



Brussels, 22.7.2015
C(2015) 5273 final

COMMISSION IMPLEMENTING DECISION

of 22.7.2015

**on the Annual Action Programme 2015 Part I in favour of the Republic of Lebanon to
be financed from the general budget of the European Union**

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THE EUROPEAN COMMISSION,

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

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

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

Whereas:

- (1) The European Commission has adopted the Single Strategic Framework in favour of the Republic of Lebanon for the period 2014-2016³, point 3 of which provides for the following priorities: justice and security system reform, reinforcing social cohesion, promoting economic development and protecting vulnerable groups, and promotion of sustainable and transparent management of energy and natural resources.
- (2) The objectives pursued by the Annual Action Programme part I to be financed under Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European Neighbourhood Instrument⁴ are to assist Lebanon in the implementation of its Mine Action Strategy and to improve housing for the most vulnerable Palestine refugees in Lebanon.
- (3) The Action entitled “Supporting Lebanon Inclusive and Sustainable Socio-Economic Development through Mine Action” programme aims at continuing and deepening EU support to Lebanon with a focus on capacity building and institutional support, clearance and land release for an inclusive and sustainable development and on support to victims whose rights are not guaranteed yet and exposed communities.
- (4) The Action entitled “Improvement of housing of the most vulnerable Palestine refugees in Lebanon” programme’s aim is to rehabilitate the dilapidated shelters. This will have direct benefits for the well-being of the shelters' inhabitants, providing a positive social impact for highly vulnerable Palestine refugees in Lebanon.
- (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 1268/2012 of 29 October 2012 on the rules of application of Regulation No 966/2012 of the European

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.

⁴ OJ L 77, 15.3.2014, p. 27.

Parliament and of the Council on the financial rules applicable to the general budget of the Union⁵.

- (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. United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) complies 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. United Nations Development Programme (UNDP) is currently undergoing the assessment under Regulation (EU, Euratom) No 966/2012. In anticipation of the results of this review, the authorising officer responsible deems that, based on the entity's positive assessment under Council Regulation (EC, Euratom) No 1605/2002⁶ and on the long-standing and problem-free cooperation with it, budget-implementation tasks can be entrusted to this entity.
- (7) It is necessary to adopt a work programme for grants, the detailed rules on which are set out in Article 128(1) of Regulation (EU, Euratom) No 966/2012 and in Article 188(1) of Commission Delegated Regulation (EU) No 1268/2012. The work programme is constituted by the Annex 1 (section 5.3.1 and 5.3.2) of this Decision.
- (8) The authorising officer responsible should be able to award grants without a call for proposals provided that the conditions for an exception to a call for proposals in accordance with Article 190 of Commission Delegated Regulation (EU) No 1268/2012 are fulfilled.
- (9) It is necessary to allow 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 Commission Delegated Regulation (EU) No 1268/2012.
- (10) 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.
- (11) 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 the financing instrument referred to in recital 2,

HAS DECIDED AS FOLLOWS:

Article 1

Adoption of the measure

The Annual Action Programme 2015 part I in favour of the Republic of Lebanon, as set out in the Annexes, is approved:

The programme shall include the following actions:

⁵ OJ L 362, 31.12.2012, p. 1.

⁶ Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002 on the Financial Regulation applicable to the general budget of the European Communities (OJ L 248, 16.9.2002, p.1).

- Annex 1: “Supporting Lebanon Inclusive and Sustainable Socio-Economic Development through Mine Action”
- Annex 2: “Improvement of housing of the most vulnerable Palestine refugees in Lebanon”

Article 2

Financial contribution

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 21.030102 of the general budget of the European Union for 2015.

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 attached annexes, subject to the conclusion of the relevant agreements.

The section “Implementation” of the annexes to this Decision sets out the elements required by Article 94(2) of Delegated Regulation (EU) No 1268/2012.

Grants may be awarded without a call for proposals by the authorising officer responsible in accordance with Article 190 of Delegated Regulation (EU) no 1268/2012.

Article 4

Non-substantial changes

Increases or decreases of up to EUR 10 million not exceeding 20% of the contribution referred to in Article 2, or cumulated changes to the allocations of specific actions not exceeding 20% of that contribution as well as extensions of the implementation period shall not be considered substantial within the meaning of Article 94(4) of Commission Delegated Regulation (EU) No 1268/2012, provided that they do not significantly affect the nature and objectives of the actions.

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

Done at Brussels, 22.7.2015

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 2015 part I in favour of the Republic of Lebanon to be financed from the general budget of the European Union

Action Document for "Supporting Lebanon Inclusive and Sustainable Socio-Economic Development through Mine Action"

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 grants awarded directly without a call for proposals: 5.3.1.1 and 5.3.1.2.

1. Title/basic act/ CRIS number	Supporting Lebanon Inclusive and Sustainable Socio-Economic Development through Mine Action CRIS number: ENI/2015/037-725 financed under European Neighbourhood Instrument
2. Zone benefiting from the action/location	Middle-East, Lebanon The action shall be carried out at the following location: throughout the whole Lebanese Territory.
3. Programming document	Single Support Framework for European Union (EU) Support to Lebanon (2014-2016)
4. Sector of concentration/ thematic area	Sector II: "Reinforcing social cohesion, promoting sustainable economic development and protecting vulnerable groups."
5. Amounts concerned	Total estimated cost: EUR 10,840,000 Total amount of EU budget contribution EUR 10,000,000
6. Aid modality(ies) and implementation modality(ies)	Project Modality Direct management – grants – direct award Indirect management with an international organisation

7. DAC code(s)	15250 – Mine clearance 31130 – Agricultural land resources			
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"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	N/A			

SUMMARY

Since many years the socio-economic development of Lebanon has been hampered by an important land contamination by unexploded ordnances (UXOs), exploded remnants of wars (ERWs) and mines as a legacy of decades of successive conflicts.

The issue is particularly acute in Lebanon due to its topographic situation, the density of its population and now with the massive influx of refugees from Syria; meaning that any available land is sought to be used for economic purposes.

Since 2002, the European Union has supported Lebanon in its efforts to clear its territory and contributed over the recent years to the capacity development of the National Demining Authority.

Mine clearance and mine action in general, is a long lasting process due to the level of contamination and complexity of the mine problem in Lebanon. Since 2006, the EU contribution has reached EUR 28 million achieving significant results in terms of area cleared and immediately re-used (97% for agriculture) and thus of socio-economic impact for the concerned communities, in terms of support provided at institutional level and increased security for the population.

In the Single Support Framework 2014-2016 (SSF), the EU has confirmed its commitment to "Reinforce Social Cohesion, Promoting Sustainable Economic Development and Protecting Vulnerable Groups" by supporting Lebanon Strategy to fulfil its international obligations and achieve its main objectives:

- Mine Action contributes to socio-economic use through land release;

- Full realisation of the rights of victims guaranteed;
- Affected communities enable to manage risks posed by mines.

This EUR 10 million programme aims at responding to this commitment, continuing and deepening EU support to Lebanon with a focus on capacity building and institutional support, clearance and land release for an inclusive and sustainable development and on support to victims whose rights are not guaranteed yet and exposed communities. At the same time the EU acknowledges the efforts and progresses made by the National Authority and plans a steadily phasing out through an exit strategy.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

Over the recent years, the approach to Mine Action in Lebanon has evolved from a humanitarian perspective to a development one. The strategy elaborated, which this programme aims to support, is based on the respect of basic people's rights such as the right to leave safely, to benefit from human, social and economic development through the realisation of equal economic opportunities, of victims and vulnerable rights.

1.1.1 Public Policy Assessment and EU Policy Framework

Over almost four decades, contamination of Lebanon by unexploded ordnances (UXOs), explosive remnants of war (ERWs) and mines has accumulated resulting from internal conflicts and external hostilities. This contamination problem has been having serious social and economic repercussions on the country.

The economic development of the country has been substantially affected, all the more that the country is densely populated with important mountainous areas inadequate for cultivation or any economic use.

The contamination causes indiscriminate threat to civilians, with numerous death and casualties which cannot always benefit from minimum social services due to the lack of regulatory framework, or implementation structures, capacities and means.

To face this situation, Lebanon has put in place a structure and developed a strategy to manage Mine Action in view of dealing with the issues linked to the contamination and therefore restore normal socio-economic conditions for its overall population.

In Lebanon Mine Action activities have been entrusted to the Lebanon Mine Action Centre (LMAC), which fulfils its mandate under the authority of the Ministry of Defence. The LMAC ensures the strategic and operational planning of mine action related activities, manages, coordinates and supervises all phases of the mine action and clearance operations (including landmines, unexploded ordnances (UXOs), remnants of war (ERWs) and cluster munitions) throughout the Lebanese Territory. Its responsibility encompasses also Mine Risk Education (MRE) through the design and implementation of a risk education system, Mine Victim Assistance (MVA) and advocacy/public relations functions through policies, plans and resources mobilisation.

Therefore, through the LMAC, Lebanon, assumes full ownership of its responsibilities in mine action and is fully committed to exercise them according to the International Mine Action Standards (IMAS) issued by the United Nations.

In this context and in order to reach its strategic objective, "The humanitarian and development impact posed by mines is reduced to a point where minimal residual risk

can be sustainably addressed by a national capacity, which is fully integrated in regular government structures", the LMAC prepared in 2011 a strategy covering the period 2011-2020.

The strategy is built around 4 pillars: clearance and land release (1), risk education (2), victim assistance (3) and advocacy (4).

This strategy aims at reaching correlated 5 main aims/objectives:

- Mine action contributes to socio-economic use through land release;
- Affected communities enabled to better manage risks posed by mines;
- Full realisation of the rights of mine victims guaranteed;
- Sustainable capacity to manage residual risks is established;
- Compliance to and promotion of the universalisation of the Convention on Cluster Munitions (CCM) and other relevant international instruments.

To ensure the soundness of the on-going strategy a key initiative was taken by the LMAC: having reached the first milestone 2013 of the strategy, it launched in January 2014 a mid-term review for the first strategy tranche and the milestones 2016 as well as the targets 2020 were adjusted accordingly¹.

This review was conducted in a highly consultative way, and, as this has been the case in the elaboration of the overall strategy, it was done in the spirit of the Mine Ban Treaty (Ottawa Convention), even though it has not been signed by Lebanon yet.

This revised strategy takes into account the last technical and non-technical surveys, various studies conducted (victims needs assessment, area reduction, post clearance and land release surveys...) in order to update the mine action database and the baselines for a better and accurate definition of the benchmarks, objectives and requirements to reach them. The new strategy has been officially released in September 2014.

It is also important to take into consideration that Lebanon has also committed itself to international disarmament treaties and therefore to the obligations deriving from them: the country is State Party to the Oslo Convention on Cluster Munitions (CCM), which was ratified in August 2010, and signed, in January 2014, the "Convention on Prohibition or Restrictions on the use of Certain Conventional Weapons which May Be Deemed to be Excessively injurious of the Have Indiscriminate Effects (CCW)"².

According to article 6 of the CCM, "International Cooperation and Assistance", Lebanon is also entitled to receiving assistance from other state parties in order to face its obligations:

"1. In fulfilling its obligations under this Convention each State Party has the right to seek and receive assistance.

2. Each State Party in a position to do so shall provide technical, material and financial assistance to States Parties affected by cluster munitions, aimed at the implementation of the obligations of this Convention. Such assistance may be provided, *inter alia*, through the United Nations system, international, regional or national organisations or institutions, non-governmental organisations or institutions, or on a bilateral basis."

¹ See the Strategy and the Revised Strategy annexed to the Identification Fiche.

² 3 protocols of the convention commonly known as Convention on Certain Conventional Weapons (CCW) were signed.

In addition, over the past two years, Lebanon, through the LMAC, has made tremendous efforts and has been successful in re-activating cooperation mechanisms (International Support Group meetings have resumed on a yearly basis since 2011), increasing its role at the international level. Lebanon has been closely working with the Geneva International Centre for Humanitarian Demining (GICHD)³ and has become the regional focus point for Mine Action: a Memorandum of Understanding is being discussed to entrust Lebanon the responsibility of the Arabic Outreach Programme for Mine Action⁴.

Over the past decade, the European Union has stood with Lebanon and has supported its efforts in recovering the path of a sustainable and inclusive development.

The EU has committed itself in a sustainable and predictable way, allocating EUR 11 million in the NIP 2007-2010⁵ and EUR 10 million in the NIP 2011-2013⁶ (currently under implementation with 3 components: institutional support and capacity building, EUR 1.9 million implemented by the United Nations Development Programme (UNDP); clearance activities implemented, EUR 7.3 million, through International NGOs and MRE/MVA, EUR 732,000, implemented by the University of Balamand).

Through the proposed project the EU is reaffirming its leading role and responding to Lebanon's support request in accordance with the conclusions of the Political and Security Committee (PSC)⁷ in which de-mining is "recommended for follow-up in terms of continuation of previous EU engagement or reinforcement of ongoing and planned activities".

Moreover, EU cooperation strategy with Lebanon, expressed in the Single Support Framework 2014-2016 (SSF)⁸, underlines the long lasting impact of the Syrian crisis in terms of security but also in terms of socio-economic development needs. It reaffirms the EU priority aiming at supporting "the development of a sustainable and inclusive economy that reduces social and regional inequalities creates jobs and improves living standards of the population". Since the objectives of the Lebanon Mine Action Strategy are clearing contaminated lands to release them for productive purposes, promote the rights and offers socio-economic reintegration opportunities to the mine victims and raise awareness on mine risk, EU support to Mine Action in Lebanon is clearly on line with its own cooperation priorities and strategy for Lebanon.

1.1.2 Stakeholder analysis

The key player in the field of mine action is the LMAC which has been consulted throughout the identification/formulation process.

³ The Geneva International Centre for Humanitarian Demining (GICHD) is an international expert organisation based in Switzerland that works to eliminate mines, explosive remnants of war and other explosive hazards. It provides advice and training on all components and stages of a mine action programme. By undertaking research, developing standards and disseminating knowledge, the GICHD supports capacity development in mine-affected countries. It was created in 1988 and receives funding from around 20 governments and organisations.

⁴ This programme, under the auspices of the GICHD, aims at improving knowledge, exchanging experiences, promoting best practices to help national mine action programmes throughout the Arabic world. The responsibility of its implementation should be transferred to the LMAC by end 2016.

⁵ C(2007) 672, 27.2.2007.

⁶ C(2010) 1144, 2.3.2010.

⁷ January 2014 PSC Conclusions.

⁸ C(2014) 5132, 24.7.2014.

The LMAC, as part of the Lebanese Armed Forces (LAF), depends upon the resources provided by the Army Headquarters. The operational demining capacity specifically entrusted to it is currently composed of four clearance teams, each one composed of 12 people, four mechanical teams, seven mine detection dogs and three non-technical surveys teams. In order to ensure all the mine action related activities, the LMAC has a staff of 12 officers and 12 civilians to ensure core management, strategy and planning tasks, plus support staff. Currently, the LMAC has to supervise a clearance capacity of 48 teams, the technical and non-technical surveys, to coordinate MRE/MVA, to ensure rapid response throughout Lebanon and provide any other support required in the field of mine action, which required adequate management capacities.

The Regional Mine Action Centre (RMAC), based in Nabatieh (South Lebanon), is a branch of the LMAC dealing specifically with the acute issue of cluster munitions contamination in the South.

International Non-Governmental Organisations (NGOs) are key players in mine clearance and in some specific studies entrusted by LMAC. Currently four of them are operating in Lebanon: Danish Church Aid (DCA) with eight teams, Norwegian People's Aid (NPA) with seven teams, Handicap International (HI) with 3 teams and Mine Action Group (MAG) with eight teams. These "international" NGOs are locally registered and accredited and are mostly formed by national staff; a strong focus was put on the developing skills of national staff and currently, in most cases, only the programme manager is an expatriate, this contributes to strengthen the national capacity.

These NGOs depend mostly on international funding to maintain their current clearance capacities in Lebanon, the on-going EU programme already finances ten out of the 26 teams and the proposed programme would ensure the continuity and sustainability of their operations.

In addition, a local NGO, Peace Generation Organisation for Demining (POD) is involved in clearance operations, another one, Lebanon Demining Organisation (LDO), conducts post-clearance survey with a US funding and a network of local NGOs and associations operate in the field of MVE/MRA. In this specific field it is important to underline the key role of this national network as well as the University of Balamand (UoB) which took the lead in coordinating their activities. The MRE/MVA activities are implemented in the framework of a National Steering Committee involving, in addition to the implementing actors and the LMAC, the Ministry of Education and Higher Education (MoEHE), the Ministry of Social Affairs (MoSA) and the Ministry of Health (MoH).

United Nations Agencies are also present in Mine Action, through UNICEF in MRE/MVA, but mostly through UNDP. UNDP is involved in Mine Action in Lebanon in providing advisory support since 2001 and it has renewed its partnership with the LMAC through a Memorandum of Understanding. It is implementing the third phase of its support and capacity building programme until end of 2015. UNDP has managed to build a relation of confidence and understanding which is very valuable to reach results in term of capacity building and institutional support.

Finally the private sector is also active in supporting mine action through an initiative of the Blom Bank through money that was collected and allows the funding of a clearance team.

The target groups are the communities affected by the mine presence and the victims: many communities of South Lebanon because of the contamination by cluster munitions (145 villages/towns estimated) and specific communities from Central and Northern Lebanon where the landmine risk remains (373 villages/towns estimated). The prioritisation is done by the LMAC according to impact severity criteria (high and medium impact areas are given priority).

1.1.3 Priority areas for support/problem analysis

Lebanon has to face a severe problem of mine and UXOs contamination, affecting various areas of the country. The problem is particularly acute as the level of contamination is high with regards to Lebanon size and population density; the land availability is crucial to face the needs for socio-economic purposes (construction, agriculture...).

The contamination of Lebanon is the legacy of 15 years of civil war which ended in 1990 and conflicts with Israel. The latest data (after technical and non-technical surveys that led to land reduction and land cancellation) indicate that 167 million square meters (sqm) of land were originally contaminated, 109 million by mines and ERWs and 58 million by cluster bombs, mainly in the South of the country after the 2006 conflict with Israel⁹.

The impact of the Syrian crisis with a massive flow of refugees entering the country (officially Lebanon hosts over 1 million Syrian refugees who are now settling in a sustainable way), magnifies the issue of land contamination. It adds pressure on land, natural resources, and basic goods supplies. In this context any piece of land is sought to be made available for housing or agricultural purposes.

As of December 2014, 47 million sq. metres remain to be cleared, ¾ of this area could be used for agriculture and pasture. Due to the limited means available, the LMAC continues to give priority to the cluster munitions clearance since the contamination is in areas very densely populated and to comply with the CCM obligations.

Amongst a total of 565 impacted villages and towns, representing over 927,000 people, thousands of them have still to face life risk (since 1975, reported mine victims amounts to over 3,700) and reduced economic opportunities. In Lebanon, 30% of the territory is usable for agriculture; therefore so widespread landmines/UXOs contamination has a significant negative impact. The post-clearance surveys indicate that 70% of the released land is immediately used as agricultural land and 97% for economic purposes. Moreover, the contamination affects very poor areas (South Lebanon, remote places), increasing even more the geographical disparities in terms of socio-economic development opportunities. In addition, it is important to underline that the lack of economic opportunities has an adverse effect on rural population, generating migration flows towards urban areas and thus increasing the regional imbalances and disparities, desertification and weakening social and territorial cohesion which poses an additional risk over security and stability.

The government of Lebanon has established the LMAC to handle mine action. This structure is mainly staffed and technically skilled to face the residual long term mine risk, but not the current high risk, contamination level, obligations linked to international treaties, risk education and support to victims needed. Therefore the actual needs required by the situation overcome the LMAC capacities and this is what

⁹ Data related to the mines and UXOs contamination originates from the LMAC Information Management System for Mine Action (IMSMA).

hampered LMAC from achieving the objectives originally planned in the strategy. In addition, the LMAC's current capacity also limits its ability to respond to the management needs linked to mine action activities which need to be done according to national standards complying with international standards.

This is clearly underlined in the revised strategy which points the level of funding, lower than expected, making impossible the deployment of all the necessary clearance teams, of the full achievements of victims' rights and of the mine risk awareness campaign.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Security situation worsening and preventing activities in some areas	M	The programme will cover whole Lebanon. The planning of activities will be done in such a way to allow activities to take place throughout the Lebanese territory according to the needs.
Lak of commitment of the other Ministries involved in Mine Action (Ministries of Health, Social Affairs, Education)	M	The current programme builds upon the results achieved in the previous one during which strong efforts have been made to revive the official link between all Ministries involved. All the partners are committed, the mechanisms officially in place have been reactivated and persons in charge designated (International Support Group meetings, Steering Committees meetings).
Lack of willingness of Communities continues to use their lands and being informed	L	The tasking is made on the basis of priorities defined upon pre-clearance surveys, the community need and request is a key element of the prioritisation process. The same goes for awareness campaigns which are determined upon the needs and request of the communities most at risk.
Victims not being able to start their own activities	M	The EU intervention is complemented by other initiatives from the private sector (banks), commitments through Memorandum of Understanding are signed. Synergies will be developed with other EU programmes targeting inter alia agriculture and local development.
Assumptions		
The stability and security of Lebanon are key assumptions for the sustainability of the EU intervention as all the efforts can be jeopardised in case of another widespread conflict. Demining is usually a well-accepted activity with no political opposition; it does not		

involve any specific risk and it is by nature self-sustained. To avoid political misuse of our action, given the political situation in Lebanon, the choice has been made to keep up with the centralised approach with no Financing Agreement with the Lebanese Authorities. A strong involvement of our partner, the LMAC, at all stages of the identification/formulation and implementation (the NGOs sign a Memorandum of Understanding with the Ministry of Defence) will be required as a main success factor.

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

The EU has been involved in demining activities in Lebanon since 2002 and in a continuous way since 2009 with the programme "Programme de Déminage" - ¹⁰(EUR 7 million).

A second programme, even more comprehensive, was adopted in 2012, "Mine Action in Lebanon: Clearance Activities and Institutional Support"¹¹ – (EUR 10 million), it is currently under implementation; a mid-term review took place in October 2014. The conclusions underline the quality of the programme and the need to continue funding mine action to root and deepen the good results achieved until now.

As from 2010, the EU has contributed to support Mine Action in Lebanon by providing 8/10 clearance teams which managed to clear roughly 2 million square metres of lands which mean releasing lands that was used for agriculture, housing or development of infrastructure for 50 villages and communities for a population of 140,000 people. This allowed in several occasions the return of people on their lands and avoids migration towards towns.

In addition to clearance EU is contributing to reinforce the capacity of Lebanon and LMAC which resulted in the preparation of a strategy for the period 2011-2020 and its mid-term a review, the participation of the country in international fora, the improvement of its technical skills, improved data management, communication capacities, developing relations with some other stakeholders, and the strengthening of its structure to assume its main responsibilities. Lebanon has signed 3 protocols of the Convention on Dangerous Weapons in 2014.

EU has expanded in its last programme (2013-2015) its support to cover additional fields of Mine Action by supporting mine risk education and mine victims assistance. In 2014, 500 schools throughout Lebanon were targeted by mine risk awareness campaign, 6 workshops targeting victims were conducted and gathered 150 participants to train and support them to develop income generating projects (micro grants will be allocated at a later stage to some selected projects). In addition, victims are receiving medical care and fittings through EU support.

From these programmes, the monitoring and evaluations, the latest developments in the field of mine action, lessons learnt and recommendations are used for the current programme design:

- the support provided has to be predictable, continuous, sustained in the long run in order to maximise the efficiency and the cost-effectiveness of the programme

¹⁰ C(2009)7826, 19.10.2009.

¹¹ C(2012)4807, 13.07.2012.

(important entry costs, accreditation process, high technical requirements and skills...);

- it is very relevant to have a comprehensive programme encompassing the various dimensions of mine action given the complementarities and the synergies that can be developed between the components (mine risk education can be conducted in areas where clearance is taking place to raise awareness, information can be exchanged between partners which reinforces the quality of the surveys for instance);
- where LMAC has managed to take effectively and efficiently the lead and the full ownership of its mandate and is very responsive, which is the case in Lebanon, it is of utmost importance to associate it at each phase of the programme cycle management, to provide an "in-house" and tailored support to continue improving skills and capacities. The LMAC has expressed its satisfaction towards this approach and asks for its renewal. Both a ROM, conducted in September 2013, and the recent mid-term evaluation, confirmed the relevance of the institutional support component and its design;
- in terms of mine action programme design, evolutions took place and it has to be guided by other considerations than safety. One of the primary objectives of a national mine action programme is to support the overall development efforts of the country; the socio-economic approaches highly influences the programme objectives, tasking priorities. This is fully reflected in the Lebanon Mine Action Strategy released in 2011 and reviewed in 2014 and in the recent surveys undertaken by the NGOs. This development paves the way for a support programme that will put even more emphasis on socio-economic aspects in setting clearance operational priorities, providing support to victims, risk awareness while reinforcing the LMAC capacities to do so;
- in terms of implementation set up, the experience of the past five years show that there is a limited number of actors operating in the field of mine action (after three rounds of call for proposal, the grants have been attributed to the same operators that have now the accreditation, the structure and the experience in place). In addition, we have moved from an emergency phase to a phase in which mine action is fully integrated into the development context of Lebanon and the respect of international commitments. In this context the operations are more complex and require improved planning, a closer and increased level of collaboration between partners through which it will be possible to take the maximum benefit of each other skills and experience. This new situation would lead to a different implementation mode, direct granting, in order to improve the quality of the programme design and the efficiency of its implementation.

3.2 Complementarity, synergy and donor coordination

The past two years have been characterised by a reduction in the support from the International Community, the EU remains today the first donor in the field of mine action in Lebanon and has therefore a key role and the capacity to attract other contributors by its leading role.

Currently the main countries to provide support, mainly in clearance, are Norway, the Netherlands, the United-States, France and the United-Kingdom; Japan is also back in this field in Lebanon to fund clearance, equipment and support to victims. The United Nations, through the United Nations Children's Fund (UNICEF) and the United Nations Mine Action Service (UNMAS) also provide some support.

With the presence of the United Nations Interim Force in Lebanon (UNIFIL), many contributing nations implement military demining operations through their Engineer Regiments (China, Spain, Italy, France, Belgium and Cambodia). Until now these operations are not under the supervision of the LMAC but discussions are on-going to include China, Belgium and Cambodia ones under the LMAC authority.

In terms of capacity building, UNDP has been involved since many years. The third phase of UNDP support to the LMAC is currently under implementation and is planned to last until the end of 2015, UNDP has in that regard a Memorandum of Understanding with the Lebanese Government. This programme aims at reinforcing the LMAC technical capacity, the EU contributes to it through a Contribution Agreement of EUR 1,900,000 which will end in December 2015.

France is also present in this field through a two-year seconded military expert in charge of developing curricula for the Regional Humanitarian Demining School.

Several activities are conducted in the field of MRE such as national mine awareness campaign, risk education sessions in schools throughout Lebanon.

MVA is also tackled through prosthetic care, income generation projects for victims, realisation of their rights, advocacy.

It is important to underline the role of the private sector since 2 Lebanese banks, the Blom Bank and the First International Bank, have decided to enter into mine action, one to support clearance by earmarking fees collected from credit cards purchases, the second to provide micro loans to victims in order to start their own activities.

In addition, the LMAC has signed a Memorandum of Understanding with the American University of Beirut to promote joint collaboration with higher education institutions and exchange of experience.

Finally, it is useful to mention also the surveys and assessments that are being conducting currently in Lebanon: area demarcation, pre-clearance surveys, post clearance surveys, mostly done through the local and the international NGOs operating in Lebanon.

3.3 Cross-cutting issues

Demining activities have a direct positive impact on environment and land use in the affected zones. They allow wide abandoned areas to be reused and maintained, reducing therefore the risk of wild fires and landslides; fostering preservation or re-introduction of species. Environmental considerations will be fully integrated into the demining operations; awareness will be raised since the whole communities can participate in cleaning the area after the clearance is completed.

In addition it is important to underline the fact that this programme will be closely articulated with other EU interventions especially in the field of agriculture but also local development.

It is also important to underline that gender issue, even though not considered as a significant objective, is also fully part of the clearance operations approach. Some NGOs have created female teams to facilitate their involvement in mine action; others have preferred another approach and have mixed teams. In both cases, woman have access to any of the positions offered in the framework of mine action and can benefit from training, skills development which will ease in the future their integration to their socio-economic environment.

In addition, gender consideration is carefully taken into account into any planned output of the programme (selection and distribution of medical support, targeting mine risk education for instance) and the participation of women in trainings and socio-economic rehabilitation activities will be encouraged and closely monitored.

Finally, the positive impact on stability, security and, very important, on territorial cohesion, should also be taken into consideration. By offering socio-economic opportunities, the mine action programme contributes to limiting the rural population migration to larger cities and thus the risk of desertification and leaving areas opened to any kind of illegal activities. Clearance and land release, socio-economic rehabilitation initiatives contributes to revive rural areas and to increase the inclusive development potential of Lebanon.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

The overall objective of the project is to contribute to assist Lebanon in restoring the conditions necessary for its economic and social development and to ensure the security of its population.

The specific objective is to support Lebanon in the implementation of its Mine Action strategy.

The expected outputs are:

- Socio-economic opportunities for affected people and communities are improved,
- Mine risk is reduced,
- Rights of victims are guaranteed,
- Lebanon's mine action capacities are strengthened.

4.2 Main activities

For several years now, the EU has clearly committed itself to support Lebanon in its efforts to promote balanced development opportunities throughout the whole country and turn it into a safe place. This commitment has been reinforced with the ratification of the CCM, and the resulting obligations, and the signature of 3 protocols of the CCW.

Therefore the EU intervention will be linked to the strategy and needs identified in the “2011-2020 National Mine Action Strategy” and build on the following activities aiming at reaching linked results:

1. Increase access to cleared land for productive use to support socio-economic development in prioritised areas (output 1)

A core activity of the programme is land release for socio-economic purposes achieved through land clearance.

Therefore the EU will finance de-mining teams to clear lands (manual and mechanical clearance), and undertake the related activities (community liaison activities, pre-clearance surveys, preparation, demarcation, quality process, post-clearance surveys...) so that Lebanon can meet the CCM obligations related to clearance and destruction of clusters and remnants and that land is released to the population.

Pre-clearance surveys will be used as support to enhance tasking process which will be done using pre-defined socio-economic parameters and the results of the surveys.

Impact assessment will be undertaken to measure the incidence of the activities carried out and land released on the objective and to provide feedback and lessons learnt, best practices.

2. Mine risk education (output 2)

Following the MVA/MRE strategy prepared by the LMAC, which also aims at complying with the related CCM obligations and international requirements, the EU will mainly contribute to:

- Communication and information campaigns: based on the needs identified and the results achieved through the previous programme, the EU will support mine risk awareness and dissemination material so that people are informed of the mine risk and the victims informed of their rights and benefits that are entitled to receive;
- Conducting trainings in favour of the social workers, health educators throughout Lebanese schools;
- Conduct survey to measure the impact of the campaigns (Knowledge, Attitudes, Practices and Beliefs).

3. Mine victims assistance (output 3)

Lebanon, through the LMAC as coordinator, has taken stock of the necessity to take measures to enhance the situation of the victims of mines and UXOs. EU support has been requested in this field as well to ensure a holistic approach to Mine Action.

Interventions carried out through this programme will mainly focus on:

- Mapping and needs review;
- Rehabilitation and reintegration activities (physical and socio-economic rehabilitation services, trainings, support to start activities) so that people can take part again into socio-economic life;
- Advocacy;
- Improvement of the coordination and cooperation structures and mechanisms between the relevant Lebanese Authorities.

4. Institutional support to the LMAC and capacity building (output4)

In order to meet its responsibilities, the LMAC needs to have its human and operational capacity reinforced since it is currently staffed only to face a long term residual risk.

Therefore LMAC staff will be complemented by a:

- Provision for civilian staff to allow the operational management of an important volume of activities;
- Provision for advisory services to provide support in managing the Mine Action overall programme and implement the strategy.

This support will be steadily phased out, an exit strategy will be discussed and designed at an early phase of the programme (beginning 2016) to be implemented during 2017-2019. This will give an additional push to increase LMAC efficiency as it will finalise laying down structures and processes and it will prepare it for a reduction in external staff.

In addition, Lebanon needs to have its capacities in terms of Mine Action reinforced. This component is twofold: one seeks at strengthening LMAC capacities and the second one at reinforcing overall national de-mining capacities.

Regarding the first dimension, the capacity building that is foreseen through this programme (and implemented by UNDP, see 5.3.1.3) is a tailored support to the LMAC to help it ensure fully its mandate, respond to the new responsibilities deriving from the signature of international treaties and cope with the new approach endorsed in the field of Mine Action, i.e. an enabler of inclusive and sustainable socio-economic development.

Previous support has focused on support LMAC to fulfil the traditional functions linked to Mine Action, now the Authority needs to be made even more autonomous and face additional challenges. Therefore the capacity building component will mainly focus on:

- putting in place, in consultation with the LMAC, processes, methods and methodologies to ensure smooth implementation of all activities falling under the responsibilities of LMAC;
- finalising strategies and developing implementation plans, surveys;
- deepening dialogue and communication with all stakeholders involved in Mine Action (in particular donor community, national authorities to set joint and coordinating approaches to deal with relevant mine action activities);
- ensuring obligations deriving from international treaties are met (advocacy, reporting, international cooperation and assistance...);
- helping in a smooth transfer of the ownership of the Arab Outreach Programme implementation from the GICHD to LMAC;
- supporting LMAC in implementing the socio-economic approach to Mine Action: determining priorities, measuring socio-economic aspect of the various dimensions of mine action programme, increase the link between planning and results;
- ensuring that technical skills are upgraded.

The implementation will be done through in house advisory support "coaching" LMAC staff, not replacing it, setting up processes and methods, improving the structure and information flow/management, ad hoc trainings and expertise, participation to and hosting workshops and conferences, administrative and logistic support.

The capacity building dimension of the programme seeks also to reinforce national de-mining capacities, especially through training and equipment, so that Lebanon has the technical expertise and the means to undertake mine clearance operations, and the related activities (surveys, quality control...), according to national and international standards, while preparing an exit strategy of international support.

4.3 Intervention logic

The EU is committed to promote an inclusive and sustainable development as well as the respect of human rights.

In view of implementing these commitments and the strategy foreseen with Lebanon, the EU proposes through this programme to improve land resources available in the country, to reduce the mine risk faced by many communities that limits their development opportunities and prevent them from leaving in safe conditions, to promote the rights of victims to benefit from the rights and support they are entitled to and to strengthened the national capacities to reach the objectives foresees in the Strategy.

The design of the programme is based:

- on the assessment of the current level and location of the mines/UXOs contamination with regards to the negative impact on socio-economic development opportunities;
- on Lebanon's willingness to respect and promote the rights recognised to victims and to abide by the rights and obligations derived from the international treaties which it has signed or ratified;
- on the analysis of the context that indicates a lack of capacities (financial and human) to properly address the issue but a very strong commitment and demonstrated ownership of the national authority in charge of mine action as illustrated by the strategy developed and re-assessed and the results achieved up to now.

Therefore it is considered essential to continue supporting Lebanon's efforts, at a time when the available national resources are mobilised to guarantee the country stability and security. As indicated by the last external evaluation, the EU support is fully relevant and needs to be continued to take full advantage of the positive results reached and use this momentum to consolidate them by providing human and technical means to achieve the objectives foreseen.

In addition the EU acknowledges the remarkable improvements that have occurred over the past three years not only at operational level but also at political and policy levels. Lebanon has signed 3 protocols of the CCW and thus reaffirmed its commitment to the respect of human rights, international values and standards. A dialogue has resumed with other line ministries involved, paving the way for increased coherence, ownership and impact. Lebanon is also moving from an emergency approach of mine action to development, in line with international best practises and its development strategy. In this context of positive changes, a continued EU support is necessary to reinforce and anchor these evolutions in the long term.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country.

The option to remain under direct management has been selected due to the fact that, by law the LMAC, being part of the Armed Forces and under the responsibility of the Ministry of Defence (MoD), is not entitled to receive and managed funds. For political and operational reasons, signing a Financing Agreement with the MoD is neither feasible nor recommended: the political context is very sensitive and unstable and we would like to avoid that a political change results in blocking and/or delaying the signature of the Financing Agreement or pressure to re-allocate the funds to other purposes. In addition, the Ministry does not have the capacity to manage such a programme in accordance with EU procedures. Up to now, the EU mine action has been successful since it has involved the Lebanese authority specifically in charge of it (LMAC) at all levels (design, implementation, evaluation) and it has never been seen as a political intervention but a development one; the avoidance of any political interference has ensured the proper implementation and the expected results of our action.

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 adoption by the Commission of this Action Document.

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

5.3.1.1 Grant: direct award – Clearance and Land release (direct management)

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

This programme plans to allocate four direct grants to the NGOs currently operating in the field of clearance and directly related activities in Lebanon with the objective to release lands to the population for safer environment fostering improved socio-economic and infrastructures development, to build local capacities and support LMAC, as indicated in paragraph 4.1 of the action document. The main activities foreseen are, but not exclusively, the following:

- Support LMAC in tasks planning according to priorities and receive tasking,
- Complete pre-clearance impact assessments and share data with LMAC to improve prioritisation process,
- Develop and execute clearance plans,
- Develop completion reports and submit them to the LMAC in view of joint assessment;
- Hand over land to the population in coordination with LMAC,
- Complete post-clearance socio-economic impact assessment, ensure lesson learnt and feedback with LMAC,
- Recruit, train and deploy teams to conduct clearance,
- Conduct regular evaluations of the national staff to assess areas for development,
- Develop and execute capacity building plans for all staff,
- Provide continuous support to and coordination with LMAC.

(b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to:

- DanChurchAid (DCA - Denmark),
- Handicap International (HI - France),
- Mines Advisory Group (MAG – United-Kingdom),
- Nowegian's People Aid (NPA - Norway).

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because:

- The four NGOs have been constantly working under the coordination of the LMAC and have gained its full confidence thanks to a relationship based on mutual support

and exchanges. They are accredited and LMAC requested to the EU to continue this fruitful collaboration;

- The four NGOs have been involved in mine action in Lebanon in a continuous way since 2007, they benefit from a very good knowledge of the issue faced by the country, of the situation on the ground. Therefore they have developed a unique expertise in this area, they have implemented support structures, they have very well trained teams and they are fully trusted by the LMAC. Mine action is a very specific field, in which few reliable operators are present, it requires highly technical and administrative competences and a structure powerful and recognised enough to complement the needs on the ground by a specific ad hoc expertise that can be mobilised by their Headquarters to complement the action on the ground;
- The four NGOs have been constantly working with the EU and the experience shows that, even when going through open call for proposal, they always resulted to be the most technically performant and cost-effective. In addition, being internationally recognised, they are also able to raise additional fund to complement the EU support and therefore allowing a maximised impact to our intervention;
- It is also important to underline that now that we have moved from an emergency to a development approach of mine action and clearance operations, the clearance planning needs to be elaborated in close cooperation with the operators on the ground to have all possible elements to determine the socio-economic impact, the areas to prioritise and also to develop partnerships, this has to be discussed well in advance, it would therefore be very productive to have an implementation scheme permitting these open discussions to take place;
- Lebanon has also be granted the crisis situation, as already mentioned in point 1.1.3, the impact of the Syrian crisis and the presence of numerous refugees increases the need for additional lands, risk awareness and enhanced cooperation.

(c) Eligibility conditions

N/A

(d) Essential selection and award criteria

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

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

(e) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 90%.

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

(f) Indicative trimester to conclude the grant agreement

Fourth trimester 2015

(g) Exception to the non-retroactivity of costs

N/A.

5.3.1.2 Grant: direct award – Mine Risk Education /Mine Victims Assistance (direct management)

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

To respond to the objectives 2 and 3 described in paragraph 4.1 of the action document, the main fields of interventions through this grant will be:

- Raising awareness of communities concerned by the risk posed by mines and UXOs and provide mechanism to act and react, conduct Knowledge, Attitudes, Practices and Beliefs (KAPB) surveys and related/deriving activities;
- Building local capacities to manage issues related to MRE/MVA;
- Informing victims of their rights and put in place information and assistance mechanisms,
- Advocacy for respect of rights provided for in international and national legislations and documents,
- Providing rehabilitation and reintegration activities (physical and socio-economic rehabilitation services) so that people can take part again into socio-economic life.

From these interventions the following results are expected:

- Communities at risk informed, teachers trained and training mechanisms in place with skilled staff,
- Rights of victims enforced, identified and selected victims assisted by skilled staff and benefiting from reintegration schemes,
- Dialogue and cooperation mechanisms reinforced amongst all MRE/MVA stakeholders,

(b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to the University of Balamand (UoB).

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because the University of Balamand benefits from a unique expertise in the field of MRE/MVA in Lebanon. It has been operating in this field since the nineties and has collected data allowing proper planning. It has also conducted, through a countrywide network of associations and NGOs, multiple information campaigns, training, developed coordination mechanisms, and methodologies. The UoB has signed a memorandum of understanding and is accredited to the LMAC, who asked also to pursue the collaboration with this partner. UoB is also part of the National Steering Committees on MRE and MVA.

In addition the UoB is being implementing successfully the first phase of the EU dedicated support to MRE/MVA under the "Mine Action in Lebanon: Clearance Activities and Institutional Support" programme. Ensuring continuity with the previous programme would increase its impact by building on existing resources and cooperation structures. In addition, it is important to underline that the results that are being achieved need to be consolidated over the time to increase their sustainability, this is particularly the case with the coordination mechanisms put in place with the other national authorities part of mine action (MoEHE, MoH, MoSA).

(c) Eligibility conditions

N/A

(d) Essential selection and award criteria

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

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

(e) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 90%.

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

(f) Indicative trimester to conclude the grant agreement

First trimester 2016.

(g) Exception to the non-retroactivity of costs

N/A.

5.3.1.3 Indirect management with an international organisation

A part of this action may be implemented in indirect management with the United Nations Development Programme in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation entails the institutional support and the capacity building to and for the Lebanon Mine Action Centre. This implementation is justified because:

- The EU funded Mine Action programmes in Lebanon have worked on the basis of Contribution Agreements which has allowed the development of a good cooperation. UNDP is now familiar with EU procedures and has managed to align its support programmes to the EU programming cycle in order to maximise the benefit of the support provided. In addition, UNDP has deployed its support and advisory staff (Lebanese personnel) within the host structure which makes them fully on line with the principle of ownership and aid effectiveness, capacity is therefore totally built inside ensuring thus a sustainable benefit and continuity within the LMAC;
- The LMAC, working on a daily basis with staff recruited by UNDP is very satisfied with the level of cooperation and the quality of support delivered. They managed to build a relation of confidence and understanding which is very valuable to reach the results foreseen in our programme, continuation of UNDP support has been clearly requested by LMAC;
- UNDP is involved in Mine Action in Lebanon in providing advisory support since 2001, they have thus acquired expertise and knowledge of the specific context over the years. This technical expertise in such a specific field and with such a specific partner is very hard to find and not available elsewhere in Lebanon. In addition the United Nations, through UNDP in Lebanon, are clearly committed through their

"2013-2018 Strategy" to support mine action as an important component of their development activities through:

- ✓ Support affected states in developing and implementing national strategies and completion plans with milestones for transition in accordance with their needs and international legal obligations;
- ✓ Provide technical advice, institutional support, capacity assessments and capacity building to national authorities on mine action activities upon request;
- ✓ Facilitate the transition from immediate post conflict programming to rights-based prevention, recovery, and protection approaches led by national authorities;
- ✓ Support the development of national information management and data collection systems,
- ✓ Advocate for inclusion of mine action in national budgets and facilitate the mobilisation of resources".

This is clearly on line with SSF priorities as briefly described in paragraph 1.1.1 of this action document and with the needs identified; UNDP appears in this context to be a relevant and reliable implementing partner;

- Moreover this management mode would offer the possibility to openly discuss the needs and the way to respond to them, to provide a tailored support to the LMAC which would make the programme even more effective and consistent. In addition, UNDP has committed itself to accompany the implementation of LMAC Mine Action strategy until 2020.

The entrusted entity would carry out notably the following budget implementation tasks:

- Launching call for tenders and for proposals;
- Definition of eligibility, selection and award criteria;
- Evaluation of tenders and proposals;
- Award of grants, contracts;
- Acting as contracting authority concluding, monitoring and managing contracts;
- Carrying out payments, and recovering moneys due.

In terms of activities to be implemented by UNDP, they relate to the institutional support and the increase of capacities of the LMAC required by the additional responsibilities it faces and the current high level of activities linked to land contamination, details are given in paragraph 4.2.1 "Main Activities – Institutional Support to the LMAC and Capacity Building".

The entrusted international organisation is currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. The Commission's authorising officer responsible deems that, based on the compliance with the ex-ante assessment based on Regulation (EU, Euratom) No 1605/2002 and long-lasting problem-free cooperation, the international organisation can be entrusted with budget-implementation tasks under indirect management.

5.3.1.4 Procurement (direct management)

Subject	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the

			procedure
Mid-Term Evaluation	Service	1	Second trimester 2016

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.

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

Programme Components	EU contribution (amount in EUR)	Indicative third party contribution
<i>Total - Indirect Management</i>	<i>2,010,000</i>	N.A.
5.3.1.3. Institutional Support (including Communication and visibility)	2,010,000	N.A.
<i>Total – Direct Management</i>	<i>7,950,000</i>	840,000
5.3.1.1. Management Clearance and Land Release	7,550,000	800,000
5.3.1.2 Mine Risk Education/Mine Victims Assistance	400,000	40,000
<i>Evaluation - Audit</i>	40,000	N.A.
Totals	10,000,000	840,000

5.6 Organisational set-up and responsibilities

The LMAC will ensure the overall supervision and coordination of the programme which will have:

- a direct component: 5 direct grants, 4 for clearance activities and land release and 1 for MRE/MVA and the procurement of a service contract for the mid-term evaluation of the programme;
- an indirect component: with the UNDP for the institutional support and the capacity building of the LMAC.

The EU will closely monitor the programme by the organisation of regular meetings with the implementing partners and the LMAC and by conducting a mid-term evaluation of the programme.

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. 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. 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 of the action, a mid-term evaluation will be carried out for this action or its components via independent consultants contracted by the Commission. An ex-post evaluation could be foreseen under the next programming exercise.

The mid-term evaluation will be carried out for problem solving, learning purposes, in particular with respect to the intention to continue the action.

The Commission shall inform the implementing partner at least one month 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.

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.

The financing of the audit shall be covered by another measure constituting a financing decision.

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 of the actions 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.

APPENDIX - Indicative Logframe matrix (for project modality)¹²

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.

	Intervention logic	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	The overall objective of the project is to assist Lebanon in restoring the conditions necessary for a sustainable and inclusive economic and social development, and the security of its population	Reduction in the number of communities affected* Migration flows* Number of vulnerable people benefiting from the intervention*	419 affected villages remaining	150 villages /communities de-contaminated	LMAC and NGOs reporting	Security situation remains stable Political situation remains stable Mine action remains a priority
Specific objective(s): Outcome(s)	The specific objective is to support the implementation of Lebanon Mine Action Strategy	Surface cleared Land released for socio-economic purposes* Health Education workers executing MRE activities MRE/MVA Steering Committee in place Victims Need Assessment LMAC structure and processes in place LMAC Self-reliance survey Coordination mechanisms with line Ministries Operational people	425,079 sqm in 2014 500 trained 1500 schools Ad hoc Conducted in 2014 (548 victims) Adequate structure set but not yet self-sustained None or ad hoc 150	1,200,000 sqm 800 trained 1500 schools refreshed Regularly Updated and extended to 1000 victims Lebanon has self-sustained capacities Exit strategy Structured Capacity maintained	Post clearance surveys, impact assessment. LMAC database MoEHE database NMAS LMAC database NGOs reports LMAC reports and website, NMAS	Security situation allows activities to take place Lebanon commitments to implement mine action strategy remains strong Communities are committed to receiving support International support provided to Lebanon

¹²

Mark indicators aligned with the relevant programming document mark with '*' and indicators aligned to the EU Results Framework with '**'.

Outputs	1.Socio-economic opportunities for affected people and communities are reinforced	Job/activities creation* Impact assessment	97% 138 post and pre-clearance surveys	Rate maintained 255 post and pre-clearance surveys	NGOs reports 1 countrywide	No additional contamination takes place No new impacted areas are discovered
	2. Mine risk is reduced	Decreased number of accidents and victims Ability to identify risk and deal with it – KAPB survey	3723 (killed and injured) KAPB Survey 2015	No additional victims Increased results	LMAC reports KAPB Survey 2017	
	3. Rights of victims are guaranteed	Disability cards issued* Implementation of Law 220 Victims receiving medical support Victims starting activity	84	100% victims provided with card 160 50	Ministry of Social Affairs database MoEHE database Impact Assssment	
	4. Lebanon's Mine Action capacities are strengthened	ISG,Technical working group taking place Workshops and training organised Overall strategy reviewed Lebanon international obligations fulfilled (CCM,CCW) Leadership transferred for AOP Trainings/Activities of RSHDL Activities done by local NGOs Steering Committees for MRE/MVA	1/year – None Ad hoc Review 2014 Under GICHD Basic level Ad hoc, not structured	1/year – 1/year Structured Review 2017 Under LMAC Up to level 3, extended Regular	ISG Minutes LMAC Website LMAC Reports Annual reports GICHD reports MoU	

Activities	<p>1.1 Deploy clearance teams 1.2 Clear and release land 1.3 Conduct pre-clearance surveys 1.4 Conduct post-clearance surveys 1.5 Consolidate post-clearance surveys</p> <p>2.1 Map schools in mine-impacted areas 2.2 Conduct MRE campaigns and activities; 2.3 Train the trainers on MRE. 2.4 Integrate MRE message into school programme 2.5 Conduct a KAPB survey</p> <p>3.1 Assess victims needs 3.2 Provide eligible victims with medical assistance 3.3 Offer eligible victims socio-economic opportunities (training, grants); 3.4 Conduct advocacy activities</p> <p>4.1 Provide operational staff to the LMAC 4.2 Provide strategic, technical and management advice 4.3 Provide logistic support 4.4 Trainings, workshop, conferences 4.5 Assist LMAC to fulfil international obligations 4.6 Develop twinning activities (international, local NGOs)</p>					
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This action is funded by the European Union

ANNEX 2

of the Commission implementing Decision on the Annual Action Programme 2015 part I in favour of the Republic of Lebanon to be financed from the general budget of the European Union

Action Document for “Improvement of housing of the most vulnerable Palestine refugees in Lebanon”

1. Title/basic act/ CRIS number	Improvement of housing of the most vulnerable Palestine refugees in Lebanon - CRIS number: ENI/2015/038-210 financed under European Neighbourhood Instrument			
2. Zone benefiting from the action/location	Middle East, Lebanon The action shall be carried out at the following location: Across Palestine Refugee Camps in Lebanon			
3. Programming document	Single Support Framework for European Union (EU) Support to Lebanon (2014-2016)			
4. Sector of concentration/ thematic area	Sector II: "Reinforcing social cohesion, promoting economic development and protecting vulnerable groups."			
5. Amounts concerned	Total estimated cost: EUR 5,000,000 Total amount of EU budget contribution EUR 5,000,000			
6. Aid modality(ies) and implementation modality(ies)	Project Modality Indirect management with an international organisation: United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) Direct management - procurement of services			
7. DAC code(s)	73010			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	N/A			

SUMMARY

Palestine refugees in Lebanon are one of the most vulnerable groups in the country. Two-thirds of them live below the poverty line while 6.6% subsist in extreme poverty, spending less than the monetary equivalent necessary to cover their basic daily food needs (European Union/American University of Beirut-AUB/UNRWA Socioeconomic Survey 2010). The Palestine refugee camps in Lebanon are typically overcrowded and substandard shelters are common. Consequently, the living environment is a contributing factor with regard to the high rates of unemployment and poor health that Palestine refugees in Lebanon experience. A majority of the Palestine Refugees from Syria population have sought refuge in and near the camps.

Following the EU funded socioeconomic criteria established by AUB in a 2010 survey of the Palestine refugee camps, United Nations Relief and Works Agency for Palestine Refugees (UNRWA) Lebanon revised its evaluation strategy to better target families most in need of improved living conditions. A total of 9,100 shelters were assessed between 2011 and 2014 in 11 Palestine refugee camps across Lebanon (excluding Nahr El Bared camp-NBC under reconstruction). The total number of shelters deemed eligible for shelter assistance was 8,576. Thanks to the support of the EU and other donors, more than 2,420 of these have already been rehabilitated meaning that there are currently 6,156 shelters still in need of rehabilitation.

The proposed action will utilise EUR 5,000,000 over a 60 month period. The main aim of the action will be to improve housing for the most vulnerable Palestine refugees in Lebanon residing in the 11 camps (excluding NBC where reconstruction is ongoing). The action will target more than 390 families of the poorest refugee families in the country. The main result of the action will be the rehabilitation of the dilapidated shelters. This will have direct benefits for the well-being of the shelters' inhabitants, providing a positive social impact for highly vulnerable Palestine refugees in Lebanon.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

The majority of the 260,000 - 280,000 Palestine refugees living in Lebanon reside in one of the 12 official camps or in the 42 unofficial gatherings, usually in the vicinity of the camp.

They have very limited civil and political, social and economic rights (e.g. restricted access to the government's public health or educational facilities, and no access to public social services, restrictions on their right to work, to own property and to access financial services).

In spite of the continued growth of their population, the surface areas of the camps have not increased since they were first established. Originally envisaged for the short term, the camps' shelters and infrastructure are not resilient to the passage of time and the increasing numbers living there. Therefore, both the general living and environmental health conditions are extremely unstable and hinder sustainable socio-economic development.

In addition, the conflict in Syria since March 2011 has resulted in large scale displacement internally and across the region. A majority of the Palestine refugees from Syria population have sought refuge in and near the camps where the population has increased by 20%.

There are currently 6,156 shelters still in need of rehabilitation.

1.1.1 Public Policy Assessment and EU Policy Framework

The EU has a close working relationship with the Lebanon-Palestinian Dialogue Committee (LPDC), which is an inter-ministerial government body established in October 2005, formed by the Lebanese Council of Ministers as well as the Palestine political representation and aimed at coordinating and implementing the policies of the Lebanese government related to the Palestine refugees residing in the country.

The general cooperation programme for Palestine refugees in Lebanon target three main pillars: 1) Infrastructure, 2) Education and Employment and 3) Humanitarian aid. The EU, in partnership with UNRWA and Non-Governmental Organisations (NGOs), focuses its support on improving the physical living conditions in the camps and on children and youth who constitute over half of the Palestinian population in Lebanon. In light of the current regional developments, increasing attention has been paid to support Palestine refugees from Syria.

For the last years, the EU has been involved in reconstruction or rehabilitation of Palestinian camps, shelters or collective works through different projects funded under various instruments. Those projects are mainly implemented by UNRWA who acquired experience in the reconstruction as well as the rehabilitation of infrastructure works (Health infrastructures project in Beirut camps and the reconstruction of the Nahr el Bared camp).

Some of these interventions –supported under the ENPI/ENI and under the IFS/IcSP-, are:

- "Improving infrastructure in Palestine refugee camps in Lebanon"¹.
- "Improvement of housing and health conditions of the most vulnerable Palestine refugees in Lebanon"².
- "Prevent the outbreak of a new conflict in Palestine refugee camps in Lebanon"³.

The Single Support Framework 2014-2016 (SSF)⁴, under its focus sector number 2 "Reinforcing social cohesion, promoting economic development and protecting

¹ C (2012) 4807, 13.07.2012.

² C (2013) 5040, 31.07.2013.

³ C(2011) 6332, 07.08.2011.

vulnerable groups" has an objective (number 6) aiming at "Improving legal rights and living conditions of refugees in Lebanon, including Palestine refugees".

In this context, through the proposed project the EU is reaffirming its leading role and responding to the needs of Palestinians in Lebanon.

Moreover, the SSF, underlines the long lasting impact of the Syrian crisis in terms of security but also in terms of socio-economic development needs. It reaffirms the EU priority aiming at supporting "the development of a sustainable and inclusive economy that reduces social and regional inequalities creates jobs and improves living standards of the population".

EU support to shelter rehabilitation for vulnerable Palestinians in Lebanon is clearly aligned with its own cooperation priorities and strategy for Lebanon.

1.1.2 Stakeholder analysis

- The direct beneficiaries of the action are the most vulnerable amongst the Palestine Refugees in Lebanon.
- The indirect beneficiaries are the Palestine refugee community in Lebanon and the Lebanese population around the camps.
- UNRWA will ensure the overall coordination of action with all stakeholders.
- The Lebanese government, army, local authorities will ensure security to access the camps, issue permits for and the monitoring of the entry of construction material in the camps.
- The popular committees and factions will participate in the needs assessment.
- The NGOs, other United Nations (UN) agencies, clusters will meet regularly and coordinate their plans and actions with UNRWA's Field Infrastructure and Camp Improvement Programme.

1.1.3 Priority areas for support/problem analysis

In spite of the continued growth of their population, the surface areas of the camps have not increased since they were first established. Lacking long-term durability due to their temporary nature, the camps suffer from severely degraded shelters as well as overcrowding. Thus the general living and environmental health conditions are extremely unstable.

The areas, that the Government of Lebanon originally allocated to Palestine refugees in order to set up camps (under the assumption that these would be temporary), remain within their original boundaries over 60 years later. The fact that the camps have not been enlarged to cope with the growth in the population has resulted in increased overcrowding, negatively impacting refugees' quality of life and health, as well as the camps' general environment and sanitation.

In order to gain space, shelters within the camps have extended both horizontally and vertically. As a result, there is a lack of recreation spaces and access roads, as well as very limited natural light and ventilation to the shelters, particularly for dwellings on lower floors.

The shelters built in the 1950s were not designed to be permanent, and therefore lack the foundations, design and materials necessary for long-term durability. These

shelters were nonetheless extended and now bear up to five floors, posing serious safety risks to the refugees. Thousands of families continue to live in deplorably rundown and even dangerous shelters in the midst of a maze of crumbling roads, corroded sewage pipes and other unacceptably bad living conditions.

2 RISKS AND ASSUMPTIONS

Considering the volatile environment of all the camps, the communication with the community is crucial for the success of the project. Close coordination and communication initiatives will be implemented with the popular committees in order to minimise potential controversies emerging from the political and social diversities of the camp.

Risks	Risk level (H/M/L)	Mitigating measures
1. Deterioration of the political and security situation in Lebanon to the point that the action is affected.	M	Close monitoring of the situation. Constant dialogue with authorities and other stakeholders.
2. UNRWA funding suffers significant shortages so that it affects project delivery.	L	Dialogue with and amongst donors. UNRWA takes measures that create efficient reallocation of resources.
3. The project no longer receives the support of the camps residents and its Popular Committees.	L	Close engagement with all stakeholders. Transparency, focus on most vulnerable according to clear criteria.
4. Unexpected increase in construction material prices (steel, concrete, etc.) as well as an increase in the price of oil and fluctuations in currency exchange rate (LBP/USD/EUR).	M	Close monitoring of prices and exchange rates and suppliers.
Assumptions		
1. The security situation remains such that the process of shelter rehabilitation can proceed. 2. The ongoing support of the community to facilitate shelter rehabilitation works. 3. Negotiations with the government on transport of materials into the camps and on clearance for shelter rehabilitation works remain open and constructive. 4. Stability of national economy.		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

The EU has been a significant contributor to the reconstruction or rehabilitation of Palestinian camps over recent years through different projects funded under various instruments. UNRWA's implementation of these projects, in addition to the constructive engagement of the donor, has resulted in a significant development of the Agency's capacity around shelter rehabilitation - from beneficiary selection through to impact assessment.

An independent midterm evaluation of "Improving infrastructures in Palestine refugee camps in Lebanon"⁵ and "SPRING Improving Living Conditions in Palestinian Camps in Lebanon"⁶ was conducted mid-2014.

The evaluation report confirmed that the projects were "doing remarkably well" in "a complex environment, which has been made even more complex by the Syrian crisis." More specifically, the report found that the projects "provide timely and much needed answer to 'chronic' problems faced by the Palestine refugee community living in Lebanon." Indeed, the evaluation found that there are "remarkable best practices and lessons learned which significantly contributed to a smooth implementation and which marks a paradigm shift at the level of UNRWA in the planning and implementation of its work within the camps."

3.2 Complementarity, synergy and donor coordination

The EU has a close working relationship with the Lebanon-Palestinian Dialogue Committee (LPDC), which is an inter-ministerial government body formed by the Lebanese Council of Ministers, as well as the Palestine political representation. Throughout the implementation of this project, the strengthening of these relations will be ensured. On a monthly basis, UNRWA organises a donor meeting which the EU always attends as well as the main donors. Further ad hoc meetings are organised to discuss specific areas of intervention or new initiatives. At the local level, a continuous and regular dialogue is maintained by UNRWA with representatives of Lebanese municipalities, and among Palestine refugees with popular committees and local political leaders. UNRWA and the EU Delegation in Lebanon have developed a strong partnership and the EU is always informed of any difficulty faced in the implementation of the projects.

The EU has been supporting UNRWA's shelter rehabilitation efforts through different instruments. It was able to secure funds for the rehabilitation of 1,286 shelters.

This proposed action is complementary to the support provided by the EU for Palestine refugees in Lebanon, through different instruments.

The European Union - European Commission and EU Member States - is the largest donor to Palestine refugees through UNRWA.

For the period 2011-13, the EU made annual contributions to UNRWA's general fund of at least EUR 80 million. In 2014 a new joint declaration between the EU and UNRWA was signed, bringing the baseline EU contribution to UNRWA to EUR 82 million yearly. The EU is also the largest donor to Palestine refugees in Lebanon with

⁵ C(2012) 4807, 13.07.2012.

⁶ C(2012) 9270, 10.12.2012.

around EUR 60 million of active projects including projects in support to Palestine refugees from Syria.

3.3 Cross-cutting issues

The proposed action is consistent with many of the cross-cutting issues identified in the European Union Consensus on Development.

- Gender - Women, Men, Children and Young People: The action is gender-sensitive, in that the measures will benefit all men, women, children and young people living in the communities which are being rehabilitated. For the shelter rehabilitation, the involvement of women in the discussions related to the needs and the rehabilitation works of their shelters is foreseen. Furthermore, shelter rehabilitation provides an improved environment for children, which can help with their personal development and concentration at school. The varied social impact on women and men will be captured through the analysis of gender disaggregated data.
- Disability: Approximately 5,000 Palestinian persons with disability are registered with the Palestinian Disability Forum (PDF) in Lebanon. UNRWA's disability programme has records of approximately 3,750 persons with disability under the Special Hardship Programme, with 9.2% of Special Hardship Cases households with disabled family members. In recognition of this, households with disabled family members will continue to be prioritised through the Shelter Rehabilitation eligibility criteria, and supported by an Occupational Therapist to design and undertake customised modifications to their shelters to increase the social inclusion and access for their family members with disability.
- Governance and Ownership: The self-help approach to shelter rehabilitation provides an exceptional opportunity to enhance the sense of ownership beneficiaries have over the support they receive. Furthermore, the governance structure of the project will be participatory and inclusive. Thus, the proposed action also endeavours to provide a medium through which great accountability and transparency is substantiated within the community's governance organisation and practices.

4 DESCRIPTION OF THE ACTION

4.1 OBJECTIVES/RESULTS

The principal objective: To provide a decent standard of living for Palestine Refugees in Lebanon

The specific objective: To improve accommodation for the most vulnerable Palestine refugees in Lebanon

Results of the action: At least 390 dilapidated shelters of the most vulnerable families in priority camps in Lebanon are rehabilitated.

4.2 MAIN ACTIVITIES

There are four main groups of activities as part of this project:

1. Selection and technical assessment of shelters

Based on EU funded socio economic poverty survey undertaken by AUB, a priority criteria through the composite score system was developed in order to tackle, as a first priority, the "poorest of the poor". Once the list of families whose shelters have been selected to undergo rehabilitation has been finalised, UNRWA will launch a detailed

evaluation survey of the physical conditions of the shelters to identify the urgent needs. These will be prioritised according to the physical conditions of shelters. The methodology of the scoring system and weighting of the various criteria will be reviewed during the preparatory phase to ensure that the process is transparent and clear.

2. Communication with the community

The communication with the community is crucial for the success of the project as the selection of shelters can be subjected to controversy. Therefore it is of great importance to discuss, agree and disseminate the priority list of shelters to the popular committees, community, including a clear explanation of the selection process and criteria used.

3. Implementation of self-help rehabilitation works

The self-help approach will enable UNRWA to engage with the community by directly involving them in the improvement of their housing conditions. The refugees will receive financial support in order to do the unskilled work themselves and/or to hire local job masters for the skilled work required. The sum provided will be intended to cover both material and workmanship. An agreement will be signed by UNRWA and each family expected to benefit from the project. In addition, the families will receive technical assistance from the Agency whereby engineers will support them throughout the rehabilitation process. The Occupational Therapist under this project will support those with a disability to maximise the benefits that can be accrued through the self-help procedure.

4. Social Impact Assessment

The purpose of this assessment would be to capture the impact of the new shelters on the beneficiaries' lives beyond being safe and sanitary. It would propose to evaluate the impact the shelters have had on the beneficiaries' care for their new shelters, the impact on the beneficiaries' health, their social situation within the camp community and the relations within the beneficiary families, changes in the lives of children and assessing accessibility and inclusion.

4.3 INTERVENTION LOGIC

As a consequence of the conflict in Syria intense pressure is put on existing resources and facilities for an already vulnerable population. The expected persistence of violence in Syria, suggests that the strain on the Palestine refugee community will intensify as Lebanon's security and economy are negatively impacted. A key determinant of the welfare of Palestine refugees in Lebanon is that they are able to live in safe, secure and hygienic housing. Assisting the community to address their shelter needs with a participatory approach will improve the living conditions of the refugees while also maintaining their dignity and empower them to improve their lives and those in their community. Ultimately, everyone has the right to adequate housing, as is recognised in key international legal instruments. This entitles individuals live in security, peace and dignity. It also means that the shelter provides sufficient space and protection from climatic threats, structural hazards, disease vectors and an improved environment for children's personal development and education.

Many of the poorest refugee families continue to live in corrugated iron shelters that are damp and cold in winter and hot in summer. Some lack sufficient water, electricity supplies and indoor toilet facilities. As a result of poor housing conditions, respiratory

diseases, skin problems and eye disorders are common and these recurrent health conditions reduce the effectiveness of the basic health care services provided by UNRWA and NGOs. The high cost of materials, in addition to Lebanese authority restrictions on bringing construction materials into the camps, has meant that refugee families have been unable to carry out substantial repairs or maintenance. Even if a small number of refugee families have been able to improve their own shelters, the economic situation of the vast majority prevents most families from carrying out even minimal maintenance work.

To respond to this urgent need, UNRWA has developed an approach to shelter rehabilitation. One of the most successful and innovative features is the so-called self-help approach. Instead of relying on external contractors to carry out the work, the self-help approach directly involves camp residents in the improvement of their housing. This has resulted in a reduction in direct rehabilitation costs, reducing the average cost per shelter by 40%. This new system was tested through a pilot project in Ein El Hillweh camp during 2011 and proved to be successful in that and subsequent projects using this approach.

The proposed intervention, in addition to promoting a sense of self-reliance among refugees, will have a positive impact on the health and wellbeing of the Palestine refugee families. The shelters will be better ventilated, protected from the elements and more hygienic and families will have the opportunity to raise their children in a healthier environment that is more conducive to their growth and development.

5 IMPLEMENTATION

5.1 FINANCING AGREEMENT

In order to implement this action, it is not 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 60 months from the date of adoption by the Commission of this Action Document.

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

5.3.1.1 Indirect management with an international organisation

This action may be implemented in indirect management with United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation entails managing the budget and staff for shelter rehabilitation and support activities. This implementation is justified because:

- Is clearly aligned with SSF priorities as briefly described in paragraph 1.1.1 of this action document and with the needs identified;

- In the absence of access to public services and infrastructure, UNRWA is responsible for coordinating the provision of education, health, relief and social services and the delivery of infrastructure within each of the twelve camps in Lebanon.
- UNRWA has been involved in shelter rehabilitation for Palestinians for years. They have thus acquired expertise and knowledge of the specific context over the years. This is very hard to find and not available.
- The EU funded shelter rehabilitation interventions in Lebanon have worked on the basis of Contribution Agreements which has allowed the development of a good cooperation. UNRWA is now familiar with EU procedures. The monitoring and evaluations of the past and current interventions are positive and recommend the continuation of the support, especially if the self-help approach is the modality chosen.
- Even if more could be done regarding the visibility of shelter rehabilitation projects in Lebanon, UNRWA has become an example of good practice amongst UN agencies regarding visibility and communication. This intervention will further emphasise these concerns.
- Moreover this management mode would offer the possibility to openly discuss the needs and the way to respond to them, to provide a tailored support which would make the programme even more effective and consistent.

The entrusted entity would carry out the following budget-implementation tasks: launching calls for tender, definition of eligibility, selection and award criteria, evaluation of tenders, award of contracts, acting as contracting authority concluding, managing and monitoring contracts, carrying out payments and recovering moneys due.

5.3.1.2 Procurement (direct management)

Subject	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Evaluation	Services	1	3 rd trimester 2016

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.

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

5.3.1.1 Indirect management with UNRWA	4,940,000	N.A.
5.3.1.2 Direct management: Evaluation	60,000	N.A.
Totals	5,000,000	N.A.

5.6 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

UNRWA's Field Infrastructure and Camp Improvement Programme (FICIP) will be responsible for the management and implementation of the infrastructural works. The Chief of FICIP supervises the overall implementation of the programme at UNRWA's Lebanon Field Office (LFO) and is assisted by the Director of Works / Deputy Head of FICIP. The Chief of FICIP reports directly to UNRWA Director in Lebanon. The FICIP team, including site engineers and architects, carries out and follows up the implementation of the project on site where they are responsible for drafting detailed surveys to complete the architectural drawings, structural designs, detailed description of the works with necessary specifications, preparation of the bills of quantities, etc.

All procurement procedures and tendering processes will be undertaken by UNRWA Procurement and Logistic Department according to the agency's standards and in coordination with the relevant implementing department.

The European Union Delegation will ensure that project implementation is according to the project design and plans through monitoring visits and dialogue with UNRWA and stakeholders. It will try to check that visibility and communication obligations are respected. The EU Delegation will analyse the narrative and financial reports sent by UNRWA regarding the project and will make the payments accordingly.

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. 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. 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, mid-term and final evaluations 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, learning purposes, in particular with respect to possible additional phases of this action.

The final evaluation might be carried out for accountability and learning purposes at various levels (including for policy revision).

The Commission shall inform the implementing partner at least 3 weeks 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 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.

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.

The financing of the audit shall be covered by another measure constituting a financing decision.

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 UNRWA 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.

APPENDIX - INDICATIVE LOGFRAME

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.

	Project description	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
Overall objective	To provide a decent standard of living for Palestine Refugees in Lebanon	Improved human development statistics amongst Palestine Refugee community in Lebanon	FICIP Camp Assessments AUB Socio-economic survey LPDC publications	Lebanon's security situation does not significantly deteriorate Lebanon's economy remains stable Reliable and comparable data is collated and available
Programme purpose	To improve accommodation for the most vulnerable Palestine refugees in Lebanon	At least 390 of camp residents in safer and more secure shelters that promote better well-being at the end of the project period	Chief Area Office Assessment Camp Resident Petitions for self-help shelter rehabilitation FICIP Camp Assessments AUB Socio-economic survey LPDC Relief and Social Services Unit Surveys National Statistics	No deterioration of camp infrastructure during the course of the project resulting in further resident petitions. Permission granted by relevant governmental authorities for selected shelters to be identified.
Expected results	<i>Result 1</i> At least 390 dilapidated shelters of the most vulnerable families in priority camps in Lebanon are rehabilitated	Shelter rehabilitation lists for each camp are discussed, agreed and disseminated amongst the community Technical assessments of shelters are conducted and detailed architectural and structural designs	Detailed technical assessment in close coordination with each family Bills of Quantities Architectural drawings Self Help Agreements	Political situation in Lebanon and in Palestine refugee camps remains stable The project continues to receive the support of the camps' residents and its Popular Committees

		<p>with Bills of Quantities are prepared</p> <p>Agreement on the scheduling of works is signed with the popular committees in each camp</p> <p>Weekly updates and regular public announcements are produced and disseminated</p>	<p>Community pamphlets</p> <p>Signed agreements with popular committees Technical survey on works to be carried out by FICIP</p> <p>Progress and monitoring reports of the site engineers, architects, occupational therapist and social workers</p> <p>Tenders and contracts</p> <p>Certification of satisfactory works by the Project Engineer / Manager (Clearance certificate)</p>	<p>Entrance of construction materials is eased by the Lebanese Army</p> <p>The costs of construction materials remain stable</p>
Activities		Means	Indicative costs	
	1.1 Selection and technical assessment of shelters	<p>Project engineers, project manager, occupational therapist, architect planner, site engineers and social workers.</p> <p>Vehicles</p> <p>Disability sensitisation training</p> <p>Telecommunications, stationary and office furniture and equipment</p>	<p>Reports of the site engineers, architects, occupational therapist and social workers</p> <p>Budget Sections: "Operations", "Staffing", "Other costs"</p>	Shelters do not experience unforeseen damage
	2.1 Communication with the community	<p>Communication officer, reporting officer, site engineers, occupational therapist and social workers</p> <p>Vehicles</p> <p>Telecommunications, stationary and office furniture and equipment</p>	<p>Community pamphlets and newsletters</p> <p>Budget Sections: "Operations", "Staffing", "Other costs"</p>	Community relations with Agency deteriorate due to change in service provision or programming
	3.1 Implementation of self- help rehabilitation works	<p>Project engineers, project manager, architect planner, site engineers,</p>	Detailed technical assessment in close coordination with each family	Dependable supply of materials

		finance officer and social workers Vehicles Telecommunications, stationary and office furniture and equipment Safe & Security Training	Bills of Quantities Architectural drawings Self Help Agreements Community pamphlets Signed agreements with popular committees Engineering progress and monitoring reports to be carried out by FICIP Technical survey on works to be carried out by FICIP Tenders and contracts Certification of satisfactory works by the Project Engineer / Manager (Clearance certificate) Budget Sections: "Operations", "Staffing", "Other costs" and "Monitoring and Evaluation"	No change in family health circumstances
	4.1 Social Impact Assessment	Social workers, occupational therapist, reporting officer Disability sensitisation training Telecommunications, stationary and office furniture and equipment	ToRs for Social Assessment (including methodology and milestone actions) Social Impact Assessment Report Budget Sections: "Operations", "Staffing", "Other costs" and "Monitoring and Evaluation"	Supported community are not displaced Increase in camp insecurity hinders investigation

NOTE: The logframe baselines and indicators are based on the best available information. Baselines and targets across certain indicators may be reviewed and/or added.