

Action Fiche for Lebanon/SPRING/Palestine refugees

1. IDENTIFICATION

Title/Number	SPRING - Improving Living Conditions in Palestine refugee Camps in Lebanon - ENPI/2012/024-419		
Total cost	EU contribution: EUR 6 million (financed from the SPRING programme 2011/2012 ¹)		
Aid method / Method of implementation	Project approach –joint management with United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)		
DAC-code	72030	Sector	Aid to refugees

2. RATIONALE

2.1. Sector context

In spite of their longstanding presence in Lebanon, Palestine refugees remain excluded from key facets of social, political and economic life in the country. While some recent political developments have sent a positive signal², there is little to suggest that the marginalisation of Palestine refugees in Lebanon will decrease substantially in the near future.

Poverty and unemployment have remained very high among the refugees, particularly within the camp enclaves, wherein two-thirds of them reside³. In spite of the continued growth in camp population, the surface areas of the camps have not increased since they were first built. The camps in Lebanon are characterized by overcrowding, substandard shelters and infrastructure, high rates of unemployment and poor health.

In the absence of access to public services and infrastructure, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) is responsible for co-ordinating the provision of education, health, relief and social services and the delivery of infrastructure within each of the twelve camps in Lebanon.

Several studies have highlighted the worrying mental health status of Palestine refugees in Lebanon⁴. Mental health services remain a main gap in the primary

¹ C(2011)6828.

² The positive developments include the establishment of a Lebanese-Palestinian Dialogue Committee, the amendments to article 59 of the Labour Law facilitating the access of Palestinians to un-syndicated jobs, and the commitment to improve the social rights of the Palestinians in the Ministerial Statement of Mikati's government.

³ Two-thirds are poor (subsisting on less than USD 6 per day) while 6.6% of these exist in extreme poverty (less than USD 2.17 per day). Only 37% of the working age population are employed. *The Socio-Economic Survey of Palestinian Refugees in Lebanon*, AUB/UNRWA, 2010 (<http://www.unrwa.org/userfiles/2011012074253.pdf>).

⁴ 30.4% of 816 interviewed women and 20% of 679 interviewed adolescents were found to suffer from psychological distress (UMG, 2006,) 31% of Palestine refugees attending UNRWA health centres

health care programme at UNRWA. The health centres do not provide integrated mental health services. The medical officers, who are mostly general practitioners, are not trained to address mental health needs and, at the same time, they are overloaded with a great number of consultations per day.

In terms of employment, according to the Socio-Economic Survey of Palestinian Refugees in Lebanon conducted in 2010 by the American University of Beirut (AUB) and financed by the EU, only 37% of the working age population is employed. Joblessness among refugees has a strong gender dimension: only 13% of women are employed compared to 65% of men. Those with a job are often of low status, most often engaged in casual and precarious employment. Addressing unemployment is considered a priority in efforts to foster economic development and stability. Considering the legal restrictions on Palestine refugees in accessing the Lebanese labour market, self-employment is particularly appropriate for Palestine refugees in the country.

Young people are particularly influenced by these prevailing living conditions and lack of opportunities (57.4% of Palestine refugees aged between 15 and 24 are not working or employed), which negatively reflects on their emotional and psychological balance. As a response to the lack of job opportunities, the social exclusion and the discrimination of young Palestine refugees, through the Technical and Vocational Training Centres UNRWA aims at providing young trainees with high quality training in a safe and healthy environment. However, some of these centres need to improve the quality of their facilities and services.

This programme, which will address the above mentioned challenges through a comprehensive approach, is coherent with the priorities set down in the Joint Communications of the European Commission and of the High Representative of the EU for Foreign Affairs and Security Policy entitled "A partnership for democracy and shared prosperity with the Southern Mediterranean"⁵ and "A new response to a changing Neighbourhood"⁶. It is also in line with the SPRING Programme "Support for partnership, reforms and inclusive growth", in particular through the support to social progress, economic development and inclusive growth of Palestine refugees in Lebanon, and with the priorities agreed by the EU and Lebanon under the European Neighbourhood Policy.

2.2. Lessons learnt

The proposed action builds directly on previous EU-funded projects to support Palestine refugees in Lebanon in education and technical vocational education training (TVET), employment, reconstruction and rehabilitation of Palestine refugee camps. They are mainly implemented by UNRWA, who has acquired experience in the mentioned sectors. All related Results Oriented Monitoring (ROM) and evaluations have highlighted the high relevance and the real impact of those projects.

Moreover, it complements and supports UNRWA operations in camp maintenance, health service provision, employment promotion and TVET and is directly based on the results of the Socio-Economic Survey of Palestinian Refugees in Lebanon,

suffer from anxiety (Response International 2005), and around 28% of the Palestine refugee adults report 5 out of 7 symptoms of distress (FAFO 2005).

⁵ COM (2011)200 of 08 March 2011.

⁶ COM (2011)303 of 25 May 2011.

conducted in 2010 by AUB and funded by the EU, which extensively assesses the living conditions of Palestine refugees in Lebanon and prioritizes their needs.

It incorporates a comprehensive approach by which different sector needs are addressed to fill in gaps towards social progress, inclusive growth and economic development for Palestine refugees in Lebanon.

2.3. Complementary actions

This action is complementary to the support provided by the EU in infrastructures, education and employment for Palestine refugees in Lebanon through different instruments and thematic lines and to the assistance of some EU member States.

EU-funded projects under implementation or at contracting phase:

- Improving Infrastructure in Palestinian Refugee Camps in Lebanon (UNRWA, total EUR 5 million). This project will fund works in Sector 1 of Ein El Hilweh Camp.
- Education, Training and Employment Support for the Palestinian Refugees in Lebanon (UNRWA, total EUR 15 million).
- Improve Education of Young Palestine Refugees (UNRWA, EUR 15 million).
- Scholarship Fund for Palestinian Refugees (UNRWA, total EUR 8.4 million).
- Improvement of environmental health infrastructure in Beirut camps in Lebanon (UNRWA, total EUR 4 million).
- Support to the Reconstruction of Nahr el-Bared (UNRWA, total EUR 8 million).
- Improving access to employment and social protection (International Labour Organisation, EUR 0.3 million).
- Shelter Rehabilitation and Rental subsidies (UNRWA, total EUR 12 million).
- European Training Foundation (ETF) technical assistance in developing the UNRWA career guidance programme.
- EU policy work in the European Neighbourhood and Partnership Instrument (ENPI) framework: discussions on legal and institutional discrimination against the Palestinian refugees with the Lebanese government, particular attention given to the right to work, right to social security, recognition of non-ID refugees, and freedom of movement.
- EU Member States initiatives: the Spanish Agency for International Development Co-operation, rehabilitating health centres in Shatila, Mar Elias camp and Wadi el-Zeina; the Italian co-operation, funding the rehabilitation of buildings in the adjacent areas of Nahr el-Bared around the Mohajaheen area; the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) water project in the adjacent area of Nahr el-Bared and the French Agency for Development (AFD), reconstructing the Health centre and a new school in Nahr el-Bared camp.

The co-ordination will be also done with the Swiss Agency for Development and Co-operation (SDC), implementing a project for the remediation and upgrading of camp water supply networks in seven Palestine refugee camp in Lebanon.

The action is also complementary to:

- The UNRWA Field Implementation Plan 2012-2013.
- Other existing similar actions in Ein el Hillweh camp (in sector3, funded by Japan International Co-operation Agency (JICA) with a USD 2 million

intervention, and in sector 4, where funding is under discussion with another donor).

- UNRWA Health Reform programme.
- UNRWA Micro-credit Community Support Programme (MCSP).
- Improvement of Environmental Health Infrastructure in Beirut Camps in Lebanon (UNRWA EUR 4 million).
- Work of the Committee for the Employment of Palestinians (CEP), a Lebanese-Palestinian body mandated with providing information on Palestinian employment.

2.4. Donor co-ordination

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.

3. DESCRIPTION

3.1. Objectives

Overall objective: To improve the living conditions of Palestine refugees and increase the chance of sustainable and inclusive growth and economic development of the Palestine refugee community in Lebanon.

Specific objectives:

- Improvement of environmental health conditions and democratic governance for Palestine refugees residing in Ein el Hilweh camp.
- Social progress and economic development of Palestine refugees in Lebanon through provision of mental health services, reduced levels of unemployment and TVET support to youth.

3.2. Expected results and main activities

Component I: Upgrade of Environmental Health Conditions and Democratic Governance in Ein El Hilweh Camp (Sector 2).

Ein El Hilweh is the largest Palestine refugee camp in Lebanon, with an estimated population of 60,000 residents. The infrastructure of the camp has been neglected and the existing networks have degenerated into a state of progressive disrepair and cannot support the growing population, which poses an unacceptable risk to public health and creates a widespread concern that may cause further instability in the camp and in the Lebanese surrounding areas.

The rehabilitation works in the whole camp has organised by dividing the required support in four packages covering four different sectors. The EU is already committed to provide for the rehabilitation of infrastructure in Sector 1, the Southern sector, through the implementation of the project ENPI/2011/023-394 "Improving infrastructures in Palestinian refugee camps in Lebanon". Sectors 3 and 4 are foreseen to receive support from other donors. The Action covered by this component will address the rehabilitation of Sector 2, the central sector of the eastern part of the camp.

Result 1 –Water supply, storm water drainage and sewerage systems are improved and roads are restored.

The main problems identified in Sector 2 are the deterioration of the water distribution networks and water plants, corrosion of the sewer system and the dearth of a storm water drainage system. The project will work to install new and separate storm water drainage and sewage systems, replace the old water supply network with a new system, provide proper household connections, connect the camp storm water and sewer networks to the municipality, clear out the internal sewers and water channels, and upgrade old roads and pathways to an acceptable standard.

Access to potable water will be provided to 15,000 residents, while 60,000 residents from Ein el-Hilweh Camp will benefit from a better environment, specifically the elimination of flooding of the camp from Sector 2 high ground areas.

Result 2 – Democratic governance in Sector 2 of the camp is improved.

Ein El Hilweh is one of the most challenging camps in terms of security threats ad extremism and its management by the Lebanese authorities is, at the moment, provided mainly taking into consideration a security perspective. The improvement of infrastructures will certainly have an impact on the improvement of living conditions and, therefore, on the security and stability of the camp.

Besides, additional governance mechanisms focusing on a civilian perspective can also be introduced with a participatory management and follow up of the implementation of the rehabilitation works. The communication with and participation of the community is crucial for the success of the project and the establishment of these mechanisms. A participatory decision making process, with the involvement of the two popular committees present in Ein el-Hilweh, will be established to identify, formulate and implement the overall action plan for the rehabilitation required to be carried out in the Sector 2. Furthermore, awareness raising campaigns will be undertaken among the population affected by the works in order to minimise their negative impact in the daily life of the camp. Moreover, focus groups will also be organised to provide a forum for the community to discuss about the progress and impact of the project activities. Women and youth are expected to play an important role in those groups.

Component II: Social progress and economic development of Palestine refugees in Lebanon.

Increasing the opportunities for social progress, economic development and inclusion, in particular for the youth, is essential for the improvement of living conditions of Palestine refugees in Lebanon and the security and stability of the country as a whole.

In this regard, the lack of a comprehensive mental health support, provision of TVET services and employment opportunities, accessible to Palestine refugees and tailored to their specific needs, remain as major restraining concerns.

Result 1: Mental health and psychosocial support for Palestine refugees in Lebanon is provided by specialised staff.

This will be carried out through the establishment of a referral system for mental health support within and outside UNRWA (via school counsellors and social workers), to UNRWA Health Centers and vice versa, as well as through the provision of specialized consultations by psychiatrists and clinical psychologists.

Besides, UNRWA staff (medical officers, nurses, midwives, social workers and specific school staff) will be provided with enhanced capacity in mental health and psychosocial support, both through theoretical and on-the-job training.

Special attention will be paid to children and youth with disabilities, providing them with appropriate installations and access to psychological and social support services that will enhance their chances of integration in the community.

Result 2- Capacity and outreach of the Microcredit Community Support Programme (MCSP) is enhanced and employability of Palestine refugees is increased.

In order to decrease the poverty rate and improve employability among the Palestine refugees, the project will increase the capacities and outreach of the MCSP, providing more opportunities for the refugees in self – employment and promoting the creation of micro, small and medium-sized enterprises among Palestine refugees.

For twenty years the UNRWA MCSP has promoted economic development for Palestinian refugees, in particular entrepreneurs, through extending them with credit facilities all over Lebanon. To date, the programme created and/or saved around 4,368 job opportunities for Palestinian refugee women and men inside and outside camps.

The number of clients supported by the MCSP will be increased by 15% through targeting youth entrepreneurs, introducing demand-driven targeted schemes and organising outreach activities. Besides, the capacity of MCSP in providing Non Financial Services will be improved. The capacity of the MCSP will be developed through training for its own staff who will subsequently provide counselling to young entrepreneurs on business start-up, coaching services to existing clients, business management, marketing and use of technology.

Result 3- TVET provision for employability and social inclusion of Palestine refugees' youth is improved.

Young Palestine refugees strive to have access to relevant and high quality training that, provided in a safe and healthy environment, helps in find a decent job or in complementing self-employment schemes. The project will support UNRWA's Sibling Training Center (STC), which opened in 1962 near Saida and provides technical skills to around 870 students, in the upgrading of its sport facilities and improvement of its IT capacity and IT training provision.

Sport and recreational activities are central in personal development, enabling stress management, staying in good health and offering new opportunities to self improvement. Rehabilitation of the sports facilities, supply of equipment, establishment of a sports club and implementation of recreational activities will be facilitated through the project. Besides, in order for the Center to train their graduates to meet market demand, access to a better and updated information technology will be facilitated, providing trainees and trainers with new and more complete IT equipment and the capacity to use them.

3.3. Risks and assumptions

The proposal assumes that (i) the political and security situation in Lebanon will not deteriorate to the point that UNRWA is unable to carry out the action, (ii) the UNRWA General Fund will not suffer significant shortages so that it can continue to finance the costs of the UNRWA system, (iii) the Lebanese political climate will not turn more negative towards the Palestinians and their rights (iv) the budget will not be seriously negatively affected by the exchange rate fluctuations between USD and EUR.

Among the internal risks linked to UNRWA as the implementing party, the main ones are unclear division of roles between the different UNRWA departments, delays in recruitment and overburdening of existing staff, motivation of staff to engage in trainings and insufficient internal monitoring during the project life. In order to mitigate these risks, the contribution agreements will include clearly defined pre-conditions/mitigation measures. Equally, each component will have its own monitoring plan/system, with clear indicators.

Considering the volatile environment of Ein el-Hilweh camp, the communication with the community is crucial for the success of the project. Close co-ordination and communication initiatives will be implemented with the two popular committees present in Ein el-Hilweh in order to minimise potential controversies emerging from the political and social diversities of the camp.

As with all construction projects, regular maintenance operations and works can also be negatively affected by disruptions to the security situation in Lebanon and any violent eruptions can derail progress at any point. Access of construction materials to the camp has also been a major risk and concern in the past. Beyond the project implementation per se, there is always the risk of an unexpected increase in construction material prices (steel, concrete, etc.) as well as an increase in the price of oil.

As a major external risk there is also the limited absorption capacity of the Lebanese labour market and reluctance to hire Palestine refugees.

3.4. Cross-cutting Issues

- The action is consistent with many of the cross-cutting issues identified in the European Union Consensus on Development.
- Human Rights: To fulfil the refugees' right to quality education, health and employment are primary goals of this action.
- 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.

- Governance and Ownership: a participatory approach will be promoted in general. In particular, selected staff will be involved in the development of training modules and capacity building. The component to renew the camp infrastructure in Ein el-Hilweh is innovative in that it reflects a more community-oriented approach to promoting good governance as part of the implementation and ongoing sustainability of the project. While the Popular Committees are largely responsible for issues relating to camp governance, there has historically been little consultation with community residents themselves in relation to their needs. Sector Committees will be established and will be consulted in relation to the detailed design and implementation of the project.
- Environment: The infrastructure rehabilitation in Ein el-Hilweh will also contribute significantly to improving environmental sustainability of the camps concerned and will imply improved levels of hygiene, protection from the rain and cold, as well as better ventilation to reduce the risk of illnesses.

3.5. Stakeholders

All the stakeholders were consulted during the preparatory period.

The direct beneficiaries of this programme are Palestine refugees as follows:

- Component 1: the 15,000 residents of sector 2 at Ein el Hilweh Camp who will be provided with access to potable water, and the 60,000 residents from Ein el-Hilweh Camp will benefit from a better environment.
- Component 2: an estimated 50,000 Palestine refugees suffering from mental health diseases, 30 UNRWA general practitioners, 50 UNRWA nurses and midwives, 40 UNRWA relief and social services staff, 60 UNRWA school counsellors and health tutors, around 200 children and youth with disabilities in need psychological support, around 400 caretakers of children and youth with disabilities, Palestine refugees who will receive loans under the MCSP , MCSP staff, around 180 Palestine refugees expected to be hired by newly created businesses, 870 trainees receiving TVET at the STC and other Palestine refugees and Lebanese who will have access to the STC sports club.

The indirect beneficiaries include UNRWA and the entire Palestine refugee population residing in Lebanon (estimated 280,000 individuals) and the Lebanese business community.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

Joint management through the signature of one or two (Component 1 and Components 2) agreements with the international organisation UNRWA in accordance with Article 53d of the Financial Regulation. UNRWA complies with the criteria provided for in the applicable Financial Regulation. UNRWA is responsible for co-ordinating the provision of education, health, relief and social services and the delivery of infrastructure within each of the twelve camps in Lebanon. Standard Contribution Agreements will be concluded, in accordance with the Financial and Administrative Framework Agreement (FAFA) signed by the European Commission and the United Nations on 29 April 2003.

The change of management mode constitutes a substantial change except where the Commission "re-centralises" or reduces the level of tasks previously delegated to the Beneficiary country, international organisation or delegatee body under, respectively, decentralised, joint or indirect centralised management.

4.2. Procurement and grant award procedures

All contracts implementing the action are awarded and implemented in accordance with the procedures and standard documents laid down and published by the relevant International Organisation (UNRWA), except for evaluation and audit as detailed in section 4.5.

4.3. Indicative budget and calendar

The overall indicative budget for this proposal amounts to EUR 6,000,000 distributed on the following budget lines:

Component	EU Contribution in EUR
Component 1: Environmental health conditions and democratic governance in Ein El Hilweh camp (Contribution agreement UNWRA)	4,200,000
Component 2: Social progress and economic development of Palestine refugees in Lebanon (Contribution agreement UNWRA)	1,750,000
Evaluation and audit (services)	50,000
Total	6,000,000

Visibility costs will be included in the budget of each component.

The foreseen operational duration of the action will be **48 months as from the adoption of the Financing Decision.**

4.4. Performance monitoring

Achievements will be monitored regularly by UNWRA and the results will be reported to the EU Delegation. The key performance indicators will be detailed in the Contribution Agreement. The EU Delegation task manager will carry out at least one monitoring mission a year for each Component. It is expected that this project will also be subject to the regular ROM monitoring missions.

4.5. Evaluation and audit

The project will be subject to a mid-term and final evaluations to be contracted by the Commission.

If necessary, ad hoc audits or expenditure verifications assignments could be contracted by the European Commission on all contracts and agreements.

All auditing matters related to the contribution agreements with the international organisation UNRWA are governed by the Verification Clause annexed to and

forming an integral part of the Financial and Administrative Agreement (FAFA) signed by the European Commission and the United Nations, signed on 29 April 2003.

An amount of EUR 50,000 is earmarked for audit and evaluation purposes.

4.6. Communication and visibility

The European Commission will ensure that adequate communication and visibility is given by the contracting parties to the EU funding. A specific provision is foreseen to ensure the overall visibility of this project and will be integrated into the Contribution Agreement with UNRWA.

Adequate communication and visibility will be ensured by a) annual visibility/communication plans for each component, b) specific budget allocation for visibility/communication activities, and c) EU Delegation monitoring of the adherence to the visibility/communication plans.

Action Fiche for Lebanon/SPRING/support to Electoral Reform and Democratic Participation

1. IDENTIFICATION

Title/Number	Support to Electoral Reform and Democratic Participation Lebanon - ENPI/2012/24426		
Total cost	EU contribution EUR 6 million (financed from the SPRING programme 2011/2012 ¹)		
Aid method / Method of implementation	Project approach – <i>direct centralised/joint management</i>		
DAC-code	Government and civil society, general	Sector	15151 Elections

2. RATIONALE

2.1. Sector context

Since 2005, Lebanon has witnessed widespread calls for electoral reform that would bring Lebanese elections closer to being in line with international standards. The current Electoral Law approved in September 2008 provided some improvements in comparison with the 2005 Law, including polling on one day and the establishment of a Supervisory Commission on Elections Campaign (SCEC) to oversee the regulation of campaign finance and media coverage. While not a fully independent election management body, the SCEC was acknowledged to be an important precedent towards building confidence in the impartiality of the election process.

While these aspects were positive, many other proposals and key recommendations from the 2005 and 2009 EU Election Observation Missions (EUEOMs) remain outstanding ahead of elections in 2013: an electoral system to be non-confessional based on some form of proportional representation (PR), improvements to voter secrecy, including through the introduction of officially printed ballots (Lebanon is one of the few states in the world not to have them), the establishment of an independent election management body, the setting of the minimum voting age at 18 (currently at 21, when the age of legal majority is 18), implementation of an out of country voting mechanism, improved regulation of campaign funding, strengthened media monitoring and complaints procedures, enhanced women's representation (Lebanon has of the lowest rates in the world, at 3.1% far less than the regional Arab average of 12%) and transfer of voter registration to the actual place of residence.

In its June 2011 Ministerial Policy Statement, the current Council of Ministers committed itself to preparing new electoral legislation within one year. In this context the Ministry of Interior has drafted a revised electoral law, approved by Cabinet of Ministers in September 2012 that is currently under scrutiny by a Joint Commission of four Parliamentary Committees. In addition to the draft law proposed by the Cabinet, three other draft laws have been submitted for consideration by the Joint Commission. The four drafts are distinguished on the basis of the electoral system they propose,

¹ C(2011)6828.

ranging from: proportional representation in 14 districts; PR in a single national district but where voters are restricted to voting for candidates for their confession only; majoritarian voting in 50 small districts; and revisions to the current law, with majority voting in 26 districts. All four drafts foresee pre-printed ballots and the need for a SCEC.

Deputies may propose amendments to the Draft Election Law, and it is possible that alternative reform measures may be considered, or removed. During the parliamentary review process, the Minister of Interior can present arguments to justify the reforms, including their feasibility and budgetary implications. There is no stipulated timeframe by which time the parliamentary process must start or be completed, and there are concerns that political disagreements may delay the process or simply block agreement on new electoral legislation. In the case that no new law is adopted by the deadline for the parliamentary elections to be called (which is no later than 2 March, 2013), the elections will be conducted under the provisions of the currently applicable election legislation, namely Law No 25 of 2008, and which applied to the 2009 elections.

The Draft Electoral Law proposed by the Cabinet includes a number of key reforms that have been recommended by the EU EOMs of 2005 and 2009, and which would require extensive resources and planning if they are to be implemented effectively. This includes the introduction of official uniform ballot papers, which are seen as a crucial benchmark for whether the 2013 elections will be seen to represent positive progress. The current system – where voters use scraps of paper that can be traced back to the voter – is heavily criticized as being both a violation to the principle of a secret ballot and as a practice that encourages vote-buying. The Cabinet's draft also includes provisions that would enhance the role and powers of the SCEC, giving the body a broader degree of independence. The other draft laws that have been submitted also propose the introduction of pre-printed ballots, with one also proposing a fully independent commission.

The Ministry of Interior and Municipalities (MOIM), which has responsibility for electoral operations, has already started preparing for the 2013 elections, advancing as much as possible work on technical reforms that do not need a change in law. The Ministry of Interior has called for the international community to support the electoral reform process, starting by this preparatory work and looking ahead the future implementation of the reforms that the revised electoral framework will entail. The implementation of some of the reforms proposed in the draft law is technically challenging and lengthy; therefore further legislative delays could put at risk its successful implementation.

Following a request of the Lebanese Government, and in close co-ordination with the Ministry of Interior, United Nations Development Programme (UNDP) has prepared a programme entitled "Lebanese Electoral Assistance Project (LEAP)" to support the conduct of credible, transparent and inclusive Parliamentary elections in Lebanon scheduled for 2013. The programme at hand is in line with the priorities agreed by the **European Union (EU) and Lebanon** under the European Neighbourhood Policy, as well with the priorities outlined in the Joint Communication of the European Commission and of the High Representative of the EU for Foreign Affairs and Security Policy "A partnership for democracy and shared prosperity with the Southern

Mediterranean²” and the Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions “A new response to a changing Neighbourhood³” that embody the European Union's response to the demands in the region for greater freedom, justice and democracy. This Communication and the subsequent SPRING programme foresee support to progress and compliance with democratic standards in relation to the deep democracy, being “fair and democratic elections” a fundamental criterion.

This programme also builds on national priorities established by the government and reflected in the 2011 **Ministerial Declaration** that renews the government's commitment to respecting international resolutions and commits the government to have a revised electoral framework for the 2013 polls.

2.2. Lessons learnt

The 2013 elections in Lebanon will be an important benchmark in the role of democratic progress of the country, especially in the light of both conflict and rapid political transition in neighbouring countries. The capacity of Lebanese authorities to adopt electoral reforms, and to conduct peaceful, credible and pluralistic elections, will be vital indicators of the strength and stability of democratic institutions in the region to achieve change peacefully.

Up to now, EU's support electoral support in Lebanon has demonstrated that effectively designed and targeted technical assistance based on EU EOM recommendations can build confidence in an electoral process and help an election meet international standards. This has been especially relevant in Lebanon where, despite a tradition of political pluralism, elections have significant technical flaws and take place in tense atmosphere. EU assistance has sought both to promote a strategic long-term approach to electoral reform while also promoting effective electoral management through the electoral cycle.

For the 2009 elections, the EU funded with Instrument for Stability a €4 million project focusing on provision of technical assistance to the Ministry of Interior, support to the SCEC and procurement of election equipment in line with international standards. An external evaluation of this project highlighted the pertinence of the project and praised its efficiency noting that the EU's assistance helped bring to the Lebanese authorities "a new vision of elections, seen as a democratic process whereas the security perspective was dominant".

The project was centrally managed by the EU delegation in Lebanon. UNDP was not considered at the time the best available mean to implement the EU's assistance. Since then, UNDP has worked to significantly improve the capacities of the local electoral department and has provided the Ministry of Interior and other stakeholders with permanent support for the drafting of the revised electoral framework and the technical preparations ahead the 2013 elections.

² COM(2011)200 of 8 March 2011.

³ COM(2011)303 of 25 May 2011.

2.3. Complementary actions

The EU Delegation has been very active following up on the recommendations of the observation missions from 2005 and 2009 through political dialogue with all stakeholders' as well as providing substantive assistance. It is notable that the recommendations of previous EOMs have been the entry-point for all of the EU's work on electoral reform including political dialogue and co-operation.

Regarding political dialogue, the EU has repeatedly called on the Lebanese authorities to adopt a revised electoral framework in line with European Union Electoral Observation Mission (EUEOM) recommendations. Electoral Reform is also one of the key issues discussed with Member states and one of the priorities of the Human rights Strategy agreed with EU Member States in Beirut in 2011.

Concerning assistance in this field the EU has since long supported Lebanon's efforts to bring its electoral framework closer to international standards. The EU's approach supporting electoral reform in Lebanon is twofold: providing support to civil society initiatives to advocate for the adoption of a rights based system and of electoral reforms (in line with international electoral standards and recommendations of the EUEOMs) as well as Supporting the Lebanese government for the implementation of technical electoral reforms that can increase the transparency and compliance with international standards of the electoral process.

Regarding provision of assistance in view of the 2013 elections USAID is providing 1.7 million dollars to UNDP targeting technical assistance to the Ministry of Interior. UK is contributing to the UNDP electoral assistance programme with 290,000 €. Other countries such as Switzerland and Canada are considering working with UNDP in the near future.

2.4. Donor co-ordination

There has been effective co-ordination and co-operation between the different international agencies in the provision of electoral assistance. At the broader political level, the Office of the UN Special Coordinator for Lebanon (UNSCOL) has conducted regular electoral forums to provide all international actors with updated information on the electoral process and the various electoral assistance projects. UNDP, in close collaboration with the Ministry of Interior is chairing a regular technical working group for the coordination of assistance activities.

UNDP has been continuously engaged in providing electoral assistance in Lebanon since 2005. From spring 2008 to spring 2012, UNDP managed the Strengthening Electoral Processes in Lebanon project to support the Ministry of Interior and Municipalities (MOIM) in its preparations and delivery of electoral management responsibilities for the 2009 and 2010 elections. The project was financed through a Multi-Donor Basket Fund supported by Spain, Canada, Norway, Denmark, and Belgium. The project included assistance on training of polling officials, voter education and public awareness and initiatives to promote transparency, as well as the provision of technical advisors and support staff to assist ministry staff and activities to promote the participation of women in the electoral process. In 2010 and 2011, the UNDP project also focused on providing support to the electoral law reform initiatives undertaken by the MOIM. Through USAID funding, IFES previously implemented an electoral assistance program to the MOIM for the period from 2008 to 2011 that focused on

building professional capacity in terms of training of electoral officials, the establishment of a website, public awareness campaigns, inclusion of persons with disabilities and the procurement of materials.

3. DESCRIPTION

3.1. Objectives

The **overall objective** is to support deep and sustainable democracy in Lebanon.

The specific objectives are:

- To support the conduct of credible, transparent and legitimate Parliamentary elections in 2013 by strengthening the management and administration capacities of the Lebanese administration in line with international standards and EUEOM recommendations;
- To support the consolidation of democratic participation in Lebanon and reinforce the concept of free and fair elections beyond 2013.

3.2. Expected results and main activities

The programme will be articulated in 2 main components:

- I. Support to the "Lebanese Electoral Assistance Project (LEAP) for the 2013 Parliamentary Elections".
- II. Support to consolidate the concept of democracy and free and fair elections beyond 2013 through a "Democratic Participation facility".

The expected results and main activities per component are as follows:

Component I: Support to the "Lebanese Electoral Assistance Project (LEAP) for the 2013 Parliamentary Elections"

LEAP has been developed by UNDP following a request of the Lebanese Government to strengthen national capacities for the conduct of transparent and inclusive elections in 2013 and can increase compliance with international standards and EUEOM missions.

The EU's support to LEAP will be articulated in a two phased approach following the progress of the legislative process for adoption of a revised electoral framework described above.

Phase 1: Support to the implementation of electoral reforms that do not require a change in the law

This support will result in:

- Increased capacity of the Ministry of Interior and other stakeholders to manage elections in an effective, transparent and credible manner.
- Increased capacity of the SCEC to perform their responsibilities.

- Increased capacity for judicial bodies with the jurisdiction for resolving electoral disputes.
- Increased capacity for the coordination of multi-agency voter education initiatives.
- Increased women representation and better accessibility of polling stations.

Activities can include:

- Reinforce the capacity for the management and administration of elections through the provision of continuous technical assistance to the Ministry of Interior, including development of an improved results management system and support to modernise the electoral procedures, training of polling officials, public information and operational planning.
- Support for the development of the SCEC including support on preparations for its reestablishment, support to the development of an improved regulatory framework for the supervision and monitoring of election campaigns and training of SCEC monitoring staff;
- Strengthening the capacity for the resolution of electoral disputes including support the provision of technical advice and assistance on the framework for electoral dispute resolution, support to increase transparency in the resolution of electoral disputes and capacity building for the State Council and Court of Publications in electoral dispute resolution.
- Strengthening capacity for the coordination and data-gathering on voter educational initiatives implemented by different agencies, including official and civil society efforts in order to ensure effective targeting of appropriate groups.
- Any other electoral related reforms that can bring the electoral framework closer to international standards and recommendations of the EUEOMs such as measures to enhance the women's representation or increase the accessibility of polling stations to voters with special needs.

This support will be implemented through the signature of a contribution agreement with UNDP contributing to the LEAP programme.

Phase 2: Support to the implementation of electoral reforms that do require a change in law.

This support will result in:

- Increased capacity within the MOIM to prepare for the adoption and production of ballots according to any requirements established by legislation;
- Increased capacity of the Lebanese administration for the implementation of other reforms that can bring the electoral framework in line with international standards and the recommendations of the EUEOMs.

Activities can include:

- Training for electoral officials who will have responsibilities for ballot production.
- Support for the delivery and installation of software and relevant equipment for the in-house requirements for ballot production including data collection and design formatting.

- Support for the installation of the relevant technical equipment and the training of MOIM electoral officials on the use of technical equipment.
- Support for the procurement, printing and distribution of official ballots.
- Information campaigns on the use of pre-printed ballots.
- Information campaigns for new voters aged 18-20.
- Additional reforms that broaden voter participation, especially women, youth and possibly expatriates.

This support will be implemented through a contribution agreement with UNDP contributing to the "LEAP" programme.

The two-phased structural approach is envisaged to provide leverage for the adoption of key reforms ahead of the 2013 elections by the Lebanese authorities and the strategic engagement and management capacities of UNDP. As highlighted above, there is a possibility that there is no sufficient political consensus to adopt a revised electoral law and therefore reforms like the introduction of pre-printed ballots could not be feasible for the 2013 electoral round. In the eventuality of the absence of a revised electoral framework or in case the revision is not done in a timely manner, the programme has to stay flexible to allow for a reallocation of funds to be distributed to the "**Democratic Participation Facility**" explained below or to the "**LEAP**" programme for the introduction or adoption of measures that can increase compliance of electoral processes with international standards.

Component II: Support to consolidate the concept of democracy and free and fair elections beyond 2013 through a "Democratic Participation facility"

This support will result in:

- Stronger foundation towards achieving reforms ahead of the 2013 elections.
- Increased democratic participation and electoral transparency after the 2013 electoral round.

Activities can include:

- Support for actions that will contribute to stronger democratic institutions and processes, and more sustainable, effective and legitimate democracy involving all actors.
- Develop research, analysis and policy making to promote public participation and associated rights, including support to the definition of policies for further electoral reform including proposals for the creation of a full fledged Independent Electoral Commission.
- Support for the elaboration of a new law and effective framework for municipal elections.
- Support to allow Lebanon to lead and to participate in regional exchanges and best practices on promoting democratic participation and reforming the electoral frameworks of the Arab countries.

The Democratic Participation facility will be implemented through services or grant contracts.

3.3. Risks and assumptions

The assumptions for the success of the project and its implementation include:

- Stable security and political situation during the programme implementation.
- Proven Governmental and parliamentary commitment in prioritising the agenda for electoral reform.
- Adequate involvement of civil society representatives as vectors for the promotion of democracy.
- Sufficient management capacities and operational performance of the UNDP.

The main risk is represented by the unstable security and political situation of the country, in which the delicate balances between the different political forces could create a prolonged governance crisis or renewed internal conflicts.

3.4. Cross-cutting Issues

Human rights, gender equality and good governance are at the core of this action as the programme consists in addressing a core democracy concern: free and fair elections and democratic processes. The project will support the strengthening of the institutional framework for the development of democratic governance in Lebanon. The mainstreaming of the gender component will be assured through enhancing the participation of women in project's activities. The project will also ensure that parliament's output will be properly analysed from a gender and youth perspective. Participation, ownership, equity, organisational adequacy, transparency and accountability and fight against corruption are guiding principles throughout the programme.

3.5. Stakeholders

The **final beneficiaries** of this project are the Lebanese citizens who would benefit from strengthened democracy.

The Public Institutions involved are:

Ministry of Interior and Municipalities: Through its conduct of the 2009 and 2010 polls, the MOIM has established a reputation as an effective election administrator; however, in terms of its electoral capacity, the MOIM is both under-staffed and under-resourced. The MOIM Directorate-General of Political Affairs and Refugees (DGPARG), which has the main responsibility for electoral operations and which led the preparation of the Draft Electoral Law, has a limited staff who cover electoral preparations, with many current unfilled positions in the management structure for elections. Other MOIM officials, including local governors and ranking police officers, may be called upon to supplement this team when needed.

The DGPARG has commenced initial operational preparations for the 2013 elections but there are questions on whether their limited operational, technical, financial and human resources are sufficient to prepare for the challenges that will arise, e.g. if ballot papers are adopted there is no current capacity to prepare for ballot production.

The SCEC is an ad hoc institution established by the current election law and which is currently dormant.

Judicial Bodies: There is limited public knowledge and experience of the capacity of the judicial bodies that have jurisdiction on electoral disputes, including the Constitutional Council and the State Council; there is also limited knowledge within the members of those courts in the specific role of electoral dispute resolution.

Civil society: Lebanon's vibrant civil society structures have been actively engaged on issues related to electoral reform and promoting citizens' participation in the electoral process. They play a fundamental role promoting reform and raising awareness on electoral related issues as well as an effective watchdog of the fairness of electoral processes in Lebanon and the region.

Civil society organisations working to promote electoral reform gather since 2006 under the umbrella of the Civil Campaign of Electoral Reform (CCER) grouping over 65 organisations. Disappointingly, there have been limited attempts between the MOIM and civil society to build partnerships on electoral issues, despite the common position they have had on a number of the reform measures.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

Component 1:

Joint management with UNDP is envisaged, in accordance with Article 53d of the Financial Regulation. UNDP complies with the criteria provided for in the applicable Financial Regulation. 1 or 2 standard contribution agreements (depending on the date of approval of the revised electoral framework) will be concluded between the European Commission and UNDP, in accordance with the Financial and Administrative Framework Agreement (FAFA) concluded between the European Community (now Union) and the United Nations on 29 April 2003.

Component 2:

Direct centralised management through service and grant contracts, to be concluded via framework contracts, calls for tenders or calls for proposals or any other appropriate procedure.

The implementation of the programme will be overseen by steering committees for each component to ensure smooth implementation and to provide guidance in relation to programme objectives.

Audit and evaluation activities will be implemented through procurement under direct centralised management (service contracts).

The change of management mode constitutes a substantial change except where the Commission "re-centralises" or reduces the level of tasks previously delegated to the beneficiary country, international organisation or delegate body under, respectively, decentralised, joint or indirect centralised management.

4.2. Procurement and grant award procedures

Component 1 – Joint Management:

All contracts implementing the action are awarded and implemented in accordance with the procedures and standard documents laid down and published by the relevant International Organisation (UNDP).

Component 2 – Direct Centralised Management:

1) Contracts

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by the ENPI regulation. Further extensions of this participation to other natural and legal persons by the concerned authorising officer shall be subject to the conditions provided for in Article 21(7) ENPI.

2) Specific rules for grants

The essential selection and award criteria for the award of grants are laid down in the Practical Guide to contract procedures for EU external actions. They are established in accordance with the principles set out in Title VI 'Grants' of the Financial Regulation applicable to the General Budget. When derogations to these principles are applied, they shall be justified, in particular in the following cases:

- Financing in full (derogation to the principle of co-financing): the maximum possible rate of co-financing for grants is 80% of total eligible costs. Full financing may only be applied in the cases provided for in Article 253 of the Commission Regulation (EC, Euratom) No 2342/2002 of 23 December 2002 laying down detailed rules for the implementation of the Financial Regulation applicable to the General Budget.
- Derogation to the principle of non-retroactivity: a grant may be awarded for an action which has already begun only if the applicant can demonstrate the need to start the action before the grant is awarded, in accordance with for general budget: Article 112 of the Financial Regulation applicable to the General Budget.

4.3. Indicative Budget and calendar

The overall indicative budget for this project amounts to EUR 6 million distributed on the following budget lines.

Categories	EU Contribution in EUR (indicative)
EU contribution to UNDP "LEAP" (contribution agreements)	5 million
-Support to the implementation of electoral reforms that do not need require a change in the law	3 million
-Support to the implementation of electoral reforms that do require a change in law	2 million

Democratic Participation Facility (grants, services)	0.6 million
Monitoring, External Evaluation and Audit (services)	0.1 million
Contingencies*	0.3 million
TOTAL	6 million

*Use of contingencies is the subject to prior approval of the European Commission.

Foreseen operational duration is 48 months as from the adoption of the Financing Decision.

4.4. Performance monitoring

Performance monitoring will be based on project description and logical framework. Standard monitoring mechanisms will be used throughout the life of the project to assess activities and results. Activities will be monitored through field monitoring reports and regular field visits by the EU Delegation.

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

4.5. Evaluation and audit

The Commission may carry out external evaluations [via independent consultants], as follows:

- A mid-term evaluation mission.
- A final evaluation, at the beginning of the closing phase.
- Possibly an ex post evaluation.

Audit and expenditure verification missions might be carried out as necessary and in addition to the foreseen verification measures (fee-based service contracts and grants as well as contribution agreements).

All auditing matters related to the contribution agreements with UNDP are governed by the Verification Clause annexed to and forming an integral part of the Financial and Administrative Agreement (FAFA) concluded between the European Commission and the United Nations, signed on 29 April 2003.

An amount of EUR 100 000 is earmarked for audit and evaluation purposes which will be implemented through procurement under direct centralised management (service contracts).

4.6. Communication and visibility

The Commission, in coordination with all partners, will steer and carry out all activities pertaining to the promotion of the programme's activities, ensuring that information reaches out the largest and most possible population. This includes but is not restricted

to the establishment of a communication visibility action plan, contracting visibility/communication expertise, organisation of workshops, seminars...

The Communication and the Visibility Manual for EC External Actions should be followed at all times.

For EU contribution to UNDP "LEAP" programme it is foreseen a communication and visibility plan will be drafted in compliance with the Joint Visibility Guidelines for EU-UN Actions in the Field. For the Democratic Participation Facility visibility will be included in the specific component.

Action Fiche for Lebanon/ENPI/Human Rights and Democracy

1. IDENTIFICATION

Title/Number	Reinforcing Human rights and Democracy in Lebanon (AFKAR III) - ENPI/2009/20489.		
Total cost	EU Contribution EUR 20 million (EUR 10 million financed from the SPRING Programme 2011/2012 ¹ , complementing the initial EUR 10 million for which a Decision was taken in 2009 ²).		
Aid method / Method of implementation	Project approach – Partial decentralised management, Centralised management and Joint Management.		
DAC-code	15162/15150	Sector	(Human Rights /Civil Society)

2. RATIONALE

In response to the Arab Spring, the European Commission and the High Representative of the Union for Foreign Affairs and Security Policy presented two Joint Communications "A partnership for democracy and shared prosperity with the southern Mediterranean"³ and "A new response to a changing Neighbourhood"⁴. These called for a qualitative step forward in the relations between the EU and its southern neighbours that should be rooted unambiguously in a joint commitment to common values. More flexible and tailored answers that differentiate among each partner country should be offered in order for the partnership to develop with each neighbour on the basis of its needs, capacities and reform objectives. Supporting sustainable inclusive growth and economic development with a particular emphasis on small and medium-sized enterprises is one of the key objectives laid out in these joint communications.

A key component of the EU's response to challenges in the southern Neighbourhood is the SPRING programme 2011-2012 (Support for Partnership, Reforms and Inclusive Growth), which was established as an innovative "umbrella" programme to channel additional funds to partner countries to support democratic transformation, institution-building and further growth, operationalising the incentive-driven approach provided for in the two Communications referred to above.

The proposed action is in line with these objectives in that it is a scaling up of the on-going AFKAR III programme that aims at reinforcing the protection of human rights and democracy by supporting the civil society and the public administration in their efforts to improve the human rights record in Lebanon

2.1. Sector context

Lebanon's overall human rights record remains mixed, despite improvements since the withdrawal of Syria in 2005. Civil and political rights are generally respected,

¹ C(2011)6828.

² C(2009)7826.

³ COM(2011)200 of 8 March 2011.

⁴ COM(2011)303 of 25 May 2011.

however major difficulties relate to the weak Rule of Law, inefficient administration, corruption and nepotism, including amongst the judiciary. Albeit limited, some progress has been made in recent years to consolidate the situation of human rights. The Government of Lebanon has expressed determination and commitment to further strengthen citizen's rights, to protect the rights of the most vulnerable and to extend good governance practices. However, serious concerns still remain over the organisational weaknesses of the related institutions.

2.2. Lessons learnt

The EU has been active in human rights related domains during the last years in Lebanon. Several actions have been funded and are still ongoing, such as:

Reinforcing the role of civil society. AFKAR III will build on achievements of AFKAR I and II (2003 and 2005) and will redirect its focus on creating synergies among Lebanese civil society organisations (CSOs) working in the same field and between CSOs and the government. This new focus aims to limit the political/religious pressures hindering partnerships, mitigate financial fragility of most NGOs, and significantly enhance policy dialogue.

Support to the electoral reform. The objective, results and activities proposed below are based on the content of the electoral law (30/09/08) and the need for further reforms as suggested by the technical assistance deployed under the EUR 4 million "Electoral Assistance Programme" funded by the Instrument for Stability (IfS). A precise description of the support will be based on the recommendations of the eventual European Union Observation Mission to be deployed for the 2009 elections and on the final evaluation of the ongoing electoral assistance funded by the EU's Instrument for Stability (IfS). The programme should stay flexible in view of changes in law before the 2013 elections. **Women Domestic Migrant Workers (WDMW).** Support will be provided to the ongoing efforts for the regularisation and protection of WDMW channelled by the International Labour Organisation that has built extensive experience on the issue of women migrant workers in Lebanon. The Ministry of Labour has specifically requested ILO support in developing an action plan addressing labour migration management and regulation tools and strategies regarding migrant workers. The action is part of ILO's work on domestic workers carried out in neighbourhood countries (Jordan), Asia, the Gulf States and Latin America. The good practices of implementing a unified contract, suggesting integration of domestic workers in the national legal framework and seeking for bilateral agreements between sending and receiving countries are considered lessons learnt and good practices that this component intends to replicate in Lebanon.

Penitentiary reform. In March 2006, the Ministry of Interior (MoI) requested officially the Ministry of Justice (MoJ) to take over prison administration. There is now general agreement on moving forward with a 5-year programme (2009-2012). The United Nations Office on Drugs and Crime (UNODC) has the official mandate by the Ministry of Justice to lead the support of the activities facilitating the transfer of the management of prisons and is therefore the best placed to collaborate as implementing partner. UNODC has undertaken a first successful pilot project (2008) in the prison of Roumieh financed by Switzerland and Netherlands (eventually to be completed with a contribution from Denmark this year). The proposed component will build on this experience to support the transfer of management from the MoI to the MoJ.

2.3. Complementary actions

The programme attains a high degree of complementarity with both EU activities funded by thematic budget lines (EIDHR, AFKAR II and other thematic lines) and with bilateral projects (2005 EUR 14 million "Support to Reforms and Local Governance") seeking to consolidate local consultative platforms and ongoing experiences reinforcing the judicial system in Lebanon as well as the electoral assistance financed by the IfS.

2.4. Donor co-ordination

The local co-ordination with member States takes place in the framework of the annual work plans and is conducted through regular and thematic meetings. Member States are regularly informed about the preparation of the Action fiches. Co-ordination has been particularly ensured with Denmark, that is currently formulating a HR programme in Lebanon.

Regarding activities with civil society, donor co-ordination is actively pursued in Lebanon in the context of Small Grant Meetings -organised on a quarterly basis with Member States and other international Donors- in information on their respective programmes/projects in various sectors is exchanged, in an attempt to create synergy and avoid duplication.

3. DESCRIPTION

3.1. Objectives

The project aims at providing the necessary capacity building and support to the public sector and the civil society. The objective of the project is to reinforce the protection of human rights and democracy by supporting the civil society and the public administration in their efforts to improve the human rights record in Lebanon.

The programme has 3 different components:

Component 1. Active citizenship (Increase active citizenship and democratic participation in decision making).

Component 2. Improve the protection of women domestic migrant workers.

Component 3. Support the penitentiary reform.

3.2. Expected results and main activities

Component 1 (Active Citizenship)

Subcomponent 1: AFKAR III

Expected result is:

The CSOs are strengthened to serve as effective vectors of democratic and socio-economic reforms; initiatives aiming at supporting socio-economic development and reform are implemented.

Main activities under this result include:

- Developing and implementing a mixture of training, coaching, reflections and simulations to improve institutional set up of the CSOs.
- Launching two (2) grant schemes to support partnership projects among CSOs including:
 - Initiatives fostering networking among CSOs for a common goal contributing as such to strengthening citizen's rights, protecting the rights of the most vulnerable and extending good governance practices.
 - Initiatives contributing to poverty reduction through increasing people's ability to participate in, and benefit from, wealth and job creation.
- Promoting dialogue and collaboration among CSOs and with the government through:
 - Extending the scope of services to be provided by the Technical Assistance to wider group of relevant actors.
 - Provide additional support to the beneficiary in monitoring implementation of grant contracts awarded to CSOs through Calls for Proposals (CfPs) launched under the project.

Subcomponent 2: Support to the Electoral Reform

Expected results are:

- The out-of-country and absentee vote systems are ready for the 2013 elections.
- The electoral framework has undergone further reforms to increase its compliance with international standards.

Main activities under this expected result include:

- Designing an out-of-country voting and absentee voting system feasible in Lebanon and supporting its effective implementation.
- Supporting the adoption and implementation of reforms such as the development of a full fledged Independent Electoral Commission or the lowering of the voting age.

Subcomponent 3: Human Rights Facility

In addition to the above mentioned subcomponents, a small part of the budget will be reserved for activities of such sensitivity that they could not take place under the Lebanese government management (Support to the reconciliation process,

confidence building measures and/or controversial reforms) to be used in case of an urgent need or window of opportunity emerging in the field of democracy and human rights.

Component 2 (Protection of migrant workers)

Expected results are:

1. Enhanced capacities of the Ministry of Labour (MOL) and other key players to manage, co-ordinate and monitor the working terms and conditions of WDMW.

Main activities under this expected result include:

- Capacitating relevant governmental institutions through the National Steering Committee, towards better implementation of international human and labour rights standards that apply to migrant domestic workers in Lebanon (including the implementation of a unified standard contract for WMDW and extending coverage of Lebanese labour law to WDMW).
 - Capacitating the Syndicate of Recruitment Agencies on Corporate Social Responsibility.
 - Establishing a solid co-ordination, data management and knowledge sharing system that allows all involved actors including embassies of sending countries to share information.
2. Increased awareness on the situation of WMDWs in Lebanon.

Main activities under this expected result include:

- Publishing and disseminating a workers' information guide on human and labour rights of migrant domestic workers.
- Conducting capacity building sessions with NGOs, professionals (lawyers, social workers, teachers, etc.) as a part of an awareness raising strategy and for integrating migrant domestic workers as a part of their work.
- Raising awareness with media and wider public on the rights of migrant domestic workers (MDW) in Lebanon through media training, dissemination of documentary film, FAQ sheets, posters, radio and TV programs, etc.

Component 3 (support to penitentiary reform)

Expected Result: Capacity of civil society and human rights activists is enhanced and reinforced to contribute to their work in the promotion of human rights and fundamental freedoms in Lebanon, notably freedom of expression, freedom of media, accountability of human rights violations and access to justice for all.

Activities may include but not limited to:

- support to consolidate the right to freedom of expression in Lebanon, including artistic and cultural expression; the right to information and to communicate, including freedom of the media ; support to civil society to be an effective watchdog for freedom of expression including monitoring, documenting and denouncing of censorship and self-censorship ; support to build the capacity for an independent, quality based media sector.

- support to promote accountability for human rights violations and abuses of power as well as to develop effective remedies for victims.
- support to strengthen equality before the law and access to justice, including the right to a fair trial and due process and due process (e.g. regular occurrences of disregard of due process, arbitrary arrests and detention, lack of impartial tribunal and appropriate jurisdiction, restrictions on the exercise of legal defence, legal harassment on baseless charges).

3.3. Risks and assumptions

The assumptions for the success of the project and its implementation include:

- Political stability.
- Proven Government's commitment in implementing the different initiatives (electoral reform, prison reform, protection of migrant workers).
- Adequate participation of involved line Ministries.
- Adequate involvement of civil society representatives.

The main risk that could affect these assumptions is a major political shift in Lebanon after June 09 elections.

3.4. Crosscutting Issues

The project fosters the cross-cutting issues and, in particular, good governance, human rights and gender equality. In Component 1 Gender equality mainstreaming will be addressed in terms of increasing women's social and economic equality and participation in political life. Component 2 specifically targets to improve the situation of Women Migrant Domestic Workers while Component 3 will allow for an improvement in *prison conditions for women*.

3.5. Stakeholders

The institutional capacity of the beneficiaries has been assessed and key areas in need of support have been identified. All stakeholders have been fully involved and consulted at different levels, both in the identification and in the formulation phase.

The final beneficiaries of this project are the Lebanese citizens and the women migrant domestic workers who should benefit from strengthened democracy and a system more protective of human rights.

The immediate beneficiaries will be the civil society and the Government of Lebanon, the line Ministries and the public structures that will be supported by the Project. Among these: Ministry of Interior, Ministry of Labour, Ministry of Justice, the Security Forces.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

For Subcomponent 1 (AFKAR III) of Component 1 (Active citizenship), the implementation method will be **partial decentralised management**, through the signature of a Financing Agreement with the Government of Lebanon in accordance with Articles 53c and 56 of the Financial Regulation. The Office of the Minister of

State for Administrative Reform (OMSAR) will be the contracting authority for all contracts under this subcomponent.

The Commission controls *ex ante* all the procurement procedures except in cases where programme estimates are applied, under which the Commission applies *ex ante* control for procurement contracts > EUR 50,000 and may apply *ex post* for procurement contracts \leq EUR 50,000. The Commission controls *ex ante* the contracting procedures for all grant contracts.

Payments are executed by the Commission except in cases where programmes estimates are applied, under which payments are executed by the beneficiary country for operating costs and contracts up to the ceilings indicated in the table below.

The responsible Authorising Officer ensures that, by using the model of financing agreement for decentralised management, the segregation of duties between the authorising officer and the accounting officer or of the equivalent functions within the delegated entity will be effective, so that the decentralisation of the payments can be carried out for contracts up to the ceilings specified below.

Works	Supplies	Services	Grants
< EUR 300,000	<EUR 150,000	< EUR 200,000	\leq EUR 100,000

Component 2 (Protection of migrant workers) and 3 (Support to penitentiary reform) will be implemented through Joint management with international organisations (International Labour Organisation ILO and United Nations Office on Drugs and Crime UNODC respectively). Two contribution agreements will be concluded by the Commission on behalf of the Beneficiary, in accordance with the Financial and Administrative Framework Agreement signed by the European Commission and the United Nations, on April 29th 2003.

Subcomponent 2 (support to the electoral reform) and Subcomponent 3 (human rights facility) of Component 1, as well as auditing, evaluation and monitoring contracts, will be implemented by centralised management.

The change of management mode constitutes a substantial change except where the Commission "re-centralises" or reduces the level of tasks previously delegated to the beneficiary country, international organisation or delegatee body under, respectively, decentralised, joint or indirect centralised management.

4.2. Procurement and grant award procedures / programme estimates

1) Contracts

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by the ENPI regulation. Further extensions of this

participation to other natural or legal persons by the concerned authorising officer shall be subject to the conditions provided for in Article 21(7) ENPI.

2) Specific rules for grants

The essential selection and award criteria for the award of grants are laid down in the Practical Guide to contract procedures for EU external actions. They are established in accordance with the principles set out in Title VI 'Grants' of the Financial Regulation applicable to the general budget.

When derogations to these principles are applied, they shall be justified, in particular in the following cases:

- Financing in full (derogation to the principle of co-financing): the maximum possible rate of co-financing for grants is 80%. Full financing may only be applied in the cases provided for in Article 253 of the Commission Regulation (EC, Euratom) No 2342/2002 of 23 December 2002 laying down detailed rules for the implementation of the Financial Regulation applicable to the general budget of the European Communities.
- Derogation to the principle of non-retroactivity: a grant may be awarded for an action which has already begun only if the applicant can demonstrate the need to start the action before the grant is awarded, in accordance with Article 112 of the Financial Regulation applicable to the general budget.

3) Joint management

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the International Organisation concerned.

4) Specific rules on programme estimates:

All programme estimates must respect the procedures and standard documents laid down by the Commission, in force at the time of the adoption of the programme estimates in question (i.e. the Practical Guide to procedures for programme estimates).

4.3. Budget and calendar

The total EU contribution to the programme is EUR 20 million, with EUR 10 million under the SPRING programme and EUR 10 million under the National Indicative Programme for Lebanon 2007-2010. The indicative breakdown is as follows.

Budget item	Budget (EUR)
1. Active Citizenship	15,200,000
1.1 AFKAR III (mainly services, supplies and grants)	10,000,000
1.2 Electoral Assistance (mainly services, supplies and grants)	2,000,000
1.3 Human Rights Facility (mainly services, supplies and grants)	3,000,000

1.4 Visibility (mainly services, supply and grants)	200,000
1.5 Operating costs (mainly services, supply and grants)	0
2. Women Domestic Migrant Workers	1,500,000
3. Prison Reform	2,000,000
4. Audit, monitoring, evaluation	200,000
5. Contingencies *	1,100,000
Total	20,000,000

The operational duration of the programme will be **72 months** as from signature of Financing Agreement and the contribution agreements.

4.4. Performance monitoring

The performance will be monitored and evaluated through predefined milestones, periodic visits and regular reporting. Specific performance indicators are included in the logical frameworks of each component.

4.5. Evaluation and audit

An independent evaluation will be carried out by the European Commission. The component decentralised to OMSAR will undergo bi-annual audits. The Commission will prepare the terms of reference and select the service providers for audit, monitoring and evaluation missions. The Commission will communicate all audit and evaluation reports to the Beneficiary. The beneficiary will put at the disposal of the audit, monitoring and evaluation missions all requested supporting documents. All auditing matters related to the contribution agreements with the international organisation are governed by the Verification Clause annexed to and forming an integral part of the Financial and Administrative Agreement signed by the European Commission and the United Nations (agreement signed 29 April 2003). If necessary an ad hoc audit could be contracted by the Commission.

4.6. Communication and visibility

The visibility of each action will comply will EU guidelines under the guidance of the EU Delegation. The EU Delegation will pay particular attention to ensure that the Joint Visibility Guidelines for EU-UN Actions in the Field (April 2008) are carefully followed. The communication activities foreseen in this plan will be implemented through specific technical assistance contracts