relevant actors/stakeholders:

The proposed action will also aim at including important civil society actors (i.e. Non Governmental Organisations (NGOs), universities, Bar Associations) involved in the provision of legal, medical, and psycho-social assistance to prisoners, including juvenile and convicted terrorists' victims of ill treatment and/or torture.

1.1.3. Priority areas for support/problem analysis

The Lebanese criminal justice and judicial services prioritise the usage of custodial measures for juvenile that enter in contact with the law. Although the number of incarcerated juveniles remains relatively low in comparison to other countries, the framework in which these juveniles are being held while in custody does not take into consideration their special needs. In addition, the number of children in situation of vulnerability has increased as a result of the Syrian crisis. It is worth noting that 40% of detained juvenile are Syrians. Over 65% of incarcerated

¹⁴ The PD currently has accurate data on the prison population (Basem software system), and has introduced a system of regular prisons' inspections with a number of MoJ officials active inside Judicial Offices located in prisons.

¹⁵ In 2011, the ISF also launched a committee to monitor torture in prisons and launched a new Code of Conduct setting out standards of behavior and obligations rooted in Lebanese law and international human rights principles.

¹⁶ The creation of an ISF *Minors' Brigade* specialized in dealing with juvenile offenders at the investigation stage was viewed as an important step in relation to the implementation of Law 422/2002. Such Brigade has not been formally created even though some training has been provided to police officers. The recent law on fighting violence in the family context foresees a specialized brigade. This legal framework provides an alternative opportunity for the government to create a unit specialised in juvenile justice.

juveniles aged between 15 and 21 are in a situation of pre-trial detention. Moreover, their conditions of detention are not conducive to their reintegration into society given the limited offer of educational, vocational and psycho-social programmes inside prison. The fact that they are not totally isolated from the adult prison population increases their potential exposure to violent extremism.

As a general rule, the system treats these juveniles as offenders, hence not paying proper attention to their vulnerable social environment and their need for protection. This explains why most juveniles in conflict with the law, both male and female, are charged with theft and drug-trafficking.

The proposed action therefore suggests a holistic approach to protect juveniles at risk (prevention, social protection) while addressing the needs of incarcerated juveniles to support their reinsertion into society and prevent violent extremism. This intervention is further justified by the limited capacities and resources of national stakeholders to tackle the identified gaps for children's protection.

Against the backdrop of rising security threats in Lebanon, the programme shall also contribute to enhance due observance of rule of law and human rights principles and obligations for the handling of terrorism-related cases. Despite the existence of human rights departments within the state security forces' structure, there is a need to strengthen the alignment of actual practices with legal requirements. This is applicable to both the police and military services.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
High interest by line ministries (MoIM, MoJ) to play the lead role for the action resulting in an unwillingness from key line ministries to cooperate with one another under the lead of the MoIM.	Medium/High	Signature of a MoU between the EU and the MoIM formalising inter-ministerial cooperation and co-signature of the F.A by relevant ministries. Similar approach for cooperation with non-state actors. Participation of all key stakeholders in the Steering Committee.
Discontinuation of political commitment for the implementation of Law 422/2002 and MOSA's National Plan.	Medium	Work with implementing partners with proven technical expertise/added value, and good acceptance by national stakeholders. A firm policy dialogue will be carried out by the EUD to mitigate the risk of political disengagement. Moreover, the proposed action intends to work with several actors (governmental and non-governmental stakeholders) so as to create a broader base for support.
Lack of financial commitment for sustainability of the action.	Low/Medium	Programme to cover essential material/equipment/staffing needs. Advocacy efforts during the programme to ensure the sustainability of the action.

<p>Diminished government commitment to enhance national capacities of both criminal justice institutions (judges, prosecutors) and law enforcement officials (police/state forces) to address juvenile justice, including cases of counter-terrorism and youth violent extremism, with due observance of human rights and the principles of due process of law.</p>	<p>Medium</p>	<p>Involve several actors (governmental and CSOs) so as to create a broader base for support. Work with implementing partners with proven technical expertise/added value, and good acceptance by national stakeholders.</p>
<p>Assumptions:</p>		
<ul style="list-style-type: none"> • The security situation in Lebanon does not deteriorate and stability is maintained at its current level. • In the framework of the EU-Lebanon CT Dialogue, the Government of Lebanon demonstrated an understanding of the risk of violent extremism and exposure to recruitment of minors under detention. The assumption is that the willingness to enhance rights-based national capacities of criminal justice institutions and law enforcement officials will prevail given that the Government considers terrorism and violent extremism as a main threat to national security. The success of this project can catalyse further actions in this regard. 		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons Learnt

Previous and on-going EU interventions in the area of justice need to be optimised and built upon. In particular, the evaluation report of the previous EU funded project "*Reinforcing Human Rights and Democracy in Lebanon - Penal Reform Focusing Prison Reform*" implemented by the UNODC, highlighted the need to support alternatives to imprisonment (including for children) as part of Lebanon's criminal justice system. Likewise, the evaluation underlines the need to make further progress with regards to prisoner's rights and institutional accountability. Ongoing EU projects supporting children in need of protection and care must be complemented with an additional focus on protection of children in conflict with the law.

From past interventions, a number of weaknesses have been observed, namely: i) inadequate interinstitutional coordination and cooperation; ii) limited transfer of knowledge; iii) restricted financial and human resources made available by the state; vi) limited governmental coordination with non-state actors; and v) non recognition that outsourcing services with international funds is not sustainable and hence the state must assign budgetary allocations for the different stakeholders to accomplish their mandates.

A general conclusion derived from all justice projects (EU funded and others) is that in the absence of a fully functional parliament and government, new interventions should not rely on policy/process reform or the adoption of new legislation. It is important also to recognise that EU projects alone cannot deliver reform without the required enabling political environment. Adopting a step by step approach aiming at improving certain aspects of the justice sector on the basis of existing policies, legislation and resources is therefore preferable, in particular when legislation is in place and needs only to be implemented accordingly. Moreover, using existing national resources (i.e. buildings, specialised trainers and departments) whenever appropriate contributes to a higher level of appreciation, support, feasibility, sustainability and local ownership. To this effect, it is essential to involve implementing partners that are well accepted by key national stakeholders.

3.2 Complementarity, synergy and donor coordination

The future programme will seek synergies with juvenile-related actions funded through the ENI special measures in Lebanon in response to the Syrian crisis. This includes, for instance, the "National Plan for Safeguarding Children and Women in Lebanon" and the "Standard Operating Procedures for the protection of juveniles (SOPs)" developed by UNICEF and the Ministry of Social Affairs.

The programme will similarly build on the activities implemented by the UNODC through the EU funded project "*Reinforcing Human Rights and Democracy in Lebanon - Penal Reform Focusing Prison Reform*". The proposed intervention is clearly complementary to the funded actions under the on-going "*Support to Judiciary Reform*" programme and has been designed based on reflections, lessons learned and experiences from implementing this and other relevant EU programmes in the justice area. The proposed action particularly follows up on the on-going support to the NGO "Restart" to improve the situation of Lebanese prisons by bringing its management and detention conditions closer to international standards and human rights obligations. It also complements legal aid work being conducted by the Université La Sagesse under the "*Support to Legal Aid in Lebanon project*". The latter is complementary to the EU funded project "Towards improving Access to Justice by enhancing transparency and efficiency in the administration of justice" that was implemented by the United Nations Development Programme (UNDP). In addition, the programme will seek synergies with those civil society organisations currently benefitting from EU funding through the thematic programme 'EIDHR' to prevent and address radicalization of youth through the promotion of respect for human rights.

Close coordination with the two Counter Terrorism programmes funded under the Instrument contributing to Stability and Peace will be ensured especially regarding the components "Countering Terrorism in MENA¹⁷ countries" and "Prison deradicalisation".

Synergies will also be sought with assistance to security sector reform provided under the European Neighbourhood Instrument ("Building National Stability", ENI/2014/025-057) and under the Instrument contributing to Stability and Peace

¹⁷ Middle East and North Africa

(e.g. CEPOL) in response to the EU-Lebanon CT Dialogue. The same approach will be adopted with regards to regional projects (i.e.; Euromed Justice IV; UNODC FTF project).

Key international stakeholders for Lebanon in the field of juvenile justice and child protection, penitentiary administration and counterterrorism are UNICEF and UNODC, as expressed by the Lebanese authorities. UNHCR also provides protection services (legal aid and psychosocial support) to refugee children in conflict with the law.

The EU Delegation is in frequent dialogue with these organisations and MS in order to avoid any possible duplication of activities and ensure synergies with ongoing support. The Delegation organises regularly sectorial coordination meetings in the fields of security sector reform, rule of law and human rights. It is moreover envisaged to create a specific coordination group for juvenile justice and penitentiary administration.

3.3 Cross-cutting issues

The project addresses in its two components institutional development and as such it mainstreams good governance and human rights. The principle of best interest of the child (girls and boys) and due observance of human rights and the principle of due process of law are at the core of this action. Local participation and ownership, equity, (inter-ministerial) organisational adequacy, transparency and accountability are other guiding principles throughout the programme. The mainstreaming of the gender component will be assured through enhancing the participation of girls and women in project activities, both as target groups and final beneficiaries. Assistance and protection of girls in conflict with the law or at risk is specifically addressed under specific objective 1. Furthermore, the proposed action envisages the engagement of civil society actors in the implementation of the programme objectives.

4 DESCRIPTION OF THE ACTION

4.1 Objectives and results

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of SDG target(s) "16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels", but also promotes progress towards Goal(s) "5: Achieve gender equality and empower all women and girls. This does not imply a commitment by the country benefiting from this programme.

The overall objective of the project is to support rule of law and governance aspects in relation to juvenile and criminal justice in Lebanon.

The specific objective of the project is twofold:

- i) to strengthen juvenile justice and a protective environment for children in line with international standards;
- ii) to enhance the capacity of law enforcement services to address terrorist-related cases with a rights-based approach.

In order to achieve the mentioned objective, the project will be articulated around two components:

Component 1: **Support to the implementation of Law 422/2002**

The envisaged results of this action are the following:

- (1) Minimum guarantees of fair treatment of arrested juvenile, including enhanced access to legal and social assistance, are ensured.
- (2) The number of children arrested is reduced and the capacity of the state and CSOs enhanced to provide protective measures and alternatives for pre-trial detention and prison sentences (maximize use of diversion programmes).
- (3) Detention conditions and services for juvenile offenders or juvenile suspects or at risk are improved and conducive to their protection and social reinsertion, with particular attention to the specific needs of girls.

Component 2: **Support to rule-of-law compliant handling of terrorism cases**

This component will support the achievement of the following outcomes/results:

- (1) National capacity to handle terrorism cases in compliance with international legal instruments and human rights norms, standards and good practices are enhanced.
- (2) Human-rights sensitive managerial capacity/expertise of prison staff on terrorism cases is increased.
- (3) Violent extremism is prevented and social reinsertion of convicted terrorists is promoted.

4.2 Main activities

The envisaged (indicative) main activities under **component 1** are the following:

- (1) Training programmes to strengthen the capacity of national institutions, CSOs and professionals to properly deal with children in conflict with the law or at risk throughout the justice chain.¹⁸ Women will be target trainees.
- (2) Delivery of services¹⁹ to children in conflict with the law and in need of care and protection.
- (3) Reinforcing of referral systems, both at central and local levels, among government institutions and CSOs.
- (4) Refurbishment of an existing state property suitable to house juvenile offenders in accordance with international standards and the principle of best interest of the child.
- (5) Rehabilitation of children in conflict with the law and reintegration into their families and communities (including by reinforcing existing network of SDCs affiliated to the MOSA).
- (6) Carrying out of awareness-raising and advocacy campaigns on children's rights, including a focus on girls' rights.
- (7) Support a sex-disaggregated data collection system on children in conflict with the law to steer policy development and operational decisions.

The envisaged main activities under **component 2** are the following:

- (1) Provision of human rights-based training to law enforcement and judicial personnel, including exchanges of international experiences and best practices.
- (2) Provision of human rights-based training to prison staff and social workers dealing with convicted terrorists, as well as service delivery.
- (3) Enhancement of the capacity of the 'Internal Security Forces' and Military Personnel to implement human rights-oriented actions on counter-terrorism.
- (4) Implementation of initiatives, also by NGOs, aiming at preventing violent extremism, rehabilitation and social reinsertion of convicted terrorists.

4.3 Intervention logic

The action builds on and complements EU interventions in the area of justice, human rights and child protection with a view to align the handling of juvenile and terrorist cases with internally accepted standards and norms. It has been designed as an entry point intervention. Thus, in view of the prevailing political stalemate, the action does not aim at reforming the justice sector *per se* but rather tackle areas of work for which the EU has proven added-value and can achieve a tangible impact.

¹⁸ Staffing needs (i.e. social workers, educators, medical staff) may be covered by the project when deemed necessary to achieve the expected results.

¹⁹ Indicative type of services: i) diversion interventions: promotion of non-custodial measures including: participation in victim-offender mediation, community service, skills-building trainings (behavioural therapy, employment training), family treatment; (ii) protection services, including: psychosocial support, drug rehabilitation, etc.

This includes inter alia capacity building schemes for national institutions, CSOs, and sector professionals as well as reinforcing national protection mechanisms (i.e. referral systems; data collection systems; diversion methods). The choice of implementing partners responds to a demand-driven process by the national stakeholders, taking due consideration of their proven technical expertise and added value. EU visibility will be ensured through a close monitoring of the implementation of the programme by the EU Delegation, especially with regards to component 1 (UNICEF). UNODC is expected to sub-delegate to UNOPS the refurbishment works and supplies under component 1 of the proposed action.

This intervention approach is illustrated in the logical framework in Appendix.

5 IMPLEMENTATION

5.1 Financing agreement

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

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is **60 months** from the date of entry into force of the Financing Agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3 Implementation modalities

5.3.1 Indirect management with an international organisation

Component 1 of this action may be implemented in indirect management with UNICEF, through the signature of a Delegation Agreement in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

Component 2 of this action may be implemented, in its entirety, in indirect management with UNODC, through the signature of a Delegation Agreement in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. UNODC will also be responsible for the refurbishment works & supplies under Component 1.

This implementation entails that UNICEF will conduct capacity building training programmes and deliver relevant services to target groups both at central and local levels, among government institutions and CSOs. UNICEF will also be responsible for launching a Call for Proposals to mainstream civil society initiatives under component 1.

UNODC will ensure the delivery of quality tailor-made training modules in addition to ensuring the refurbishment (sub-delegated to UNOPS on the basis of specific technical expertise) of an existing state property suitable to house juvenile offenders in accordance with international standards. It will also be responsible of

providing capacity building training programs for target groups as well as services for rehabilitation, reinsertion and prevention of violent extremism (PVE), as well as Call for Proposals to mainstream civil society initiatives under component 2.

The grants to be awarded by UNICEF and UNODC through Calls for Proposals will seek to mainstream civil society initiatives in the areas of child protection and criminal justice reform respectively. In line with section 4, the actions may include for instance the provision of rehabilitation and social reinsertions services as well as the collection of relevant data and operationalisation of referral mechanisms.

This implementation is justified because:

- **UNICEF** has a proven added value in view of its supports to the Ministry of Social Affairs²⁰ to enhance access to child protection mechanisms²¹. Improving children's access to child-friendly juvenile justice mechanisms is a core aspect of UNICEF's Strategic Framework for 2017-2020. This includes mediation, alternatives to detention through non-custodial measures, and diversion programs. To this effect, UNICEF is engaging with the Ministry of Justice and the Ministry of Social Affairs to strengthen the referral system to direct young offenders away from criminal court procedures. UNICEF has the capacity to launch call for proposals to mainstream CSOs' activities.

- **UNODC** is perceived by the MoIM and the MoJ as the most qualified implementing partner given their longstanding cooperation in the area of prisons and their expertise in rule-of-law oriented counter terrorism trainings. UNODC is already cooperating with the MoIM for the move of juvenile from the Roumieh central prison to an alternative location. Technical studies have been conducted with due observance of UN standards. UNODC counts with qualified staff, equipment and ability to handle the budget for the action and mobilise qualified trainers on counter-terrorism. The UNODC has the capacity to launch tenders for procurement contracts as well as call for proposals to mainstream civil society activities.

²⁰ With EU support under ENI special measures, the UNICEF is strengthening the structure of 57 SDCs affiliated to the MOSA to provide rehabilitation services to children. The current programme proposed would expand such support to other SDCs. Since the assigned leading role in the emergency coordination to the Ministry of Social Affairs by the council of Ministers, UNICEF aims to further strengthen local and decentralized structures within MOSA to deliver emergency assistance including child protection, GBV and family support services including primary health services to Syrian refugee children and their caregivers. Moreover, it is important to note that "Standard Operating Procedures for the protection of juveniles" (SOPs) have been developed -also funded by the EU under the response to the crisis- by MoSA, University of Saint Joseph and UNICEF. These SOPs aim at strengthening the protection system in Lebanon on the basis of Law 422/2002 (protection of juveniles in conflict with law and/or at risk). SOPs target all professionals working in the protection sector with the aim of strengthening their capacities on both the administrative and clinical levels as they also seek to re-position the public and social services as main duty bearers equipped to assess the needs of juveniles at risk and their families and provide them with appropriate protection / support services. SOPs will guide the case management related to child abuse, and will be used by social workers from MoSA' at national and local level (SDCs) as well as in judicial referral mechanisms.

²¹ The UNICEF works closely with the UNHCR. This is a key aspect given the national character of the programme proposed and the acute vulnerabilities of refugee children. Accordingly, specific attention shall be paid to refugee children.

The entrusted entities would carry out the following budget-implementation tasks: launching call for proposals, as well as calls for tenders for works, supplies and services; definition of eligibility, selection and award criteria; evaluation of tenders and proposals; award of grants and contracts; acting as contracting authority concluding, monitoring and managing contracts, carrying out payments, and recovering moneys due.

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

5.5 Indicative budget

	EU contribution (EUR)	Indicative third party contribution (EUR)
5.3.2: Indirect management with UNICEF	4,000,000	0
5.3.2: Indirect management with UNODC:	4,000,000	0
5.8 Evaluation and 5.9 Audit	300,000	0
5.10 Communication and visibility	100,000	0
Contingencies	600,000	0
Total	9,000,000	0

5.6 Organisational set-up and responsibilities

Components 1 and 2 of the programme may be implemented in indirect management with UNICEF and UNODC respectively, through the signature of two Delegation Agreements. In addition UNODC will be also responsible for the refurbishment works & supplies under component 1.

Organisational arrangements under each contract will be designed to ensure a clear share of responsibilities and tasks. For each of the components a focal point from relevant ministries will be appointed, with the Ministry of Interior and Municipalities acting as main focal point and coordinator. The Directorate General of the Ministry of Justice and the Juvenile Department and Prisons Directorate under its structure will be associated for both components wherever relevant.

A Steering Committee shall be set up to oversee and validate the overall direction and policy of the project (or other responsibilities to be specified, such as identify and ensure the necessary synergies among the various components, where relevant). The project steering committee shall meet three times a year as a general principle and can be convened whenever the project's implementation requires strategic decision or changes. Prior to each steering committee, each component will be subjected to a more technical component-specific coordination meeting where progress will be evaluated and possible synergies with the other components/projects will be identified.

The project steering committee shall be chaired by the Ministry of Interior and made up of representatives of the following entities:

- a representative of the Ministry of Interior (MoI);
- a representative of the Ministry of Justice (MoJ);
- a representative of the Ministry of Social Affairs (MOSA);
- a representative of the Ministry of Education and Higher Education;
- a representative of the Ministry of Public Health (MPH);
- a representative of the EU Delegation, with observer status;
- a representative of UNICEF, with observer status;
- a representative of UNODC, with observer status;
- a representative of CSO's beneficiaries under the programme.

The Steering Committee has the right to invite further members of any of the stakeholders whenever deemed appropriate, including representatives of penitentiary administration and SDCs benefitting from the project, as well as civil society organisations.

The secretariat of the Steering Committee shall be jointly taken up by those agencies implementing the two components under overall coordination and guidance of the EU Delegation to the Republic of Lebanon. Organization and secretariat of the Steering Committee shall be undertaken in turns by each of the implementing agencies.

The EU Delegation will maintain a constant policy dialogue with national stakeholders to ensure the highest possible support and political commitment needed for successful implementation.

5.7 Performance 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. In addition to being part of the Steering Committee, CSOs will also actively take part in the monitoring of the progress of the action. To this aim, the implementing partner 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 results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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).

5.8 Evaluation

Having regard to the importance and nature of the action, a mid-term and final ex-post evaluation(s) will be carried out for this action or its components via independent consultants contracted by the Commission.

The mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to procurement actions.

The final ex-post evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the required inter-ministerial cooperation.

The Commission shall inform the implementing partner at least 3 months in advance of the dates foreseen for the evaluation missions. The implementing partner 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. 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 the appropriated funds for the Action.

Indicatively, one contract for evaluation services shall be concluded under a framework contract in the second quarter of 2019.

5.9 Audit

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 audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, one contract for audit services shall be concluded under a framework contract by the end of the programme.

5.10 Communication and visibility

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

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be

included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

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

Through the contracting of a communication company the EU Delegation will ensure appropriate and adequate visibility and communication for the programme. Contracting should take place at early stages of the programme (1st trimester 2018) in order to ensure communication both to local and European audiences.

APPENDIX - Indicative Logframe matrix (for project modality)

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

It has to be noted that not all targets and baselines are available at this stage. These will be developed at inception phase by the implementing partners, as indicated in the logframe below.

	Intervention logic	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To support rule of law and governance aspects in relation to juvenile and criminal justice in Lebanon.	Improved respect, promotion and fulfilment of human rights of boys and girls in conflict with the law. Improved law enforcement capacity and enhanced respect for human rights.	MoJ's Legal Study on Juvenile Justice (2015); MOSA's National Plan on juvenile protection (2014); CT Roadmap (2016).	TBD at inception phase	TBD at inception phase	National commitment to protect juvenile in conflict with the law or at risk, and abide by international human rights obligations.
Specific objective(s): 1 Outcome(s)	To strengthen juvenile justice and a protective environment for children in line with UN standards.	Progress on the implementation of Law 422/2002 and the MOSA's National Plan.	Partly enforced	Full enforcement	Reports from UNODC, other UN agencies, CSOs Steering Committee meetings	National commitment to operationalise actions in the best interest of the child.

Specific objective(s) 2: Outcome(s)	To enhance the capacity of law enforcement services to address terrorist-related cases with a rights-based approach.	<p>% of cases of violent extremism treated by qualified professionals observing human rights obligations.</p> <p>% of convicted violent extremists who undergo treatment conducive to their rehabilitation.</p>	<p>TBD (inception phase)</p> <p>TBD (inception phase)</p>	<p>100%</p> <p>50% (300 individuals)</p>	<p>TBD</p> <p>Reports from UNODC, CSOs</p>	Government considers terrorism and violent extremism as a main threat to national security.
Outputs Specific objective 1	(1) Minimum guarantees of fair treatment of arrested juvenile, including enhanced access to legal and social assistance, are ensured.	<p>Enhanced access to legal aid and social assistance upon arrest both for boys and girls.</p> <p>Reduction in the number of children arbitrarily arrested, in pre-trial detention and post-trial detention.</p> <p>Reduction in the number of human rights complaints from children arrested.</p> <p>Increase in the number of children benefiting from pre-sentence diversion.</p> <p>No of awareness raising campaigns prepared/delivered on child rights, including girls rights.</p>	<p>- TBD (inception phase) (legal aid)</p> <p>- 60% (social assistance)</p> <p>TBD (inception phase)</p> <p>30%</p> <p>TBD (inception phase)</p> <p>TBD (inception phase)</p>	<p>100%</p> <p>100%</p> <p>0%</p> <p>0%</p> <p>100%</p> <p>TBD (inception phase)</p>	<p>MoJ and MoIM's reports / statistics; project progress reports, external evaluation reports.</p>	Inter-ministerial cooperation to upgrade detention conditions and penitentiary administration as such. CSOs' willingness to engage in this area of work.

	<p>(2) The number of children arrested is reduced and the capacity of state and non-state actors is enhanced to provide protective measures and alternatives for pre-trial detention and prison sentences (deprivation of liberty is increasingly understood as a measure of last resort).</p>	<p>% of juvenile benefiting from specialised/qualitative in-prison and/or community based protective services to juvenile offenders or at risk (disaggregation by gender).</p> <p>% of key state and non-state actors trained in the protection and administration of justice to children.</p> <p>Referral mechanism established and fully operational.</p> <p>Sex-disaggregated data collection system in place and operational.</p>	<p>TBD (inception phase)</p> <p>TBD (inception phase)</p> <p>TBD (inception phase)</p> <p>TBD (inception phase)</p>	<p>TBD (inception phase)</p> <p>TBD (inception phase)</p> <p>TBD (inception phase)</p> <p>Fully operational</p>	<p>MoJ and MoIM's reports / statistics; project progress reports, external evaluation reports; CSOs reports; Steering Committee</p>	<p><i>idem</i></p>
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	(3) Detention conditions and services for juvenile offenders or juvenile suspects or at risk are improved and conducive to their protection and social reinsertion	<p>No of equipment procured and fully operational.</p> <p>No of juvenile placed in detention facilities compliant with international requirements.</p> <p>No of juvenile accommodated in alternative centres instead of pre-trial detention and prison sentences.</p> <p>No of children in conflict with the law rehabilitated and reintegrated (disaggregation by sex).</p> <p>% of convicted juvenile that do not reoffend after prison release (disaggregated by gender).</p>	<p>TBD by technical study</p> <p>0</p> <p>5</p> <p>TBD by technical study</p> <p>13% of 335 minors (2014)</p>	<p>TBD by technical study</p> <p>200</p> <p>50</p> <p>TBD by technical study</p> <p>100%</p>	<p>MoJ and MoIM's reports / statistics; project progress reports, external evaluation reports; CSOs reports; Steering Committee</p>	<i>idem</i>
Outputs Specific objective 2	(1) National capacity to handle terrorism cases in compliance with international legal instruments and human rights norms, standards and good practices are enhanced.	No of criminal justice criminal institutions and law enforcement officials who successfully complete specialised counter-terrorism HR-based training.	TBD (inception phase)	TBD (inception phase)	Project progress reports; external evaluation reports (i.e. ROM); Steering Committee	Inter-ministerial cooperation on counter-terrorism. Appetite of target trainees for actual behavioural change. Ability of CSOs to carry out their work.

	<p>(2) Human-rights sensitive managerial capacity/expertise of prison staff on terrorism cases is increased.</p>	<p>% of prison staff trained on handling terrorism-related cases as per international standards.</p> <p>No of officials found in breach of international rules on treatment of prisoners.</p>	<p>TBD (inception phase)</p> <p>TBD (inception phase)</p>	<p>Min. 300 out of 600 dedicated prison guards in Roumieh prison</p> <p>TBD (inception phase)</p>	<p><i>idem</i></p>	<p><i>idem</i></p>
	<p>(3) Preventing violent-extremism and promoting social reinsertion of convicted terrorists is promoted.</p>	<p>No of prisoners who receive individual counselling or other services aiming at their social reintegration before and after their release.</p> <p>No of CSOs providing after prison reintegration services to former convicted terrorists.</p> <p>% of convicted terrorists who do not reoffend after prison release.</p>	<p>TBD (inception phase)</p> <p>TBD (inception phase)</p> <p>TBD (inception phase)</p>	<p>Min. 300</p> <p>TBD (inception phase)</p> <p>TBD (inception phase)</p>	<p><i>idem</i></p> <p><i>idem</i></p>	<p><i>idem</i></p>



This action is funded by the European Union

ANNEX 2

of the Commission implementing Decision on the Annual Action Programme 2016 (Part 1)
in favour of the Republic of Lebanon

**Action Document for
Support to the Implementation of the EU-Lebanon Partnership Priorities Programme (SIPPP)**

INFORMATION FOR POTENTIAL GRANT APPLICANTS

WORK PROGRAMME FOR GRANTS

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012) in the following sections concerning calls for proposals in section 5.3.2

1. Title/basic act/ CRIS number	Support to the Implementation of the EU-Lebanon Partnership Priorities Programme (SIPPP) CRIS number: ENI/2016/039-636 financed under the European Neighbourhood Instrument.	
2. Zone benefiting from the action/location	Lebanon	
3. Programming document	Single Support Framework for EU support to Lebanon 2014-2016	
4. Sector of concentration / thematic area	Technical Assistance and Twinning facilities	DEV. Aid: YES.
5. Amounts concerned	Total estimated cost: EUR 6,000,000. Total EU budget contribution: EUR 6,000,000.	
6. Aid modality And implementation modality	Project Modality Direct Management – grants - call for proposals for twinning and procurement of services	
7. a) DAC code(s)	15110; 15111; 52010; 41010	
b) main delivery channel	11000	

8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	X	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships				

SUMMARY

The programme's general objective is to support the Lebanese administration in the implementation of the EU-Lebanon Partnership Priorities.

The programme's specific objectives are: (i) to improve the capacity of the relevant Government of Lebanon institutions to meet the commitments undertaken in the context of the EU-Lebanon Association Agreement and Partnership Priorities; (ii) to enhance the efficiency of the entities involved in the implementation of the EU-Lebanon Partnership Priorities; (iii) to foster harmonisation of the domestic legislative and regulatory framework with EU and/or international frameworks and to facilitate subsequent enforcement and to facilitate future EU- Lebanon negotiations.

The proposed "demand driven" programme is fully in line with the EU-Lebanon Association Agreement and EU Lebanon Partnership Priorities, and the conclusions of the subcommittees, to be held during 2016 through 2019, will identify new areas of support and prioritise the requests for funding.

The potential beneficiaries will be identified at a later stage and include several state institutions.

1. CONTEXT

1.1. Sector/Country/Regional context/Thematic area

Lebanon is characterised by weak institutions that are prey to entrenched confessional divisions which affect the adoption and implementation of key government policies. Domestic stability rests on the fragile political system.

Furthermore, Lebanon is most affected by the Syrian conflict due to its geographical, historical, economic and social proximity and also to its weak institutions. Since 2011, Lebanon has been sustaining an extraordinary burden resulting from the mass influx of Syrians displaced from Syria into its territory. The Syrian crisis has led to further polarisation and weakening of a political system designed to cement multi-confessional co-existence through checks and balances.

The current government of Prime Minister Tammam Salam approved by the Parliament on 20 March 2014 confirmed in its policy statement the commitment of Lebanon to pursuing its partnership with the EU. As such, Lebanon has been fully engaged in the discussions and consultations leading to the review of the European Neighbourhood Policy (ENP). Indeed the EU and Lebanon face today immediate challenges some of which are linked to the protracted crisis.

While addressing the most urgent challenges, including migration and terrorism, Lebanon and the EU will continue working together towards a sustainable and stable Lebanon. In that respect, reinforcing state institutions will be a crucial element and one of the key pillars of the EU-Lebanon Partnership Priorities.

1.1.1. Public Policy Assessment and EU Policy Framework

The approved revised European Neighbourhood Instrument (ENI) for the period 2014-2020 emphasised the continued EU engagement in supporting state institutions which will help addressing immediate needs as well as structural deficiencies which undermine the country's governance and the confidence of the citizens and economic actors in the administration.

The EU-Lebanon Partnership Priorities, which tackles some of the systematic challenges that Lebanon is facing, provide a concrete framework for engagement as they address both the urgent needs and the structural issues, including reinforcement of state institutions.

A stable Lebanon requires developing co-operation projects in the area of institutional capacity building.

1.1.2. Stakeholder analysis

The programme's targets are the entities of the public sector responsible for the implementation of the European Neighbourhood Policy Partnership Priorities.

The Project Administration Office (PAO) in collaboration with the EU Delegation will identify the needs of the state institutions and jointly agree on the potential beneficiaries taking into account the priority actions identified under the EU-Lebanon Partnership Priorities.

A Steering Committee will be created and its main task will be to decide upon the eligibility of the Lebanese public institutions in view of further twinning actions.

Most of the Lebanese public institutions have worked and co-operated with EU experts and have the capacity to absorb a twinning project.

1.1.3. Priority areas for support/problem analysis

The Programme is justified by the need to support the Lebanese state institutions in order to increase their competences and capabilities in providing a better service delivery and coping with the challenges brought by the unstable situation in the country.

A strengthened public sector is a key determining factor for the country's stability.

Activities have not been identified at this stage and will be selected by the Steering Committee following a "demand driven" approach.

2. RISKS AND ASSUMPTIONS

Category of risk	Level of risk (H/M/L)	Mitigation measures
<p>Political:</p> <ul style="list-style-type: none"> • A lack of or a too weakly co-ordinated approach amongst the wide variety of stakeholders prevents the reform process from being coherent and comprehensive. • A lack of agreement by the stakeholders regarding the priorities and methodologies to be used hampers the implementation of this action • Institutional instability due to a change in the government disrupts the willingness to pursue this twinning action with the national expert • The natural employee resistance to change impedes the smooth integration of the national expert and threatens the implementation of the action. 	<p>M</p> <p>M</p> <p>L</p> <p>L</p>	<ul style="list-style-type: none"> • An ad hoc Steering Committee is called for to enhance co-ordination amongst stakeholders. • An ad hoc Steering Committee is called for to settle the disagreement between stakeholders. • A negotiation procedure is initiated by the PAO with the PM cabinet to ensure the smooth transition and acceptance of the continuation of function of the national expert. • Consensus-building in the early project stages will be sought by the PAO that will assume its role of mediator throughout this project.
<p>Assumptions</p>		
<ul style="list-style-type: none"> ▪ The security situation does not deteriorate and does not hamper Lebanon's reform efforts. ▪ The EU-Lebanon political dialogue continues and technical subcommittees are held regularly. 		

- Lebanon authorities remain committed to the reform agenda and the implementation of the commitments in the Partnership Priorities.
- The PCM dedicates sufficient resources to the implementation of the programme, in identifying priorities and suitable means of implementation.
- The EU is able to provide timely answers to requests for assistance of the Lebanese administration.

3. LESSONS LEARNT, COMPLEMENTARITIES AND CROSS-CUTTING ISSUES

3.1. Lessons learnt

In recent years, despite political instability and a climbing fragility accentuated by the Syrian conflict, Lebanon has embarked on a reform process whilst maintaining its commitment to develop the EU-Lebanon partnership through the European Neighbourhood Policy (ENP). Lebanon's reform efforts in the area of promoting greater accountability of the government and combating corruption are still necessary and require donors' support.

Despite the progress made in implementing political, social and economic reforms, Lebanon is still facing a number of critical challenges. Its institutional and administrative capacity remains weak compared to international administrative performance standards, the promotion of good governance, the fight against corruption and bureaucracy, and the process of democratization remain a challenge for the country.

Macroeconomic stability still needs to be ensured and the public deficit reduced, economic activity needs to be stimulated, the high unemployment rate should be reduced and the efficiency and effectiveness in the management of the infrastructures need to be strengthened.

Previous twinning actions in Lebanon have been completed, such as the Project "Twinning: Modernizing the administrative and operational capacity of the tax administration" (DEC Support to reforms III: ENPI/2009/020-491). The final report of this project emphasizes that, despite heightened instability in the country, the twinning action has been successfully implemented thanks to the common work of all partners and a shared willingness to adapt the activities of the project to the needs of the beneficiaries, thereby highlighting the possibility and the added value of undertaking further twinning actions in Lebanon.

In a similar vein, the final report of another recently completed twinning project (Twinning Project: Modernized Clearance Process LB12/ENP-AP/FI/08; DEC ENPI/2009/020-491 (Support to Reforms III) also highlighted that, despite challenges internal to the project and related to the political situation in Lebanon, the twinning intervention was successful across all the foreseen components, notably thanks to a great level of co-ordination between Lebanese and European partners.

3.2. Complementarities, synergy and donor co-ordination

The SIPPP is complementary to the other programmes identified in the EU-Lebanon Partnership Priorities. It covers, on demand and without overlaps, specific needs of the Lebanese administration and facilitates reform in chosen areas.

In particular, SIPPP complements EU support provided through technical assistance programmes notably “Building National Stability”, "Protection and Sustainable Development of Maritime Resources in Lebanon - PRO MARE", and "Technical Assistance for the Government of Lebanon".

Both the assistance mobilised through the Technical Assistance Information Exchange (TAIEX) missions and that provided by the Support for Improvement in Governance and Management (SIGMA) Programme will be instrumental for identifying and preparing further Twinning actions and/or for completing the results of previous Twinning actions.

The proposed programme is fully in line with the EU-Lebanon Partnership Priorities. The “demand driven” mobilisation of assistance will allow the EU to fully align the project to the Lebanese national priorities. The implementation through Lebanon public structures respects the aid effectiveness principle.

The Presidency of the Council of Ministers (PCM) through the PAO will ensure proper co-ordination with all the stakeholders including the state institutions.

3.3. Cross-cutting issues

Crosscutting issues will be analysed in detail in the identification phase of the specific projects.

It can be anticipated that, in line with previous SAAP (Support to the Implementation of the EU-Lebanon Association Agreement Programme) objectives, good governance will be an issue systematically addressed in the design of the specific projects.

Particular attention to environmental sustainability was given in the implementation of SAAP; the new SIPPP may address specific projects to strengthen the institutional capacities of the Ministry of Environment and to develop and enforce environmental legislation based on EU and international legislative standards were developed.

Follow-up assistance can be considered as an individual project and/or a crosscutting issue in the identification phase of specific projects, where relevant.

Gender analysis will be elaborated in the project design. In a country like Lebanon, where, on the one hand, a number of educated and skilled women participate in the political, social and economic life of the country, and, on the other, many women are still subject to the traditional patriarchal power relations, the gender perspective will assume particular interest and relevance.

4. DESCRIPTION OF THE ACTION

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of:

SDG target 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture, but also promotes progress towards Goals

- SDG 5: Achieve gender equality and empower all women and girls.
- SDG 10: Reduce inequality within and among countries
- SDG 15: Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.

This does not imply a commitment by the country benefiting from this programme.

4.1. Objectives/results

Objectives

The overall objective of the programme is to support the Lebanese administration in the implementation of the EU-Lebanon Partnership Priorities.

Three specific objectives have been identified:

1. To improve the capacity of the relevant Government of Lebanon institutions to meet the commitments undertaken in the context of the EU-Lebanon Association Agreement and the Partnership Priorities;
2. To enhance the efficiency of the entities involved in the implementation of the Partnership Priorities ;
3. To foster harmonisation of the domestic legislative and regulatory framework with the EU and/or international frameworks and to facilitate subsequent enforcement and to facilitate future EU-Lebanon negotiations.

4.2. Main activities

Main activities to achieve the Specific Objectives are twinings between EU Member States and the Government of Lebanon.

The programme activities will have to comply with the following eligibility criteria:

- (i) Direct link with the implementation of the Association Agreement;
- (ii) Conformity with the orientations given by the Partnership Priorities;
- (iii) Coherence with the outcomes and guidance of the EU-Lebanon dialogue; and

Through these activities, the SIPPP will aim at achieving the following results:

1. Improved institutional capacities of the Government of Lebanon in terms of strategic planning, policy and legislative planning, policy proposal preparation, drafting legislation, implementation, monitoring and evaluation;
2. Improved legislative, regulatory and legal framework, in approximation with the EU;
3. Creation of a wealth of relevant experience and competence in the Lebanese administration dealing with EU affairs, going hand in hand with an increased awareness of the EU policy, of the EU-Lebanon Association Agreement and Partnership Priorities in the Lebanese administration and among the Lebanese population.

The conclusions of the subcommittees, to be held during 2016 through 2019, will identify new areas of support and prioritise the requests for funding.

4.3. Intervention logic

Grants will be awarded for classical twinning and twinning light on the basis of a "demand driven" procedure: the PAO, in collaboration with the EU Delegation, will select the Lebanese administration who will be considered eligible for receiving a twinning (or a twinning light) grant, in both cases to be implemented by the "twinning" administration in a EU Member State.

5. IMPLEMENTATION

5.1. Financing agreement

In order to implement this action, it is foreseen to conclude a Financing Agreement with the Partner Country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

5.2. Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this Decision and the relevant contracts and agreements; such amendments to this Decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3. Implementation modalities

5.3.1 Procurement (direct management)

Technical assistance will be recruited to provide support to the Programme Administration Office (PAO).

Subject in generic terms	Type (works, supplies, services)	Indicative number of contracts	Indicative quarter for launch of the procedure
Technical Assistance	Services	1	02/2017

5.3.2 Grants: call for proposal for twinning projects (direct management)

Under the present programme, it is expected to conclude up to 12 Twinning grant contract(s).

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

The Twinning calls for proposals modality will be used for achieving the objectives and results described in section 4.1 above.

(b) Eligibility conditions

In line with Article 4(10)(b) of Regulation (EU) No 236/2014, participation in Twinning calls for proposals is limited to public administrations of the EU Member States, being understood as central or regional authorities of a Member State as well as their bodies and administrative structures and private law bodies entrusted with a public service mission under their control provided they act for the account and under the responsibility of that Member State.

(c) Essential selection and award criteria

The essential selection criterion is the operational capacity of the applicant.

The essential award criteria are the technical expertise of the applicant, and the relevance, methodology and sustainability of the proposed action.

(d) Maximum rate of co-financing

The rate of co-financing for Twinning grant contracts is 100%¹.

(e) Indicative timing to launch the calls

1st quarter of 2017

(f) Use of lump sums/flat rates/unit costs

Twinning contracts include a system of unit costs and flat rate financing, defined in the Twinning Manual, for the reimbursement of the public sector expertise provided by the selected Member States administrations. The use of this system of unit costs and flat rate financing, which exceeds the amount of EUR 60 000 per beneficiary of a Twinning contract, is subject to the adoption of a separate, horizontal Commission Decision.

5.4. 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 provision.

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

5.5. Indicative budget

	EU contribution (amount in EUR)	Indicative third party contribution
5.3.1. – Direct Management (procurement)	500,000	0

¹ As provided for in the Twinning Manual

5.3.2. - Direct Management (twinning grants)	5,100,000	0
5.8 – Evaluation 5.9.- Audit	150,000	0
5.10 - Communication and visibility	100,000	0
Contingencies	150,000	0
TOTAL	6,000,000	0

5.6. Organisational set-up and responsibilities

It is anticipated that the project will be implemented through grant agreements (mainly twinning) and technical assistance contracts. The specific budget for each action will be decided during the identification phase of each individual twinning.

Housed within the Presidency of the Council of Ministers, the Programme Administration Office (PAO) shall retain its role as Lebanon's National Contact Point for Twinning. Experts procured by the contractor to provide technical assistance shall support the PAO in this function. The PAO Director will be an official of the Lebanese administration, and therefore not remunerated by the Programme.

Lebanon's Ministries and government entities will be channelling their requests for support through Twinning to the PAO, which compile a list to be reviewed jointly with the EU Delegation - taking into account the priority actions identified under the EU-Lebanon Partnership Priorities - and resulting in the identification of Lebanese entities eligible for a twinning (or a twinning light) grant, in both cases to be implemented by the "twinned" administration in a EU Member State.

5.7. Performance 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 (EU Member State twinning partner as well as of the service contractor). To this aim, the implementing partners 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 results (outputs and direct outcomes) as measured by corresponding indicators. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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).

5.8. Evaluation

Having regard to the nature of the action, a mid-term and a final evaluation will be carried out for this action or its components via independent consultants.

The mid-term evaluation will be carried out for learning purposes, in particular with respect to the selection of future twinnings.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that Lebanon's weak institutions are prey to entrenched confessional divisions and this poses a challenge for twinnings.

The Commission shall inform the EU Member State twinning partner and the service contractor at least 4 months in advance of the dates foreseen for the evaluation missions. The implementing partners 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. The implementing partners (EU Member State twinning partner, the service contractor) 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 necessary adjustments.

Indicatively, two contracts for evaluation services shall be concluded in 2018 and 2020 using the appropriate framework contract.

5.9. Audit

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 audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, one contract for audit services shall be concluded approaching the end of implementation of the grant agreements in 2020.

5.10. Communication and visibility

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

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated by the service contractor at the start of implementation and supported with the budget, indicated in section 5.5 above.

Appropriate communication and information activities will be planned and implemented by the beneficiaries of each specific project under the programme, in line with EU guidelines for the visibility of external operations. These activities will target both Lebanese public institutions and the Lebanese public at large, with the aim of promoting a wider understanding of the relationship between Lebanon and the EU in the context of the European Neighbourhood Policy.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be

included in, respectively, the financing agreement, procurement and grant contracts and delegation agreements.

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

Through the contracting of a communication company, the EU Delegation will ensure appropriate and adequate visibility and communication for the Programme. Contracting should take place at an early stage of the Programme, in order to ensure communication both to Lebanese and European audiences.