



**LEBANON**  
Response Plan

**Lebanon**  
**Response**  
**Plan**  
2025





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## Terminology in the LRP

Within the Lebanon Response Plan, the term ‘national systems’ refers to national government and local institutions, working alongside partners including civil society and private sector, in accordance with Lebanon’s national laws and regulations.

‘Localization’, within humanitarian action, means empowering national and local responders in affected countries to lead and deliver humanitarian aid. Participants of the World Humanitarian Summit (2016) acknowledged the need to recognize and prioritize the development of national and local capacity to lead and respond to crises, and pledged to give more funds directly, where possible<sup>1</sup>.

The Lebanon Response Plan uses the following terms to refer to persons who have fled from Syria:

The Lebanon Response Plan uses the following terminologies to refer to persons who have fled from and cannot currently return to Syria:

1. “persons displaced from Syria” (which can, depending on context, include Palestinian refugees from Syria as well as registered and unregistered Syrian nationals);
2. “displaced Syrians” (referring to Syrian nationals, including those born in Lebanon to displaced Syrian parents);
3. “persons registered as refugees by UNHCR” and;
4. “Palestine refugees from Lebanon” (referring to 200,000 PRL living in 12 camps and 156 gatherings) and;
5. “Palestinian refugees from Syria” (referring to 23,026 PRS across Lebanon).

## Appealing Partners in 2025

ACA Lebanon, ACF Spain, ACTED, ADRA, Adyan Foundation, AICA, AISPO – Italian Association for Solidarity Among People, Akkarouna, Al Fayhaa, Al Majmouaa, Al Midan, Alsama project, Amalouna, AMEL, Ana Aqra, AND, ANERA, Arcenciel, Arche Nova, ARCS, Association Libanaise des chevaliers de Malte, AVSI, B&Z, Bedayati, Borderless, CARE, Caritas Lebanon, CDLL, CELIM – Centro Laici Italiani per le Missioni, CESVI, Chaine de l’Espoir, CISP, CLDH, Code Brave, Compassion Protestant Society, CONCERN, Connecting Research to Development, COOPI, CVC Charity, Dawaer Foundation, DCA, Development and Cooperation Association, DPNA, DRC, Embrace, Fair Trade Lebanon, Family Rights Forum, FAO, Farah Social Foundation, FISTA, Fondation Mérieux, Ghawth, Ghrass for Society Development, HAND, Hariri Foundation for Sustainable Human Development, Himaya, Himaya Daeem Aataa (HDA) Association, Humani-terra, Humanity and Inclusion, ICU, IDRAAC, ILO, Imam Sadr Foundation, IMC, INITIATE, International Alert, Intersos, IOCC Lebanon, IOM, IRADA, IRC, Islamic Women’s Association, Jafra Foundation, JRS, KAFA, Karma, Key of Life, Lavender Gate Organization, Leb Relief, Lebanese Social Responsibility - LSR, LECORVAW, LEE Experience, Live Love Lebanon, LOST, LRI, LUPD, MAG, Magna Lebanon, MAP-UK, MCC, MDM, MEDAIR, Mercy Corps, Mercy USA, Michel Daher Social Foundation - MDSF, Migration Services and Development - MSD, Mission Education, Mouvement Social, MPDL, Naba’a, Nabad, NAC-National Autism Community, Nahnoo, NAWA, Norwegian Church Aid - NCA, NPA, NRC, Nusaned, OXFAM, PCPM, Plan International, Projecthope, PU-AMI, Rahma Association, RESTART Lebanon, RI, Right to Play, RMF, RTA - Ready for Tomorrow Association, Salam LADC, SAWA, SBT, SCI, SDAid, Seenaryo, SHEILD, Shift, SIDC, SIF, Skoun, Social Association, Solidarités international, Solidarity Association for Social and Cultural Development - TADAMON, SSSE, Tabitha-Dorcas, Tahaddi Lebanon, TdH-It, TdH-L, Teach for Lebanon, Tearfund, Threads of Peace - House of Peace, UN Women, UNDP, UNESCO, UNFPA, UN-Habitat, UNHCR, UNICEF, UNOPS, UNRWA, URDA, USPEAK, Utopia, War Child Holland - WCH, WATAD Association, We World GVC, Welthungerhilfe, WFP, WHO, WRF, WVI.

*Produced by the Government of Lebanon and the United Nations, 2025.*

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<sup>1</sup> Chair’s Summary by the UN Secretary-General World Humanitarian Summit, 2016, page 6. UNSG reports on the summary of commitments made by participants of the Summit, including 173 UN member states. For further information on localization, please see resource page: [Localisation - European Commission \(european.eu\)](https://www.europeancommission.europa.eu)



# PART 1

## LEBANON RESPONSE PLAN

INTRODUCTION

AT A GLANCE

SECTOR COORDINATION TEAMS

# 1. INTRODUCTION

The year 2024 marked an exceptionally challenging time for Lebanon, marked by the convergence of multiple crises that strained the country's social, economic, financial and environmental stability. The escalation of hostilities along Lebanon's southern border, which began on October 8, 2023 further compounded the challenges. The impact of this escalation has been severe, with widespread internal displacement, destruction of infrastructure, housing, land, businesses, and government buildings in many region and further deterioration of essential services such as health, education, water, energy and social protection systems. Vulnerable populations, already reeling from Lebanon's protracted crises, continued to bear the brunt of these compounded hardships.

In parallel, Lebanon has been facing an extended political vacuum that has hampered its response to the impact of the war and immediate recovery efforts. With the cessation of hostilities and related commitments on enhanced security arrangements towards the implementation of UNSCR 1701 between Lebanon and Israel on 27 November 2024, as well as a newly elected president, Joseph Aoun, and the nomination of a new prime Minister Nawaf Salam, 2025 has begun with a renewed sense of optimism for stability across Lebanon. At the same time, the fall of the Assad regime in Syria, on December 8, 2024 has shifted the geo-regional landscape, causing a new wave of displaced Syrians to cross into Lebanon, as well initial spontaneous returns to Syria.

The Lebanon Response Plan 2024-2025 (LRP) is an integrated humanitarian and stabilization response plan co-led by the Government of Lebanon and the United Nations, supported by international and national partners. The plan sets out to respond to challenges in a holistic manner through providing immediate assistance to and ensuring protection of vulnerable populations; supporting service provision through national systems; and supporting Lebanon's economic, social and environmental stability. Based on the needs identified by affected communities, the Government and its partners, the LRP presents a prioritized and evidence-based appeal of \$2.72 billion in 2024 and \$2.99 billion in 2025 to fund partners' coordinated interventions across eleven sectors.

Responding to the imperative to work in an as efficient and coordinated way as possible, including through humanitarian–peace–development nexus approach amid the multiple drivers of crisis in Lebanon, for a second year in a row, the consolidated LRP brings together efforts under the previous Lebanon Crisis Response Plan (which targeted displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestine Refugees in Lebanon (PRL), 2015-2023) and the Emergency Response Plan (which targeted vulnerable Lebanese, PRL and migrants, 2021-2023).

As part of the LRP, an extended Flash Appeal, calling for an additional \$371.4 million, was launched for the period January to March 2025, to enable partners to rapidly deliver principled and effective humanitarian assistance and protection to one million people directly impacted by the recent escalation of hostilities and displacement (IDPs & returning IDPs). The Flash Appeal is fully complementary to, and supportive of, the Lebanon Response Plan (LRP) 2025, which remains the primary planning

framework for the humanitarian and stabilization response, co-led with the Government of Lebanon (GoL).

The LRP recognizes that the needs of Lebanon's institutions and people have substantially increased and changed in recent years amid the unprecedented financial, economic and public health crises, and exacerbated by the escalation of the conflict in 2024 as well as the regional instability. Alongside displaced populations and migrants residing in Lebanon also deeply affected by the compounded crises, for many Lebanese, access to public services and assistance is an essential life-line. Working to bolster vital national systems and ensure support to those who need it most is our common endeavor. In addition, with the cessation of hostilities, focus is shifting towards return and recovery, where stabilization and recovery needs are immense.

In line with commitments made at successive Brussels Conferences on Supporting the Future of Syria and the Region, the Lebanon Response Plan also recognizes the duty of the international community to support Lebanon, given its role as host country. Lebanon continues to host the most internationally displaced people per capita and per square kilometer in the world. More than thirteen years since the start of the crisis in Syria, the impact on Lebanon's social, environmental and economic stability remains significant.

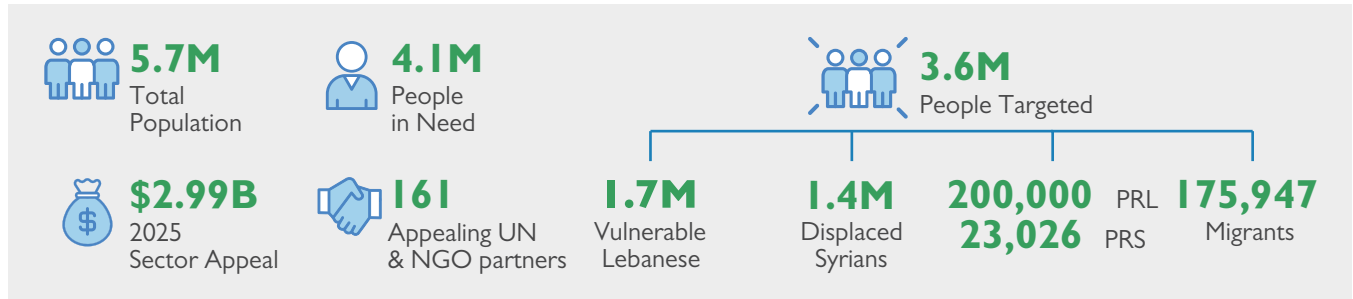
The donor community has provided steadfast support through more than \$14 billion of humanitarian and stabilization funding to Lebanon since 2015. Given the substantial assistance priorities and overall fluidity, enhanced, flexible donor support will be pivotal, as the development of durable solutions at scale will take time in light of the uncertain situation in Syria. Through the LRP, in turn, the government of Lebanon and its partners commit to ensuring efficiency, accountability, and transparency.

The cessation of the hostilities, the election of a President and the nomination of a new Prime Minister all contributed to a broader emphasis on the stabilization component of the LRP. This is linked to a much stronger focus on a nexus approach, renewed efforts for stronger socio-economic, environmental and financial institutions able to extend basic service delivery, access to diversified livelihood opportunities and support to MSMEs, implementation of effective recovery and stabilization interventions, attraction of foreign investments to ultimately leading to better socio-economics dividends.

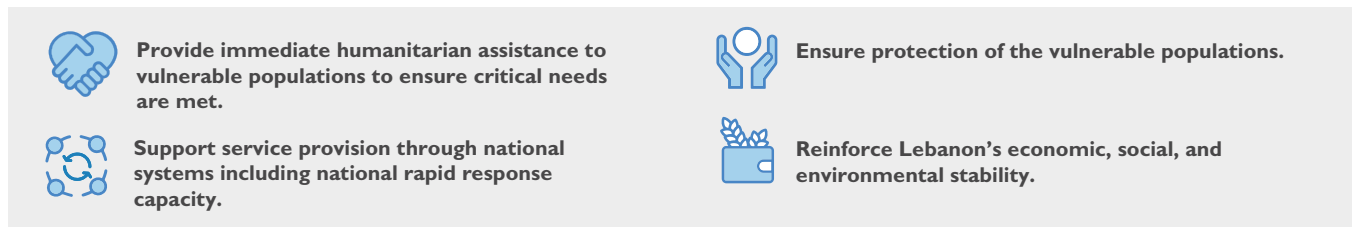
The temporary nature of the LRP serves to reinforce the essential collaborative action that is of course required outside of the confines of a humanitarian and stabilization response plan to secure lasting solutions for a better future for people across the country. This includes action to manage multifaceted, regional displacement crises, including through enhanced border security and labor migration management, and addressing barriers to return in safety and dignity; to advocate for and support the country's reform agenda; and to address pre-existing structural development constraints and support Lebanon's sustainable development trajectory, among other common objectives shared by the Government of Lebanon and the international community.

# 2. AT A GLANCE

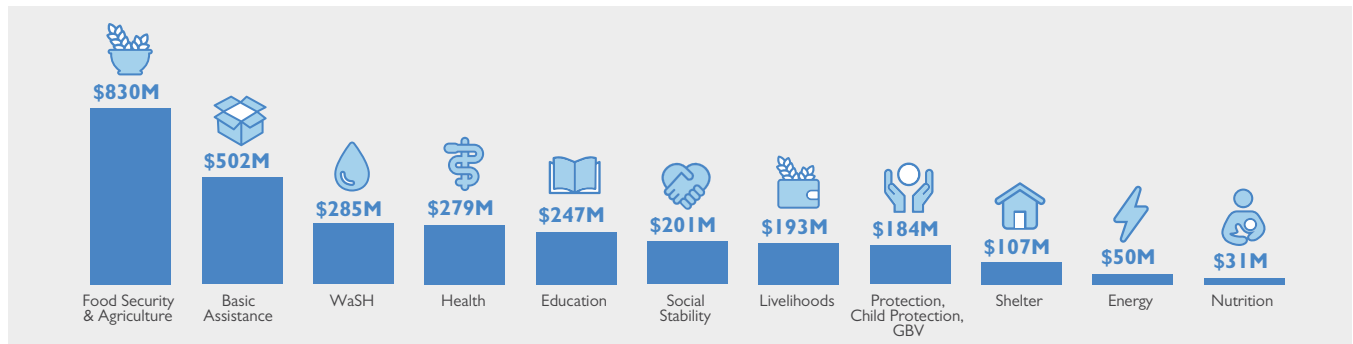
## 2025 Planning Figures



## Strategic Objectives



## 2025 Funding Requirement by Sector

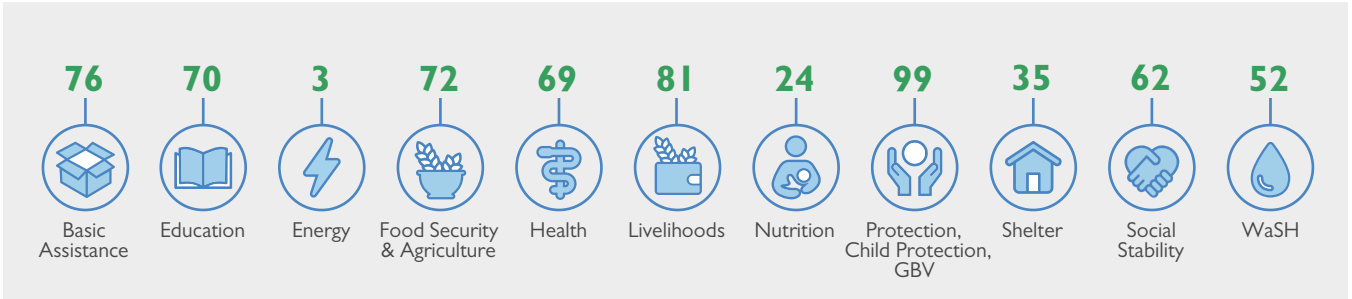


## 2025 Population Targets by Sector\*

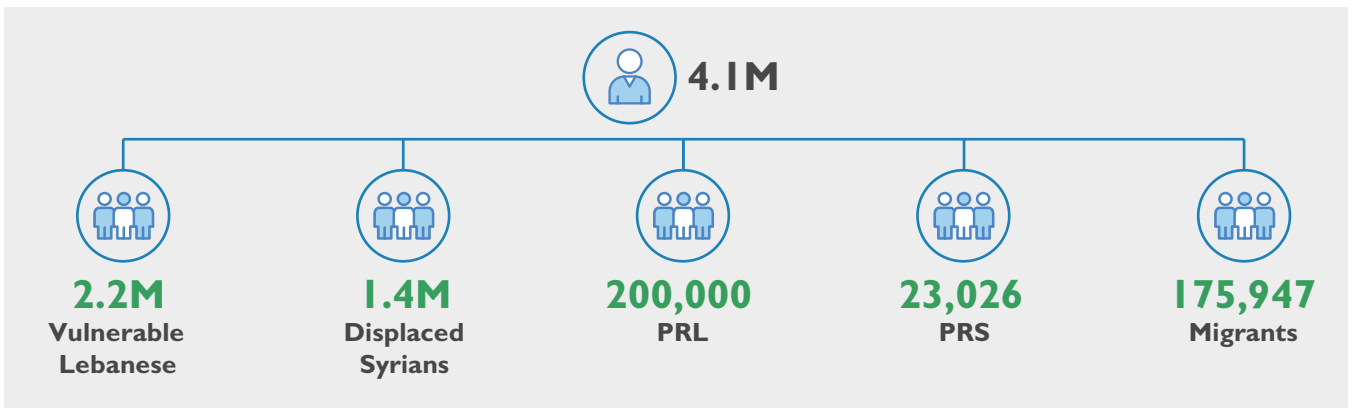
Sectors	People Targeted	Vulnerable Lebanese	Displaced Syrians	PRL	PRS	Migrants	Others
Basic Assistance	2,636,042	1,142,102	1,261,355	162,000	23,026	35,189	12,370
Education	981,531	571,653	349,800	50,508	6,177	3,393	0
Energy	1,140,000	855,000	285,000	0	0	0	0
Food Security & Agriculture	2,595,205	1,142,102	1,261,355	104,500	12,031	75,217	0
Health	2,491,343	1,098,220	1,260,000	20,000	23,026	90,097	0
Livelihoods	76,701	65,483	10,651	307	260	0	0
Nutrition	923,617	658,870	218,798	22,770	2,854	20,325	0
Protection, Child Protection, GBV	1,502,655	516,395	856,533	59,052	19,206	44,969	6,500
Shelter	613,908	195,975	382,600	24,500	3,145	7,688	0
Social Stability	3,502,685	1,603,712	1,500,000	200,000	23,026	175,947	0
WaSH	2,325,666	1,693,666	570,000	40,000	12,000	10,000	0

\*These numbers will be revised down according to 1.4M Displaced Syrians in light of ongoing population movement by the first quarter of the year.

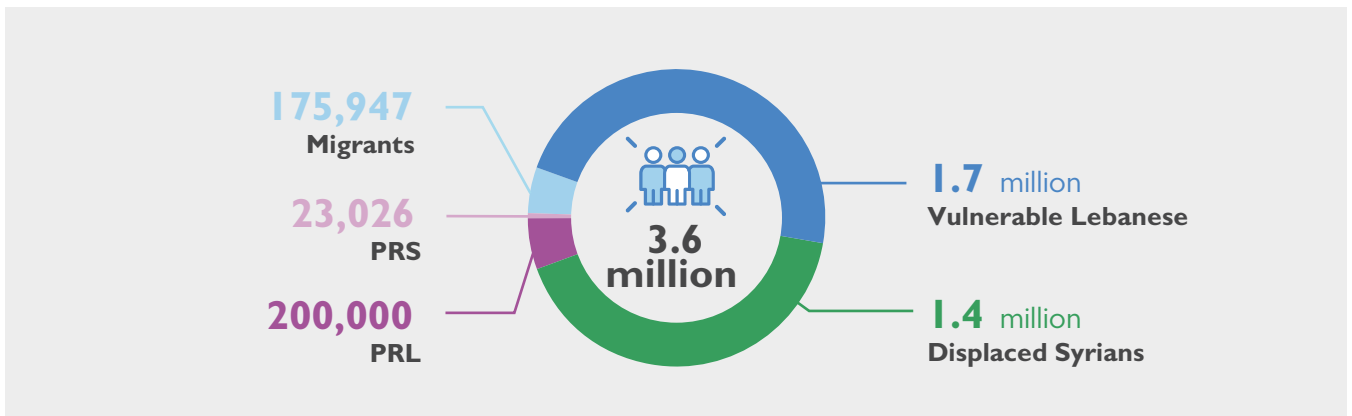
## Appealing Partners by Sector



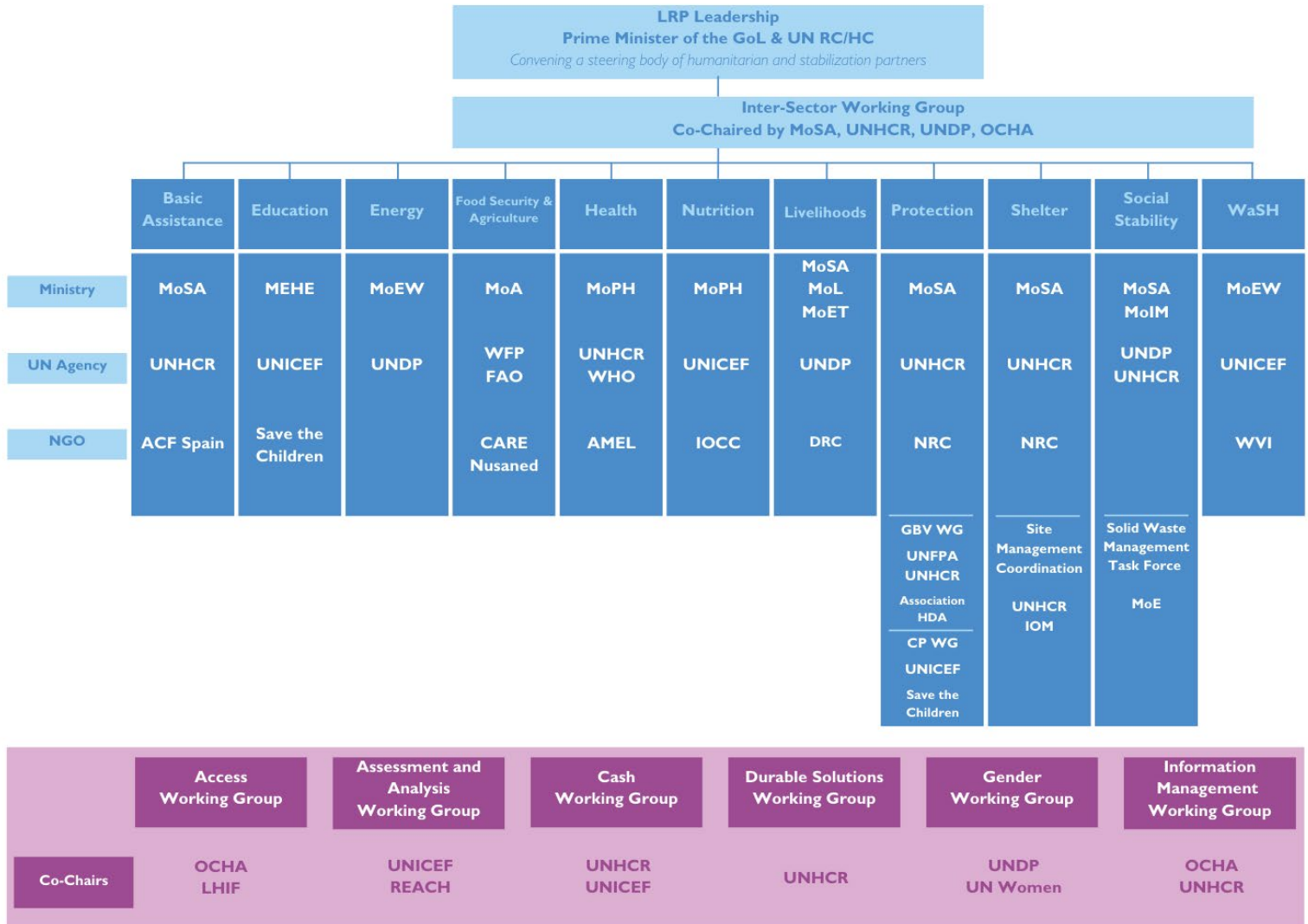
## People in Need



## People Targeted



# 3. SECTOR COORDINATION TEAMS



# PART 2

## SECTOR STRATEGIES

BASIC ASSISTANCE

EDUCATION

ENERGY

FOOD SECURITY & AGRICULTURE

HEALTH

NUTRITION

LIVELIHOODS

PROTECTION

SHELTER

SOCIAL STABILITY

WATER

# BASIC ASSISTANCE

## PEOPLE IN NEED

 **2,673,608**

## PEOPLE TARGETED

 **2,466,687**

## SECTOR APPEAL

 **\$501,760,666**

## CONTACT

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## SECTOR OUTCOMES

### OUTCOME 1:

Strengthen the ability of poor and vulnerable households and individuals, including female-headed HHs, persons with disabilities and children, to meet their basic needs

- **Output 1.1:** Poor and vulnerable households and individuals benefit from regular unconditional and unrestricted cash grants

### OUTCOME 2:

Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic needs



- **Output 2.1:** Population affected by seasonal hazards and emergencies benefits from cash grants
- **Output 2.2:** Population affected by seasonal hazards and emergencies benefits from in-kind assistance

### OUTCOME 3:

Technical assistance to the national social assistance system is provided

- **Output 3.1:** Operational linkages between partners supporting vulnerable and extreme poor Lebanese with the national social assistance system are identified and established

## POPULATION BREAKDOWN

	PIN 2025	TARGET 2024	TARGET 2025
 PERSONS DISPLACED FROM SYRIA	1,157,000	1,275,000	1,092,000
 VULNERABLE LEBANESE	1,202,212	927,431	1,142,102
 PRS	23,026	23,026	23,026
 PRL	200,000	145,000	162,000
 MIGRANTS	79,000	50,969	35,189
 OTHER	-	-	12,370

# 1. SITUATION ANALYSIS

For the sixth consecutive year, Lebanon continues to face multilayered crises driven by severe economic and financial instability. These crises have resulted in a significant breakdown in governance across public institutions, leading to the interruption of basic services and a sharp increase in social and economic vulnerabilities. The absence of a comprehensive package of crisis resolution plans makes long-term investment impractical, further exacerbating the deterioration of Lebanon's constrained physical, human, social, and natural resources.

The conflict at Lebanon's southern border, which has spread to other regions, has intensified existing challenges and needs, impacting both displaced individuals and those unable to relocate from high-risk areas. This situation has also triggered severe economic repercussions, particularly affecting commodity markets and driving notable price increases.

In October 2024, Lebanon's Consumer Price Index (CPI) surged by almost 1,000 points compared with that in October 2023, primarily due to the impact of the ongoing conflict on the cost of living<sup>1</sup>. Local authorities in the affected areas have identified urgent needs that fall under the Basic Assistance sector's scope, including essential items such as pillows, mattresses, blankets, kitchen sets, heaters, and mats. As of December 12, 2024, approximately 603,000 items have been distributed, benefiting an estimated 263,000 individuals.<sup>2</sup>

Despite these efforts, the efficacy of the response remains contingent on the capacities, budgets, and resource reallocations of partner organizations, particularly following the cessation of hostilities, during which emergency cash assistance is prioritised to address the needs of conflict-affected populations. However, significant funding gaps and constraints threaten to leave many affected individuals without essential items crucial for survival and overall well-being. Urgent attention and additional resources are imperative to address these pressing vulnerabilities.

The ongoing conflict has inflicted profound economic damage on Lebanon, with total economic costs (both direct and indirect) estimated at \$10–13 billion by late 2024, far exceeding the \$5–7 billion incurred during the 2006 conflict.<sup>3</sup> By November, Direct damage to physical assets alone surpassed \$4 billion, whereas indirect costs—spanning lost economic activity, disrupted exports, and displaced populations—were conservatively

estimated at \$8 billion, with some local estimates exceeding \$20 billion.

Lebanon's GDP is projected to contract by an average of 7.2 per cent in 2024<sup>4</sup> (over 9 per cent according to UNDP projection) worsening an already dire economic collapse that witnessed a nominal GDP fall by 66 per cent between 2019 and 2023. The crisis is expected to persist into 2025, with GDP contraction estimates ranging from 2.3 per cent to 10 per cent, depending on national and regional stability. In the absence of substantial recovery efforts, Lebanon faces the prospect of prolonged economic stagnation, further exacerbating social and fiscal vulnerabilities.

Tourism, a critical economic driver, has faced significant disruptions, erasing previous gains and worsening Lebanon's economic challenges.<sup>5</sup> Fiscal indicators showed modest improvements in 2023, with revenues reaching 15.3 per cent of GDP and a primary surplus of 1.6 per cent. However, inflation surged to an alarming 221.3 per cent, driven by the sharp devaluation of the Lebanese Pound early in the year.<sup>6</sup> Since October 2023, the informal exchange rate has stabilised at approximately USD/LBP 89,500,<sup>7</sup> supported by increasing foreign exchange inflows and reduced currency circulation.<sup>8</sup> While these measures have provided temporary relief, long-term recovery remains hindered by persistent political deadlock, a lack of structural reforms, and the absence of a comprehensive crisis resolution plan.<sup>9</sup>

In October 2024, the Consumer Price Index (CPI), which measures the average price change over time, recorded its most significant increase on record. As of that month, the CPI had risen by 16 per cent compared to October 2023,<sup>10</sup> while the yearly inflation rate for 2023 stood at 221 per cent—the highest since the crisis began in late 2019.<sup>11</sup> The cost of the Survival Minimum Expenditure Basket (SMEB) increased by 19 per cent in both LBP and USD terms between October 2023 and October 2024, reaching LBP 40.3 million (\$443) in October 2024 for a family of five.<sup>12</sup> The food component of the SMEB, which consists of essential food items providing 2,100 Kcal per day, reached LBP 3.4 million (\$37.4) per person per month in October 2024, significantly surpassing its pre-crisis value, whereas the non-food SMEB reached LBP 23.2 million (\$259) for a family of five.<sup>13</sup>

1 Central Administration of Statistics (CAS) (2024).  
 2 At a Glance Report (2024), 12 December 2024.  
 3 World Bank (2024), Atlas Assistance, December 2024  
 4 World Bank, UNDP, IIF.  
 5 World Bank (2024).  
 6 IMF (2023).  
 7 WFP (2024), Market Monitor, October 2024.  
 8 UNDP (2024).  
 9 World Bank (2024).  
 10 Central Administration of Statistics (CAS).  
 11 Latest reported CPI values as of January 2023.  
 12 WFP (2024), Market Monitor, October 2024.  
 13 WFP (2024), Market Monitor, October 2024.

The social implications of these crises have disproportionately impacted vulnerable groups, including Lebanese,<sup>14</sup> displaced Syrians, Palestinian Refugees from Syria (PRS), refugees from other nationalities, Palestinian Refugees in Lebanon (PRL), and migrants.

The economic crisis has disproportionately affected socially vulnerable groups, including female-headed households and families with members facing lifecycle vulnerabilities such as children, the elderly, and persons with disabilities. Female-headed households are relatively poorer in multidimensional terms, with 81 per cent of females are outside the labour force, compared to 25 per cent of their male counterparts.<sup>15</sup> Gender disparities remain stark in Lebanon, with women facing fewer assets, higher unemployment rates, lower wages, and limited access to social and cultural resources. Restricted access to these resources further hinders women's human capital development and workforce participation.

Crisis conditions have led to job and income losses, making it increasingly difficult for vulnerable households and individuals to meet basic needs. Historically, data from Lebanon has consistently revealed significant gender gaps in labour force participation and employment rates. In 2022, the gender gap further widened, with only 22 per cent of women participating in the labour force compared to 66 per cent of men. More specifically, employment-to-population ratios show that only 15 per cent of women are employed compared to 47 per cent of men, while the unemployment rate for women stands at 33 per cent, exceeding the 28 per cent rate for men. These disparities highlight the persistent challenges women face in accessing stable and decent employment opportunities (CAS & ILO, 2022).



@Medair

14 IPC (2024), According to the IPC Acute Food Insecurity Phase Classification PINHA analysis, 31 per cent of Lebanese households were classified in Phase 3 and above.

15 UNHCR (2024), Vulnerability assessment for Syrian Refugees, 2024.

## 2. OVERALL SECTOR STRATEGY

The Basic Assistance sector aims to prevent socio-economically vulnerable households and individuals from falling deeper into poverty while minimising reliance on negative coping mechanisms. This is accomplished through the provision of cash assistance to improve access to basic goods and services for poor households in all their diversity while providing additional support to susceptible groups and those facing social challenges, such as female-headed households, children, older persons, and persons with disabilities, on a regular, seasonal and/or during emergency basis. Moreover, the sector aims to support the National Social Assistance system under development as part of the broader National Social Protection Strategy (2023).

The intervention logic is summarised as follows:

- If financially disadvantaged and socio-economically vulnerable households receive unconditional, unrestricted cash assistance grants, their basic needs will be met.
- If households or individuals with specific socio-economic needs that result in additional financial burdens are identified, providing them with unconditional, unrestricted cash grants will address their specific basic needs.
- If populations affected by displacement, seasonal hazards, and/or emergencies/conflicts—and representing socio-economic diversity—and receive cash grants and/or in-kind assistance guided by a comprehensive gender and diversity analysis, they will be able to meet additional needs without compromising spending on necessities.
- If humanitarian actors within the sector establish operational and technical connections with the national social assistance system (including the National Social Protection Strategy, National Disability Allowance, National Child Grants—under design, the National Poverty Targeting Programme, and the Emergency Social Safety Net Programme), as well as with other relevant sectors, then assistance and services can be delivered effectively and efficiently, contributing to the overall strengthening of the system.

The Sector's focus on cash-based interventions stems from evidence that cash offers households the flexibility to determine and prioritise their needs, empowers them, and promotes dignity and autonomy of choice for recipients while stimulating local markets and achieving economies of scale compared to in-kind modalities.<sup>16</sup> Although the ongoing economic, banking, and financial crisis in the country has made the provision of cash assistance challenging, the experience of cash actors over the past three years has shown that cash transfers remain both

relevant and feasible in the current context. This is evident in high redemption rates of over 97.5 per cent<sup>17</sup> and scarce reports of any serious risks associated with redeeming and spending assistance (98% of beneficiaries stating that they were able to access cash assistance safely). However, accessibility to ATMs in remote and hard-to-reach areas remains a concern.<sup>18</sup> Moreover, vulnerable families—including displaced Syrians, Lebanese, and Palestine Refugees in Lebanon (PRL), Palestinian Refugees from Syria (PRS), and Migrants—have continued to voice a preference for receiving support through unrestricted cash.<sup>19</sup>

Furthermore, the sector adopts a flexible and agile approach to delivering assistance, given the current logistical and structural challenges imposed by the economic crisis, which also affect the currency of disbursement. As a result of the rapid devaluation of the currency and the heightened pressure on commercial banks, particularly concerning redemption channels, a dual currency disbursement of cash assistance has been reintroduced for displaced Syrians as of May 2023. This follows the good practice of dollarisation seen in other national programmes such as the Emergency Social Safety Net (ESSN), the National Poverty Targeting Programme (NPTP) referred to below as “AMAN”, and the National Disability Allowance (NDA). The redemption experience among assisted families has been enhanced, with recipients expressing more efficient, secure, and dignified access to assistance.<sup>20</sup> Some sector partners have already shifted away from bank-centric models to cash-over-the-counter modalities, and dollarised assistance has been implemented to preserve the value of the transfers provided at earlier stages.

While cash transfers remain the preferred modality for supporting families in meeting their basic needs, the sector will continue to maintain in-kind assistance, on a smaller scale than cash, particularly in a tailored response to individual, household, or community-level emergencies. In-kind assistance, which includes the distribution of non-food items such as blankets, mattresses, sleeping mats, clothes, kitchen sets, jerry cans and solar lamps, supports families in recovering after having lost essential household assets due to emergencies, floods, fires, evictions, and/or relocation.

In November 2023, the Government of Lebanon approved and adopted the National Social Protection Strategy and launched it in February 2024. This strategy sets a unified vision for social protection through a life cycle and sectoral approach. It encompasses five pillars of the social protection system in Lebanon: Social Assistance, Social Insurance, Social Welfare, Financial Access to Basic Services, and Economic Inclusion and Labor Market Policies. The Basic Assistance sector aligns with

16 Shannon Doocy and Hannah Tappis, *The Effectiveness and Efficiency of Cash-Based Approaches in Emergencies: A Systematic Review*, 2015.

17 Redemption rates from the Lebanon One Unified Inter-Organizational System for E-cards (LOUISE).

18 UNHCR (2023), *Multi-Purpose Cash Assistance Programme Post Distribution and Outcome Monitoring Endline 2023*, November 2023.

19 REACH, *Multi-Sectoral Needs Assessment*, September 2022.

20 UNHCR and WFP (2023), *Joint Report on Dual Currency Disbursement*.

the strategy and includes interventions that aim to address poverty as well as lifecycle vulnerabilities through cash-based assistance. The 2025 sector strategy continues to provide a flexible framework for partners to tailor responses to recipients' needs, adapt programmatic approaches, and maintain an overall harmonised approach for large-scale programmes.

Specifically, the Basic Assistance sector aims to establish linkages with the Social Assistance Pillar of the National Social Protection Strategy. These linkages will primarily focus on existing humanitarian cash assistance programmes, as well as national programmes such as "AMAN" and National Social Grants programmes—especially the National Disability Allowance (NDA), which was successfully designed and rolled out in 2023, pending the launch of the National Child Grant (NCG) as soon as funding becomes available. Coordinating between humanitarian assistance and national social assistance programmes enhances the effectiveness and sustainability of service delivery, increases coverage, and addresses gaps and additional needs, while leveraging the extensive experience of sector partners in designing, implementing, and delivering social assistance programmes, ensuring effective coordination with other sectors as required.

Building upon the existing structures of the nascent social assistance system, sector partners have managed to provide immediate support to Lebanese households and vulnerable individuals in response to the immediate needs arising from the conflict along Lebanon's southern border. This has been accomplished through a series of interventions that utilise the structures of poverty targeting (AMAN) and social grants (NDA), applied both vertically and horizontally. The successful implementation and timely disbursement of assistance, coupled with the identification process carried out in close coordination with the Ministry of Social Affairs (MOSA), have yielded positive and promising outcomes. This underscores the critical need to further develop the system and institutionalise shock-response elements to face future crises. And lastly, a significant milestone was reached in 2024, which paves the way towards further strengthening of the national system and enhances the capacity to expand the coverage of social assistance. This development is represented by the creation of fiscal space and the allocation of resources within the national budget for MOSA to implement social assistance (social grants and AMAN) which were successfully used during the last quarter of 2024 in response to the emergency, building upon the existing AMAN and NDA mechanisms.

## Assumptions and Risks

The anticipated economic contraction resulting from the intensification of the conflict from late September 2024 onwards is expected to exacerbate the country's already fragile social and economic stability throughout 2025. This worsening economic outlook is likely to deepen vulnerabilities among conflict-affected populations, creating additional barriers to accessing basic

assistance. The sector's strategy to maintain and scale up cash-based assistance remains heavily reliant on the operational functionality of Lebanon's financial service providers, particularly banks and money transfer operators. While many partners have shifted to provide cash-over-counter modalities, the larger bulk of cash assistance under the sector continues to be delivered through ATMs, thereby maintaining a heavy reliance on key functionalities of the banking sector.

Another key factor linked to economic instability in the country—and expected to further deteriorate in 2025—is the affordability of goods and services, driven by persistent inflation trends, fiscal challenges, and declining aid affecting the delivery of public services. Sector achievements at both the outcome and impact levels depend on the capacity to provide a meaningful assistance package through cash grants with adequate transfer values. The high levels of inflation in the markets pose a risk to the ability of the sector to match the transfer value with growing needs while simultaneously maintaining a scalable operation. The sector will maintain an evidence-based approach to determine adequate transfer values, while remaining cognisant of conflict-sensitive and protection considerations. It will also advocate for appropriate transfer value to ensure "meaningful assistance", as well as for guidelines on the harmonisation of programmes across sectors to avoid potential disparities between beneficiaries of different organisations and non-recipients. The lack of harmonisation could contribute to perceived unfairness among recipients and complicate efforts to ensure equitable support.

Funding availability is also an important factor in keeping up with the increasing cost of living. As of 2023, funds available for regular and emergency/seasonal cash assistance under the sector began to decline and remains low in 2024 (only 16% of the sector budget were received as of quarter 3, 2024).<sup>21</sup> With the increasing level of needs across populations, maintaining high coverage for families while scaling up transfer values may be challenging.

Available data reveals the disproportionate impact of poverty on various groups, including female-headed households, households with persons with disabilities, older persons, etc., indicating the need for programmatic considerations and adjustments to better address their needs. Such changes ought to be guided by a gender and social inclusion analysis of the different vulnerable groups.

In 2025, the sector recommends keeping the cash disbursement under a dual-currency system, primarily relying on delivering assistance in US Dollars to preserve the value of the package provided. The sector has developed guidance<sup>22</sup> on the calculation of transfer values in both currencies to ensure the harmonisation of methodologies across partners, aiming to bridge partners' capacity to respond and the meaningfulness of the response.

The Basic Assistance sector developed a Protection Risk Analysis tool (PRA) to mainstream protection within the process of "Incorporating protection principles by promoting meaningful

21 Lebanon Aid Tracking.

22 BA multi-purpose cash guidance note.

access without discrimination, safety, dignity and do-no-harm, accountability, participation, and empowerment throughout the programme cycle.” This involved consensus-building among sector members to identify and prioritise protection risks, such as tensions at ATMs, inter- and intra-communal tensions, loss of money value, and exchange rate fluctuations. Members also advocated for mitigation measures and actions to minimise harm, such as staggered uploads, expanded ATM networks, and alternative delivery methods. This tool will be updated in the first quarter of 2025 in close coordination with the Protection sector.

The ongoing collaboration with the Protection and Social Stability sectors ensures continuous monitoring of protection risks, including Prevention of Sexual Exploitation and Abuse (PSEA) and Gender Based Violence (GBV). The ongoing advocacy efforts also focus on aligning transfer values with the cost of living and providing regular guidance on meaningful assistance. Committed to resilience and positive impact, the sector is actively working on practical mitigation measures, enhancing monitoring, and prioritising the safety of vulnerable groups when accessing cash assistance.

## Sector Results: Lebanon Response Plan (LRP) Impacts, Sector Outcomes, and Outputs

The interventions under the Basic Assistance sector contribute to two of the LRP’s impact and strategic objectives:

*Strategic Objective 2: Provide immediate humanitarian assistance to vulnerable populations to ensure critical needs are met.*

Regular and seasonal or emergency cash, as well as in-kind assistance, serve as a primary source of income for Lebanon’s poorest and most vulnerable households. Beneficiaries primarily use the cash received from these programmes (achieved through Outcomes 1 and 2) to cover non-food needs, rent, health expenses, and fuel for winter heating. In-kind assistance covers the distribution of core items to families in immediate need.

*Strategic Objective 3: Support service provision through national systems including national rapid response capacity.*

Engagement, coordination and alignment with national programmes and strategies, mainly the National Social Protection Strategy and its Social Assistance pillar (which encompasses national poverty targeting and lifecycle social assistance programmes: AMAN and NDA), will increase the coverage and effectiveness of interventions. This approach aims to reach more vulnerable groups with basic cash assistance to cover their non-food needs.

These improved mechanisms are intended to facilitate the transfer of social assistance towards vulnerable groups as well as increasing the system’s shock responsive capacity. The interventions planned under Outcome 3 of the Basic Assistance sector are directly linked to this objective.

The sector’s planned outputs and interventions contribute to three outcomes:

**Outcome 1: Strengthen the ability of poor and vulnerable households and individuals, including female-headed households, persons with disabilities and children, to meet their basic needs.<sup>23</sup>**

**Output 1.1: Poor and vulnerable households and individuals benefit from regular unconditional and unrestricted cash grants.**

The sector will achieve this outcome through the provision of regular unconditional and unrestricted cash assistance under three main categories: poverty targeted (large scale), social grants (large scale), and niche programs (small scale).

- Poverty targeted cash assistance to Lebanese, displaced Syrians, Palestinian refugees from Syria (PRS), Palestine refugees in Lebanon (PRL) and migrants supports poor households to meet survival non-food needs as defined through the SMEB.
- Social grants refer to two national programs: (1) a national child grant currently under design, and (2) a national disability allowance which started disbursing assistance to Lebanese and non-Lebanese as of April 2023, reaching approximately 27,000 persons with disabilities aged between 15 and 30 years across the country during 2024 (both programs are anchored in the National Social Protection Strategy).
- Other complimentary social assistance programs provide cash grants to individuals in all their diversity and families that face additional financial barriers to securing basic needs, including women, children, older persons, and persons with disabilities. These specific niche programs have smaller reach and are not considered duplicative with the regular larger scale program, as they respond to additional needs identified by the partner.

### Cash Assistance for Basic Needs<sup>24</sup>

This is the largest type of year-long assistance within the Basic Assistance sector. Serving as a lifeline to assist women, girls, men, and boys in all their diversity, this programme aims to strengthen households’ ability to meet their basic non-food needs through a monthly unrestricted and unconditional multi-purpose cash transfer.

By employing socio-economic vulnerability profiling, the poorest households are targeted and assisted. Given the high poverty

<sup>23</sup> Multi-Purpose Cash Guidance Note to be reviewed and disseminated to partners.

<sup>24</sup> Commonly referred to as Multi-Purpose Cash Assistance (MPCA).

levels across population groups, some partners may decide to support households with separate cash assistance for basic non-food needs and food assistance, thereby broadening the reach of assistance to a larger number of poor households. However, the overlap between these two programmes will ensure that households are fully supported and have a strengthened ability to meet their basic food and non-food needs.

Technical and comprehensive reviews of the expenditure baskets (Minimum Expenditure Basket (MEB) and Survival Minimum Expenditure Basket (SMEB)) have been conducted annually since 2020, following the release of the annual VASyR results. The costs associated with the respective components in these baskets are monitored on a monthly basis, relying heavily on WFP retail price data,<sup>25</sup> the CPI, and UNHCR protection monitoring data. Partners must also consider additional factors when determining updates to transfer values, including available funding, protection risks, and social stability considerations.

The sector-recommended<sup>26</sup> transfer value (TV) is calculated based on the gap between the S/MEB values and the ECMEN (excluding the value of assistance and including credit). The non-food TV is equivalent to 45 per cent of the calculated per capita gap. The food TV, is therefore, equivalent to 55 per cent of the calculated per capita gap, multiplied by five, reflecting the average household size. This also reflects the percentage cost of the food MEB basket against the total MEB basket over the past 12 months. In 2023, based on the available evidence, the MEB per capita gap for food assistance was determined at \$25 per person per month, applicable to a maximum of five household members. The non-food package was set at \$100 per household per month.

In 2025, the sector will focus on updating the recommended transfer value for non-food items, while simultaneously advocating for 100 per cent coverage of the needs gap. This gap will be calculated based on the estimated monthly costs of all SMEBs, considering the portion that households can cover these costs through their own economic capacity (expenditure and consumption data collected from targeted households).

As of December 2024, the majority of assisted Syrian households were receiving only \$45 per month for non-food needs, which represents a very low percentage compared to the actual needs. Social concerns and funding limitations prevented some partners from further increasing the transfer value. However, several partners with relatively smaller coverage have provided the full recommended amount in US Dollars (ranging from \$100 to \$150 in 2024). It is crucial to continue advocating for an increase in transfer values to meet market prices. This will help to curb harmful coping mechanisms and ensure that households and individuals can meet their basic non-food needs.

The assistance is planned and implemented, considering other complementary interventions and services available within different sectors, while also responding to other types of needs and vulnerabilities – an informed gender analysis would

guide such interventions. This includes cash for food assistance provided under the Food Security and Agriculture sector, as well as other cash programmes, targeting more specific needs under different sectors (e.g., Protection, Shelter, Education). Ensuring that households can meet their basic survival needs through cash assistance will maximise the impact of other sectoral cash interventions, which may otherwise be diluted.

Additionally, as the Basic Assistance sector aims to increase households' access to specific services through the provision of cash assistance, understanding the functionality and accessibility of these services remains a priority. The sector will increase efforts to work and coordinate with relevant sectors that may include components covered under the objectives of the basic assistance cash transfers. This will enable better monitoring and assessment of other services offered (e.g., fee waivers for education or health), fostering a more holistic approach to supporting households meet their needs. This process will include clearly defining the expectations and objectives for each sector in relation to the Basic Assistance sector to ensure complementarity and harmony of interventions. This would also include a better understanding of referral pathways from the Basic Assistance sector to other sectors, thereby increasing knowledge and the ability to access specific services.

### Other Social Assistance Programs

These programmes also aim to strengthen the ability of households to meet their basic needs through regular, unrestricted cash transfers. They are designed with an understanding of the inherent vulnerabilities faced by specific groups of individuals. This includes specifically targeting and supporting children, older persons, and persons with disabilities or other medical conditions, as these groups often incur additional expenses, have lower income-generating capacities, and may have their needs de-prioritised when faced with financial strife. In most cases, cash transfers are coupled with providing other services to address specific vulnerabilities and enhance service delivery.

The main distinction between social assistance programmes under the Basic Assistance sector and other potentially similar sectoral cash-based programmes lies in the unconditional nature of cash transfers. These transfers aim to alleviate poverty and address socio-economic vulnerability while re-enforcing the availability of other services for specific outcomes. The sector will closely coordinate with the Protection and Education sectors, which provide specific protection, emergency assistance, and educational cash assistance programmes, to avoid duplication and ensure that different assistance packages complement each other effectively, through proper outcome monitoring and clearly distinguished indicators. The sector will also maintain and coordinate intersectoral cash assistance through the Cash Working Group.

Other key activities linked to this Output include the annual review of the targeting system to identify poor Syrian

25 WFP Lebanon Market Monitor, December 2024.

26 Food Security Sector Approach.

households; developing guidance for targeting Lebanese host communities; and streamlining efforts for harmonised methodologies within the sector. These activities involve contributing to research and learning, developing a gender action plan for the sector, conducting regular and consistent reviews of the potential impact of risks and the evolving context, and reviewing previously developed post-distribution and outcome monitoring tools.

**Outcome 2: Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic needs.**

Building on Outcome 1, Outcome 2 strives to ensure that households do not fall deeper into poverty when faced with shocks or additional contextual challenges beyond their control. The provision of direct assistance under this Outcome encompasses both cash and in-kind assistance through two distinct Outputs.

**Output 2.1 - Population affected by seasonal hazards and emergencies benefits from cash grants.**

During specific times of the year, or when households face unexpected shocks, needs may increase while the capacity to meet them decreases. In most cases, these additional needs can be covered through the purchase of goods and access to services in the local market, making a cash-based response relevant.

In winter, needs and vulnerabilities are heightened, and households face compounding challenges to secure additional basic needs, such as purchasing heaters, winter clothing, blankets, as well as securing enough fuel for heating. In parallel, income-generating opportunities (particularly in agriculture and construction) decrease in winter, adding additional barriers for already poor households. Vulnerable households and individuals who receive seasonal cash assistance can better cope with seasonal shocks and have an increased ability to meet their needs, without resorting to negative coping mechanisms or de-prioritising other essential needs.

Through consultations with the core and working groups, the Basic Assistance sector has developed a winter basket to outline winter-specific needs and their respective costs in the market, which is reviewed on an annual basis to maintain relevance.<sup>27</sup> The basket includes both a non-food item (NFI) component and estimations for heating costs. The non-food items component includes heaters, blankets, mattresses, mats, and clothing kits for various age groups and genders. Heating costs were estimated for three different fuel types—diesel, gas, and wood—using averages across the different regions. Seasonal cash assistance is provided as a monthly cash transfer or as a one-off transfer, preferably at the start of the winter season, to help households in their preparations. The determination of the method and timing of disbursement should be based on the determined transfer value and expected coverage, while also considering the best use of received assistance.

Targeting for seasonal cash assistance for displaced persons usually follows a blanket approach, where all households living in poverty are targeted for assistance. In 2022, all Syrian households living in poverty were targeted for winter assistance; however, to optimise limited resources, agencies prioritised households that do not receive regular assistance, providing them with larger assistance packages for winter compared to those households that do receive regular assistance. The targeting of Lebanese households for winter assistance has occurred through partner outreach, which includes collaboration with local authorities (e.g., municipalities), as well as providing top-up assistance to households that receive regular cash assistance for basic needs. As of January 2024, for the winter of 2024-2025, due to a decline in available funds and competing priorities arising from the ongoing situation in the south, a large-scale winter response has yet to be implemented. The sector will further engage in comprehensive discussions with partners to define any necessary prioritisation strategy, which will encompass discussions on prioritising households based on geographic location, regular assistance status, poverty levels, and categorical targeting.

Addressing seasonal needs requires a multi-sectoral approach. While monetised winter assistance for basic needs is intended to cover increased expenses faced during the season, the programme's impact may be diluted if households prioritise other critical unmet needs (for example, gaps in shelter weatherproofing or food).

Outside the winter season, poor households may be susceptible to other economic shocks and emergency contexts that compromise their ability to meet their basic needs. In 2023, the sector developed an Emergency Response Guidance with different planning assumptions for controlled conflict scenarios and escalation, given the onset of conflict at the Lebanese southern borders. This guidance has been updated multiple times throughout 2024.

Emergency cash assistance will be used to support vulnerable households affected by the conflict in responding to their most urgent needs, including internally displaced population and those who remain in the border areas. Another prioritised activity is to help conflict-affected people transition from immediate to more sustainable, long-term assistance over a period of 3 to 6 months, benefiting from emergency multi-purpose cash assistance under the national social safety nets and large-scale programmes.

In 2024, basic assistance, working closely with the protection sector, which also provides emergency cash assistance for protection-related emergencies, will work towards clearly defining the different types of economic shocks and emergency contexts that may warrant short-term cash intervention, as Additionally, it will aim to identify complementarity and gaps across various programmes.

**Output 2.2 - Population affected by seasonal hazards and emergencies benefit from in-kind assistance.**

In-kind assistance is provided to households affected by seasonal hazards and/or emergencies on an ad-hoc/needs basis.

27 A guidance note was developed and shared with the partners at the WG level in addition to a cadastre elevation sheet, allowing partners to prioritise areas for interventions due to limited resources and funding.

Activities under this output include maintaining and monitoring contingency stocks, identifying households, and distributing core household items. The added value of providing in-kind assistance in these cases is that it addresses the specific basic needs of households. This process begins with a household-level assessment to determine which assets are required by the households but cannot be secured due to socio-economic constraints and emergency contexts, such as the escalating conflict on the Lebanese southern borders.

Targeting in-kind assistance during the winter typically follows a geographical and needs-based approach. This approach aims to provide assistance to households living in areas affected by adverse weather, leading to a loss in household assets. It is important for the sector to maintain sufficient capacity to deliver in-kind assistance in the event of an unprecedented emergency that may require a higher level of in-kind response.

In 2024, the sector developed a guidance note for in-kind assistance to ensure that rationale and methods are streamlined across partners, including a list of winter-specific Non-food Items (NFIs) reflecting the needs and estimated costs for heating, wood, and gas. The Emergency Response guidance includes not only emergency multi-purpose cash assistance but also the distribution of in-kind Core Relief items. This distribution addresses the most urgent needs of individuals seeking refuge in collective shelters and inadequate buildings, thereby ensuring their safety and dignity.

In 2024, the sector will work closely with regional partners to ensure that in-kind assistance is appropriately coordinated and provided, and that gaps are identified in a timely and efficient manner wherever an in-kind response is needed, relevant, and applicable. Additionally, priority will be given to conflict-sensitive considerations for in-kind support, particularly for large-scale distributions.

The sector will coordinate with the protection sector in relation to the provision of emergency assistance, precisely, in response to evictions, including the referral of individuals and households in need of further protection support, in line with the individual eviction guidance note developed jointly with the protection and shelter sectors to promote a cross-sector response to eviction.

### **Outcome 3: Technical Assistance to the National Social Assistance System is Provided**

This Outcome represents the only system building/strengthening component of the sector, and it consists of one output.

**Output 3.1 - Operational linkages between partners supporting vulnerable and extremely poor Lebanese with the national social assistance system are identified and established.**

The Basic Assistance sector will align with the Social Assistance pillar of the strategy. The Social Assistance pillar is based on a multi-pronged system that focuses on (1) both addressing poverty and life-cycle vulnerabilities through expanding

coverage, (2) reducing inclusion/exclusion errors, (3) integrating more effective shock-responsive measures within the national system, and (4) catering for improved social cohesion.

Technical assistance through system-building alignment activities will be conducted under this Outcome through the following: (1) Establishing and operationalising linkages between humanitarian assistance and the national social assistance system; (2) Creating a de-duplication protocol between Basic Assistance sector actors and the national social assistance system; (3) Establishing referral pathways for assistance and complementary services between Basic Assistance sector actors and the national social assistance system.

## **Identification of Sector Needs and Targets at Various Levels**

### **Displaced Syrian Households**

Vulnerability under the Basic Assistance sector is measured using a hybrid approach that combines the household's economic capacity, based on expenditures, with specific vulnerability profiles that reflect the specific needs and characteristics observed in the Vulnerability Assessment of Syrian Refugees (VASyR). The calculation of the PIN and targets for Syrian refugees is based on evidence from the VASyR conducted in 2024, along with the Conflict Impact Index, which captures the effects of the conflict.<sup>28</sup>

VASyR is a comprehensive assessment conducted periodically on a yearly basis to assess the socio-economic conditions, needs, and vulnerabilities of displaced Syrian households living in Lebanon. The tool collects data on various aspects, including household demographics, shelter, food security, livelihoods, access to services, and protection concerns. From this data, the Economic Capacity to meet Essential Needs (ECMEN) and the Multidimensional Deprivation Index (MDDI) are calculated.

Households that fall below MEB, score poorly on MDDI, or reside in areas that had score 3 or higher on the Conflict Impact Index are considered to be in need. Moreover, for target calculations, the percentage of households below the SMEB line, scoring poorly on the MDDI, or residing in areas that had scored 3 or higher on the Conflict Impact Index is also taken into account.

As a result, it is estimated that 1,337,114 individuals from the displaced Syrian population are living in poverty and are thus in need, and a total of 1,261,355 individuals are to be targeted by the sector.

In 2023, as in previous years, UNHCR and WFP identified poor households using an econometric model based on socio-economic indicators gathered through the VASyR. This model

28 For additional information on the Conflict Impact Index, please check the WFP/FAO CFSAM report: <https://docs.wfp.org/api/documents/WFP-0000162747/download>.

was then applied to the UNHCR database, which houses data on all Syrian refugees known to UNHCR in the country. The model identifies the strength of a household's observable characteristics that act as predictors of expenditure levels. It generates welfare scores at the case level, which are used to rank the Syrian population from the most to the least economically vulnerable.

Since 2021, UNHCR and WFP, who led the development of the econometric model with the support of Development Analytics, have adjusted the scoring to balance the proportion of assistance allocated to each district. Based on evidence collected by Development Analytics in their "2022 Effectiveness Study", the predicted scores for 2023 were adjusted using the MDDI. This index incorporates non-monetary dimensions of poverty, such as food deprivation and food-related coping strategies, hampered access to education and health services, degraded shelter, and unimproved water and hygiene facilities, as well as a lack of safety, into the scoring system.<sup>29</sup>

The scores generated were used by UNHCR and WFP to allocate a portion of the cash assistance for all basic needs to the most vulnerable families. In complement, part of UNHCR's cash assistance was allocated using a categorical profiling approach. This approach prioritised families with no or low income-generating abilities, those at heightened protection risks, and families facing additional burdens or expenses due to the presence of multiple members with specific needs. WFP allocated its food vouchers to vulnerable households residing in specific cadastres with high retail functionality, based on WFP's monitoring and retail analysis.

In addition, UNHCR and WFP continue to rely on an alternative inclusion pathway, the Grievance Redress Mechanism (GRM), to identify and assist families who fall under certain vulnerability profiles and have been deprioritised for assistance by the targeting model. The GRM, which serves as an accountability mechanism, is a refugee-driven approach to inclusion, allowing vulnerable families to submit a claim to be re-considered for assistance following the yearly eligibility announcements.

In 2023, UNICEF, the ILO and MOSA successfully launched the National Disability Allowance, Lebanon's first social grant programme aligned with the National Social Protection Strategy. In addition, UNICEF and MOSA have finalised the design of the National Child Grant programme, which still requires funding. Social Grants programmes support vulnerable individuals throughout their lifecycle; targeting of Syrian and Palestinian individuals is done in coordination with UNHCR and UNRWA. Targeting for these social grants, provided by UNICEF or other partners, follows a categorical approach, identifying individuals with specific lifecycle vulnerabilities.

## Lebanese Households

The vulnerability of Lebanese households is evaluated using the IPC PINHA methodology. Evidence from the Integrated

Phase Classification (IPC) Acute Food Insecurity Analysis is used to assess and analyse the levels and patterns of poverty and inequality among different groups within the country. The IPC analysis was completed for the different districts for Lebanese residents. The standard IPC analysis estimates the population in IPC Phase 3 and above for both, the current and projected periods. Humanitarian food assistance is accounted for either implicitly (in the current period) or explicitly (in the projection period). This means that some households may experience reduced food insecurity and fall into lower IPC phases due to the aid received. Therefore, IPC population estimates do not represent the total number of people needing assistance, especially in contexts where large-scale aid is provided.

As such, the PINHA analysis allows to estimate the share of the population that are in Phase 2 due to the assistance they are receiving or will receive, and who would likely be in Phase 3 or more severe without that assistance. The results from the Integrated Phase Classification (IPC) Acute Food Insecurity PINHA Analysis are adopted for the PIN and targets calculation. Accordingly, the population that would have been classified as IPC Phase 3 (Crisis) and above in the absence of large-scale humanitarian food aid is considered vulnerable and in need. Additionally, targets were calculated based on 100% of households in IPC Phase 4 (Emergency) and 90 per cent in Phase 3 (Crisis).

As a result, it is estimated that 1,202,212 individuals from the Lebanese population are living in poverty and are thus in need, and a total of 1,142,102 individuals are to be targeted by the sector.

In 2024, the sector will prioritise developing guidance on targeting and eligibility for Lebanese individuals, with a focus on gender and diversity. This will involve leveraging the experience and expertise of partners to date. The sector will also work closely with the Food Security and Agriculture sector under the Lebanon Response Plan (LRP) to ensure that efforts are complementary. Social Grants will aim to support Lebanese individuals in all their diversity, including gender, age and disability, through categorical targeting, and are identified in collaboration with organisations and the Government of Lebanon.

Over the past year, efforts have filled in several gaps in knowledge and information regarding the Lebanese population. However, the sector will look towards more detailed upcoming assessments in 2024, to fill further gaps and gain a more comprehensive understanding of the needs, vulnerabilities, and poverty levels of this population.

## Palestinian Refugees from Syria (PRS)

Based on the high levels of vulnerability and needs among this population, all Palestinian refugees from Syria are targeted for basic assistance. This includes 23,026 individuals who are registered with UNRWA.

<sup>29</sup> A categorical profiling methodology based on the presence of breadwinners and dependents with specific needs in the family is recommended to complement this set-up. It will be revisited alongside the MDDI (to include specific needs and disabilities) during the planning and implementation of the 2024 assessment, which aims to identify people in need.

### **Palestine Refugees in Lebanon (PRL)**

Almost 81 per cent of the Palestine refugee population in Lebanon are targeted for basic assistance. The total population in need is 200,000 individuals, and the targeted are 162,000 individuals. Individuals and households are targeted through UNRWA's Social Safety Net programme, as well as through the identification of households with specific needs and vulnerabilities (persons with disabilities, children, persons with chronic disease, and older persons).

### **Migrants and Persons of Other Nationalities**

Since 2019, migrants have been heavily impacted by the compounded crises in Lebanon, with increasing unemployment, lower wages, and a higher prevalence of wage theft and risk of exploitation. With the escalation of hostilities, more than 25,000 migrants were also displaced, many sought refuge in self-settled sites, were hosted by their own communities, or found shelter in NGO-managed facilities that require basic assistance (both cash and in-kind).

The majority of the displaced migrants were unable to return post-cessation of hostilities, and those having returned to the South and Southern Beirut suburbs report struggling to cover basic needs, especially as many have lost their livelihoods and homes. Finally, with the escalation of the conflict, many live-in domestic workers were abandoned by their employers and now face significant vulnerabilities while waiting to return to their countries of origin, or while seeking new employment.

As Lebanon is recovering from the escalation of hostilities (as seen in previous crises), there is high risk that more migrant domestic workers will be abandoned by their sponsors and will struggle with unemployment and the inability to cover basic needs, even after the cessation of hostilities.

### **Internally Displaced Population Due to the Conflict at the Lebanese Southern Borders**

Given that around 1,000,000 individuals will be affected by the conflict at the Lebanese southern borders, the Basic Assistance sector will respond by providing in-kind and emergency cash assistance as priority activities. The in-kind assistance, considered as emergency and winter support, will be used to respond to the most urgent needs of conflict affected individuals. This will be implemented immediately through a blanket distribution of emergency core relief items kit based on the need and prioritising those residing at altitudes above 500m (30% based on the IOM data), and will address critical gaps in CRI needs, such as blankets, mattresses, winter clothing, heaters and solar lamps.

The sector will prioritise transitioning conflict-affected households that received one-off emergency cash assistance under the Flash Appeal to more sustainable support mechanisms. This process will involve referring and integrating these households into national social safety net programmes or regular multi-purpose cash assistance schemes. A phased approach will be adopted to shift from immediate emergency response to sustainable, longer-term interventions (Emergency multi-purpose cash assistance for 3 to 6 months). By addressing residual life-saving needs and embedding emergency measures into the LRP framework, the sector ensures a unified and coherent strategy that responds to evolving vulnerabilities while fostering recovery, resilience, and a sustainable humanitarian response.

## Flash Appeal



**TARGET:**  
780,000 Individuals



**BUDGET:**  
USD 40,000,000

### Sectoral Impact:

- Conflict-affected households are struggling to meet their essential basic needs due to loss of livelihoods, increased needs or costs, ongoing displacement or widespread damage to housing and infrastructure in many areas.
- Conflict-affected households living in higher altitude areas face increased winter needs as exacerbated by ongoing displacement or damage to housing and infrastructure.
- Market function was impacted in some heavily damaged and/or hard to reach areas, affecting the availability of goods and prices, and impacting the feasibility of using cash-based interventions in the short term.

### Immediate Needs:

- Individuals who are still displaced outside their original areas need continued help to meet their basic needs beyond the initial emergency provision of non-food items.
- Individuals returning to or near to their homes, and those who never left need help to meet their basic needs while they try to re-establish their households and/or livelihoods.
- Individuals living in higher altitude areas need support to meet their winter needs, including warm clothing and bedding and costly household heating.
- Some markets and service providers need support to recover their ability to supply needed goods and services, and widespread cash assistance is an effective way to promote and support such recovery.
- Where market function remains weak, individual needs can be met through continued in-kind provision of bedding, kitchen sets and other household items according to need.
- The response must remain adaptable, adjusting the geographic prioritization and type of assistance (cash or in-kind) based on cessation of hostilities status, population movements, damage assessments and market functionality, ensuring that timely, needs-based and safe support reaches the most-affected populations.

### Priority Activities:

Basic assistance partners will prioritize the following response activities in the first three months of 2025:

- Distribution of 'one-off' emergency basic assistance cash– i.e. the non-food component of the SMEB – to conflict-affected households in or from prioritized areas, regardless of nationality.
- Distribution of months of cash for winter heating for conflict-affected households living outside collective shelters at higher altitudes, or in-kind winter clothing and quilts for those remaining in collective shelters.
- Distribution of non-food items (NFI)/Core Relief Items (CRIs) for basic assistance needs where markets are not functional or access to financial service providers and/or markets is not safe.
- Regular market and service provider assessments, and conflict sensitivity and ongoing needs analysis to adapt response strategies.
- Coordination with local authorities for affected-household identification and with national level MoSA for deduplication with emergency social protection cash assistance.
- Household level verification prior to distribution, and ongoing post-distribution monitoring.

### 3. MAINSTREAMING OF GENDER AND GBV, PROTECTION, CONFLICT SENSITIVITY, PREVENTION OF PSEA, ENVIRONMENT

The Basic Assistance (BA) sector has implemented strategic measures to address various aspects of its operations, focusing on gender, protection, conflict sensitivity, the prevention of sexual exploitation and abuse (PSEA), and environmental considerations.

In terms of gender, Gender-Based Violence (GBV), the BA sector has integrated gender experts and GBV focal points into its Monitoring and Evaluation Taskforce, ensuring that assessments consider social and gender components. A survey, supported by the GBV Mitigation Committee, identified priorities for GBV mitigation, leading to recommendations for training on practical GBV risk implementation and improved collaboration with the GBV sector. The sector also includes GBV-specific risks in its Protection Risk Assessment and commits to ongoing gender capacity-building initiatives in 2025.

The sector includes post-distribution monitoring tools that involve women and girls in the monitoring and prioritises their needs when defining distribution items and price panners. A gender and GBV focal point have been appointed to support members in prioritising gender considerations in interventions. In addition, a gender and GBV Tipsheet has been developed and will be rolled out in 2024 to support the mainstreaming of gender and GBV risk mitigation. Furthermore, the sector has developed a gender analysis to identify key basic assistance needs and gaps.

In the realm of protection, the sector has regularly updated its Protection Risk Assessment (PRA) to identify and mitigate critical protection risks. Efforts have been made to improve the disaggregation of outcome indicators by gender, age, and disability. The BA sector collaborates with the Protection sector to integrate safety-focused indicators, ensuring a streamlined approach across interventions. The commitment to annual PRA reviews, progress measurement, and the integration of risks into regular work reflects the sector's dedication to enhancing protection measures and preventing any potential harm to the targeted population.

The Basic Assistance sector acknowledges tensions within and between communities and aims to strengthen ties with the Social Stability sector to mitigate these tensions. This involves the participation of sector partners in Conflict Sensitivity and Do No Harm trainings. There is a focus on adhering to Conflict Sensitivity guidance produced in

Lebanon and incorporating conflict analysis into regular interventions.

Proactive and transparent communication with vulnerable communities about assistance, addressing misperceptions and countering misinformation is prioritised. Such efforts align with conflict-sensitive programming that mitigates aid perception bias and prevents the spread of false information.

Monitoring community tensions will continue to prevent adverse impacts from increased transfer values or in-kind distributions, which are two risks closely associated with the Basic Assistance sector. The sector will keep abreast of the latest conflict sensitivity guidance, particularly concerning conflict-sensitive cash assistance, which constitutes a main pillar of activities under the sector and will disseminate this information widely among sector members.

In terms of PSEA, the sector recognizes the heightened risk of sexual exploitation and abuse. It has initiated measures such as surveys, training packages, guidance notes, and the SEA Risk Assessment checklist. A dedicated PSEA focal point ensures ongoing attention to PSEA, including participation in PSEA network meetings, as well as communication and reporting on tools and best practices.

Furthermore, the sector commits to making complaint, feedback, and response mechanisms accessible, well-known, and responsive. There is a strong emphasis on gender- and child-sensitive complaint mechanisms and adherence to standards (Relevant Code of Conducts to be in place).

Lastly, the sector addresses environmental concerns by providing seasonal assistance to meet domestic energy needs and reduce conflicts over natural resources. Monetisation efforts decrease energy costs, and during the winter season, the sector collaborates with the Environmental Task Force to mitigate the risks of natural resource exploitation. This collaboration involves systematic monitoring, programme modifications, and discussions around potential mitigation measures.

# 4. LOGFRAME

## OUTCOME 1: Strengthen the ability of poor and vulnerable households and individuals, including female-headed HHs, persons with disabilities and children, to meet their basic needs

Indicator 1.1	Description	MoV	Unit	Frequency
% of assisted households reporting being able to meet their basic needs	Numerator: # of assisted reporting ability to meet their basic needs Denominator:# total assisted who have been sampled	Impact studies and PDMs for all population cohorts	% (HH)	Yearly

SYR			PRS			PRL			LEB			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
60%	60%	60%	60%	60%	60%	60%	60%	60%	60%	60%	60%	60%	60%	60%	60%	60%	60%

Indicator 1.2	Description	MoV	Unit	Frequency
% of assisted Hhs that report relying on crisis or emergency asset depleting coping strategies	The indicator is part of the optional cross-cutting indicators in the Grand Bargain Cash Workstream list of outcome indicators for multi-purpose cash (MPC) programmes, endorsed by USAID. NUMERATOR: Number of respondents that answer “Yes” or “No, because I have exhausted this strategy” DENOMINATOR: Number of respondents	Impact studies and PDMs for all population cohorts	% (HH)	Yearly

All		
Baseline	Target 2024	Target 2025
N/A	N/A	N/A

## OUTCOME 2: Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic need

Indicator 2.1	Description	MoV	Unit	Frequency
% of assisted households affected by seasonal shocks and emergencies report being able to meet their additional basic needs	Numerator: # of assisted reporting ability to meet their Additional basic needs Denominator:# total assisted who have been sampled	Impact studies and PDMs for all population cohorts	% (HHs)	Yearly

SYR			PRS			PRL			LEB			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
90%	70%	70%	90%	70%	70%	90%	70%	70%	90%	70%	70%	N/A	60%	60%	N/A	60%	60%

## OUTCOME 3: Technical assistance to the National Social Assistance System is provided

Indicator 3.1	Description	MoV	Unit	Frequency
linkages between humanitarian assistance system and national social assistance system established and operationalized	Alignment plan developed by the BA CG in consultation with the WG and MOSA on operationalizing linkages between humanitarian assistance and national social assistance system The plan will bring together both below mentioned SOPs in an overarching framework	Plan published	Yes / NO	One off

Partners/ MoSA		
Baseline	Target 2024	Target 2025
No	Yes	Yes

# EDUCATION

## PEOPLE IN NEED

 **1,302,606**

## PEOPLE TARGETED

 **806,493**

## SECTOR APPEAL

 **\$247,320,084**

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## SECTOR OUTCOMES

### OUTCOME 1:

Enhanced equitable and inclusive access to and completion of safe, protective education for all learners in Lebanon, prioritizing the most vulnerable children and their caregivers

- **Output 1.1:** Children and youth have improved access to appropriately equipped public schools, learning centres and other learning opportunities, especially in underserved areas
- **Output 1.2:** Children, youth and their caregivers are provided with the necessary support to reduce the barriers in accessing to and completing in education

### OUTCOME 2:

Improved learning outcomes for children and youth through improved quality of education services, ensuring safety, protection, and adaptation to multi-crisis situations







- **Output 2.1:** Teachers, education personnel, educators, parents and communities have enhanced capacities to ensure quality, learner-centred education in public schools or learning spaces
- **Output 2.2:** Enhanced inclusive learning opportunities for girls and boys, in schools and learning spaces to improve learning outcomes, social-emotional development, protection, and well-being

### OUTCOME 3:

Strengthened governance, managerial, and knowledge management capacities within the education system at all levels, utilizing evidence-based decision-making

- **Output 3.1:** Data collection, management, and analysis systems are strengthened to support evidence-based decision-making in education
- **Output 3.2:** Hybrid learning modalities are expanded and strengthened in collaboration with MEHE to enhance the education system's capacity to deliver equitable, gender-responsive, and effective learning opportunities.
- **Output 3.3:** Support to MEHE is provided to develop, revise, and implement education policies and sector assessments based on comprehensive data and evidence.
- **Output 3.4:** Education Sector Partners have enhanced capacity to effectively implement and monitor education programming that is harmonized and contributes to Education Sector strategies.

## POPULATION BREAKDOWN

	PIN 2025	TARGET 2024	TARGET 2025
 PERSONS DISPLACED FROM SYRIA	560,201	389,386	300,442
 VULNERABLE LEBANESE	674,976	499,556	445,973
 PRS	6,303	4,405	6,177
 PRL	50,574	34,070	50,508
 MIGRANTS	10,551	3,393	3,396
 OTHER	-	-	-

# 1. SITUATION ANALYSIS

Lebanon's education system has been severely affected by a series of overlapping crises, including the ongoing economic crisis and the armed conflict that erupted a year ago. Initially concentrated in the South, the conflict has spread across the country, worsening conditions for students and teachers. Although a cessation of hostilities has led to some return, ongoing insecurity, safety concerns damage to schools, and back-to-school challenges have hindered children's and youth's ability to access education. These disruptions have severely impacted the continuity and quality of educational services, further straining Lebanon's already fragile education infrastructure.

The compounded crises have intensified academic and emotional challenges for children and youth, hindering their full engagement in education for the 2024-25 scholastic year. Gender norms, exacerbated in emergencies, have led to harmful coping mechanisms such as school dropouts, child labour, and child marriage, especially affecting vulnerable girls and boys. The crisis has deepened inequities in education access, driven by socio-economic barriers. Vulnerable Lebanese children in public schools, TVET institutions, and non-formal education, particularly in crisis-affected areas, face major challenges in accessing quality learning opportunities.

Access to education has been severely impacted by the damage to schools and their use as shelters for displaced families. Over 300 schools were partially or fully damaged, with 33 completely destroyed, and 60 per cent of public schools were repurposed during the conflict. This has delayed the start of the 2024-25 school year and further strained the educational infrastructure. More than 600 educational establishments, including 12 UNRWA schools and 72 TVET schools, were converted into shelters, disrupting the delivery of quality education. Urgent rehabilitation is needed to ensure that schools, including Technical and Vocational Education and Training (TVET) institutions, can reopen safely, particularly for practical courses. It is essential to provide safe, gender-responsive learning environments that support the well-being of all students and youth.

Approximately 1.3 million children and youth (49% boys, 51% girls) aged 3 to 18 in Lebanon need support to access quality education. Around a third of school-aged children and youth face barriers to enrolment or regular attendance, exacerbated by the conflict and financial constraints, such as the cost of transportation, school lunch, school supplies, and a lack of required documentation for non-Lebanese children and youth. Enrolment figures for the 2023-2024 scholastic year show a decline across all population cohorts: from approximately 960,000 to 900,000 students for Lebanese, from 290,000 to 280,000 for displaced Syrians, and from 52,000 to 49,000 for Palestinian refugees. A further decrease is expected for the 2024-2025 scholastic year. However, due to the delayed start of the year, these numbers remain uncertain.

The crisis has created significant obstacles to education,

particularly for children and youth from economically vulnerable backgrounds. Approximately 27 per cent of children and youth are out of school, with the highest rates among Syrian displaced individuals (58%) and Palestinian refugee children (19%). Gender inequality and disability further amplify these challenges, as girls—particularly those from displaced communities—face issues such as early marriage and safety concerns.

The ongoing conflict has severely disrupted education for around 38,000 Palestinian refugee students and youth (4,378 Palestinian Refugees from Syria and 33,672 Palestine Refugees in Lebanon), increasing the risk of disengagement and vulnerability. However, the need for support to prevent dropout and negative coping strategies, such as substance abuse, child labour, and early marriage, extends beyond Palestinian refugees. Special support is needed for the 1,410 children and youth with special needs, including 940 with disabilities, to support their social and emotional learning.

Across all population groups of children, Psychological First Aid (PFA), Social and Emotional Learning (SEL) programmes to build resilience, and a referral system for specialised care have never been more pressing. Teachers also require MHPSS (mental health and psychosocial support) foundational capacity building, such as Psychosocial Support (PSS and/or SEL), to address their own well-being, allowing them to create and maintain an inclusive and caring learning environment.

Lebanon is home to an estimated 300,000 children and youth with disabilities, who face significant barriers to inclusive education, including social stigma, a lack of resources, and limited opportunities. While Lebanon has ratified the UN Convention on the Rights of Persons with Disabilities (UNCRPD) and the Ministry of Education and Higher Education's (MEHE) goal is to make all schools inclusive by 2030, more support and resources are urgently needed. Additionally, the shift to remote learning has presented challenges such as limited access to digital devices, internet connectivity, and unequal digital skills, disproportionately affecting girls and further hindering education for children and youth with disabilities.

Approximately 45,000 children and youth, primarily displaced Syrians, are engaged in non-formal education programmes. Around 5 per cent of these participants are children and youth with disabilities who do not meet the criteria for formal school enrolment, with a significant number of migrants and non-Lebanese children and youth are unable to register in public schools. However, the demand for these programmes far exceeds the available resources. The upcoming MEHE non-formal education reform aims to address this gap and ensure more effective transitions through quality implementation. Furthermore, migrant children and youth face issues such as documentation, discriminatory practices, and bullying in schools, and the high costs of education-related materials, transportation, and school fees.

The most common barriers to education include the inaccessibility of schools, especially in the South, compounded by the impact of the escalating hostilities, poverty, and displacement. For girls, societal gender norms often lead families to prioritise boys' education during times of scarcity, further deepening gender disparities. Girls at risk of dropping out, such as those who are engaged or married, face stigma and discrimination from teachers and school personnel, which further minimise their chances of continuing their education. The National Action Plan to prevent and mitigate child marriage, adopted in October 2023, outlines interventions to address these risks within the Education sector.

Even for those attending school, ongoing challenges persist, as Lebanon's education system was already struggling with learning outcomes before the hostilities escalating. For instance, reading proficiency among Grade 2 and 3 students in public schools was critically low, with only 2.9 per cent reading at grade level in Arabic. Providing catch-up classes and retention support remains a key priority to ensure that children are learning at their grade level. Additionally, there is a clear need for training school personnel in the safe identification and referral of protection and gender-based violence (GBV) cases, which is essential for improving academic and emotional outcomes for children and youth while ensuring their right to a safe environment.

Furthermore, the impact of the escalating hostilities and subsequent displacement has highlighted the urgent need to enhance digital infrastructure and improve connectivity. It is also crucial to support teachers and students in navigating remote learning. These efforts are essential to bridge the educational gaps caused by the disruption and to ensure that all students can benefit from continuous, quality education, regardless of their circumstances.

In light of these complex and ongoing challenges, urgent programming is needed to ensure that all children and youth in Lebanon—regardless of gender, disability, or displacement status—can access and benefit from quality, inclusive, and protected education. Immediate interventions should focus on rehabilitating schools, providing educational materials, and integrating mental health and psychosocial support, all while addressing the critical need for continuity in learning and retention.



## 2. OVERALL SECTOR STRATEGY

### Theory of Change

The Education Sector strategy in Lebanon aims to ensure that all school-aged children and youth, including those displaced, returning IDPs, and individuals from marginalised groups, fully realise their right to quality education in a safe and protective environment. This will be achieved through three key outcomes: increasing access, enhancing quality, and strengthening the education system. The strategy will focus particularly on those most affected by inequality, including the challenges created by conflict and crises.

Children and youth, in all their diversity, will gain improved access to education and remain in schools, learning centres, TVET training centres, and other educational settings that are well-equipped, while receiving the necessary support to overcome barriers to access and completion. This will increase equitable access to and participation in safe, protective education. The effort will prioritise the most vulnerable children and their caregivers. As a result, youth will be supported with second-chance education, skill development, access to decent income-generating opportunities, and civic engagement initiatives.

Teachers, education personnel, parents, and community members will receive gender-sensitive and inclusive support to strengthen their ability to support and deliver high-quality, learner-centred education. Children will benefit from enhanced learning environments that promote better educational outcomes, protection, and well-being. These efforts will result in improved learning outcomes for all children and youth.

Education governance and preparedness will be strengthened at central and regional levels, as well as within schools and learning centres. Education sector partners will be equipped to implement and monitor education programmes effectively, including non-formal education. This will enable the education system and key stakeholders to achieve meaningful, high-quality results through evidence-based, gender-sensitive, and inclusive decision-making.

### Assumptions and Risks

The Education sector in Lebanon anticipates that schools will remain open or re-open, either in-person or online, to ensure continuous learning for all children. Support will be provided to keep boys and girls enrolled in formal schools, along with additional programmes to help them access and complete their education. High-quality non-formal education programmes will be available for children who have been out of school. Public schools, including TVET, are expected to have the capacity to enrol students and continue education within the national system. Schools will remain operational, with teachers receiving financial incentives to continue teaching.

However, a high-probability, high-impact risk is the inaccessibility of schools due to the required documentation for displaced Syrian individuals and migrants concerning formal education. Most second-shift children lack the necessary documentation, which severely limits their ability to attend school. This exclusion not only affects many children's access to formal education but also exacerbates existing inequalities and educational gaps. It further hinders efforts to provide equitable access to quality education for all. Consequently, if this decision remains in place, it may lead to an increased demand for non-formal and informal education, as families seek alternative pathways for their children's education, further straining resources and support systems.

High-probability, high-impact risks also include the potential for a partial or full breakdown of the cessation of hostilities, which could lead to escalating hostilities, especially in the South, causing another phase of school closures at the national or regional level. Such disruptions could result in recurrent displacement of families and children, increasing the likelihood of learning disruptions and dropouts, particularly for girls, due to safety concerns and resource limitations in accessing and providing education.

To address these risks, the MEHE and its partners continue to work on hybrid learning modalities to ensure that vulnerable children can continue their education in a safe, protective, and inclusive environment. Currently, displaced individuals and returnee IDPs need access to both formal and non-formal education. The sector's priority is to ensure that children can continue their education within formal systems, including TVET. This involves rehabilitating public schools and learning spaces—covering both major and minor rehabilitation, solarisation, and WaSH facilities—to provide physical and psychological protection during emergencies. These spaces will support children's well-being while ensuring the continuity of learning in a safe and secure environment.

A medium-probability, high-impact risk is the potential for further economic decline, which could significantly disrupt the academic year at various stages. The rising cost of living imposes considerable strain on families, heightening the risk of children, both girls and boys, dropping out of school, even in public institutions where education is nominally free. Additionally, schools are increasingly struggling to meet financial requirements, such as operational costs and teacher salaries, which could result in partial or full closures. To mitigate these risks, the Education sector will advocate for sustained financial support for schools by maintaining school funds and prioritising cash-for-education programmes, ensuring uninterrupted access to quality education for all children during these challenging times.

A high-probability, medium-impact risk is the persistent gap in access to reliable digital infrastructure and resources across Lebanon's education system. While efforts to digitise learning

have been prioritised, many schools, including TVET schools, face challenges such as insufficient access to high-speed internet, outdated or inadequate digital devices, and frequent power outages. These barriers hinder the full implementation of digital learning initiatives and disproportionately affect children in underserved or rural areas. As a result, many children are kept out of learning, exacerbating existing inequalities in education. To address these issues, the Education sector will focus on scaling up investments in digital infrastructure, such as providing schools with renewable energy solutions like solar panels, to ensure continuous access to power and expanding internet connectivity to all regions.

## Sector Results: Lebanon Response Plan (LRP) Impacts, Sector Outcomes, and Outputs

The LRP Education Sector strategy aligns with MEHE's five-year plan (2021-2025) and supports the achievement of SDG 4. It focuses on building a resilient education system in Lebanon through interventions that improve access, quality, and governance. The strategy prioritises an inclusive, gender-equitable, and safe education system that empowers vulnerable children and youth. It emphasises community participation to ensure the relevance and alignment of programmes, aiming to increase equitable access, retention, and completion of education, with particular emphasis on vulnerable children and their caregivers.

The sector's outcomes and outputs closely align with the objectives of the Lebanon Response Plan (LRP), ensuring that the education system in Lebanon effectively responds to the multifaceted crises affecting children and their caregivers.

**Outcome 1** focuses on enhancing equitable and inclusive access to safe, protective education for all learners. It directly relates to **LRP Objective 1** by prioritising the protection of vulnerable populations, especially children in underserved areas, girls, and children with disabilities. The rehabilitation and operationalisation of public schools and learning spaces (Output 1.1) supports **LRP Objective 3**, as this effort strengthens service provision through national systems, ensuring sustainability and alignment with MEHE standards. Furthermore, Output 1.2 addresses **LRP Objective 2** by reducing barriers to education through community outreach, cash-for-education programmes, and referrals to child protection and GBV services, thereby meeting the critical needs of marginalised families and children.

**Outcome 2** seeks to improve learning outcomes through quality education services and aligns with both **LRP Objective 1** and **LRP Objective 4**. The targeted support for learning recovery, inclusive education, and teacher capacity-building (Outputs 2.1 and 2.2) not only protects vulnerable learners by addressing the academic and psychosocial effects of interrupted education but also contributes to Lebanon's social stability. This is achieved

by strengthening the overall quality and inclusiveness of the education system. These initiatives ensure that education services are resilient in multi-crisis situations, advancing equity and well-being. By preventing dropouts and improving the quality of learning, the sector addresses immediate humanitarian needs while fostering long-term socio-economic stability, as envisioned in **LRP Objective 4**.

Finally, **Outcome 3** focuses on governance and knowledge management, strongly supports **LRP Objective 3** by enhancing MEHE's capacity to lead and manage education during crises. Efforts to strengthen data collection, Education Management Information Systems (EMIS) systems, and policy development under Output 3.1 improve equity, efficiency, and preparedness in education, thereby reinforcing service delivery through national systems. Furthermore, the focus on building the capacity of Education sector partners (Output 3.2) ensures the effective implementation and monitoring of education programmes in alignment with **LRP Objectives 1, 2, and 4**, fostering a coordinated, sustainable, and inclusive response that addresses Lebanon's immediate needs and long-term recovery goals.

## Expected Results

By the end of 2025, the Education Sector aims to ensure that all vulnerable children and youth, including newly displaced populations and returnees, have access to safe, protective, and inclusive education through both formal and non-formal learning programmes. Interventions will focus on implementing various learning modalities that are gender-responsive and inclusive, ensuring access to a secure and supportive environment while maintaining the quality of services.

The education system will be strengthened by enhancing governance, managerial, and knowledge management capacities at the central, regional, and local levels. These anticipated outcomes directly contribute to the LRP objectives by addressing the needs of newly displaced populations and returnees, who are especially vulnerable due to the ongoing crisis.

The sector's outputs, such as improved learning spaces and improved access to education, will contribute to outcomes like increased enrolment, retention, and better learning outcomes, ultimately strengthening long-term resilience. Targeted interventions will specifically support vulnerable groups, including women, children, persons with disabilities, vulnerable young people, displaced Syrians, Palestinian Refugees from Syria/Palestine Refugees in Lebanon, returning IDPs, and newly displaced individuals. These interventions will not only address immediate humanitarian needs but also promote long-term recovery and resilience in line with the LRP's strategic objectives.

The Education sector will prioritise **multi-sectoral collaborations**, particularly through enhanced coordination within the Humanitarian-Development-Peace (HDP) Nexus to achieve shared outcomes. In an unstable political and economic landscape, education partners will continue to strengthen market-aligned TVET education, as well as non-formal education

and skilling programmes, to meet the needs and aspirations of youth. Whilst promoting lifelong learning, these initiatives will enhance employability and entrepreneurial skills. The sector will work with the Site Management, Shelter, and WaSH sectors to ensure the coordinated decommissioning, commissioning, and rehabilitation of schools and educational institutions, along with access to shelters. Additionally, the sector will work closely with the Child Protection sub-sector to ensure the safety and well-being of children in emergencies, while partnerships with the Social Protection and Livelihoods, and Nutrition sectors will help address barriers such as economic constraints, documentation issues, and child labour risks.

Additionally, the strategy **will incorporate gender-responsive actions**, such as creating safe learning spaces that meet the specific needs of girls, boys, and other vulnerable groups. The Education sector will aim to ensure that all children are protected from violence, exploitation, and abuse in both formal and non-formal education settings by enhancing existing referral systems and their implementation by partners.

Flash Appeal activities will address the immediate needs of children to return to safe schools. These activities will focus on reopening schools, providing Mine Risk education (activity under the Mine Action sub-sector and Social Stability sector), offering psychological support for teachers and students, and ensuring that the most affected and vulnerable children and youth, particularly returnees, can access both formal and non-formal education programmes.

The Flash Appeal focuses on addressing immediate needs directly triggered by the hostilities. Other activities will tackle medium- to longer-term objectives, such as improving the quality of education, removing barriers to education, and supporting MEHE in building a more resilient education system under the broader LRP umbrella.

### **Sector Outcomes and Outputs:**

**Outcome 1: Enhanced equitable and inclusive access to, and completion of, safe, protective education for all learners in Lebanon, prioritising the most vulnerable children and their caregivers.**

**Output 1.1: Improved access to properly equipped, inclusive formal schools, learning centres, and other educational opportunities, especially in underserved and affected areas.**

All children and youth in Lebanon have the right to safe, inclusive, and well-equipped public schools and learning environments that nurture their well-being and enable them to complete their education. The sector works closely with MEHE, the TVET Directorate, and other sectors, education and youth partners to ensure that schools—ranging from primary to secondary, including TVET and UNRWA schools—are rehabilitated, constructed, and operational.

Partners support the costs of public education, provide multiple flexible pathways, and offer certified or non-certified vocational training programmes in line with MEHE's transition pathways.

Support also includes the physical environment of schools, ensuring infrastructure that includes inclusive classrooms, laboratories for practical courses in TVET schools, play areas, gender-responsive WaSH facilities, solarisation, and health and hygiene kits, all in accordance with MEHE standards.

**Output 1.2: Providing necessary support to children, youth, and caregivers to reduce barriers to accessing and completing education.**

Sector partners are dedicated to conducting community outreach to understand and address the unique educational needs of marginalised and vulnerable populations, including girls, migrants, stateless individuals, and children with irregular status, out-of-school children, those with disabilities, and students facing challenges in continuing their education due to legal issues (required documentation), or financial issues. As part of this commitment, referrals to formal education, non-formal education, training opportunities, and external services will be ensured.

Education sector partners are committed to alleviating financial burdens on families, including those with female heads of households, through Cash for Education programmes. These programmes cover costs such as transportation (while also seeking alternative, more durable options for transportation), learning materials, and educational supplies (including stationery and textbooks), as well as gender-sensitive school supplies for public schools and learning facilities. In-kind support for education-related expenses, including transportation, provides an alternative to cash assistance for education.

Partners also plan to provide nutritional support and healthy snacks in both formal and informal educational settings through school feeding programmes, particularly for adolescent girls at risk of anaemia. Additionally, partners aim to refer children to other sectors, such as the GBV and Child Protection, to assess the protection situation of vulnerable children and to provide safe and confidential GBV responses. Referrals to and integration with other sectors (e.g. WaSH, Food Security, CP) will also enhance access to education. For example, addressing period poverty will ensure equal access and retention opportunities for girls and boys through the provision of hygiene kits and menstrual hygiene kits.

Moreover, sector partners will continue to prioritise parental engagement as part of their targeted, integrated, and inclusive outreach efforts. They will consistently raise awareness among fathers, mothers, and caregivers about the available resources that support all children and youth in enrolling in school, continuing their education, and avoiding learning interruptions or negative coping mechanisms, including for those affected by the national conflict.

**Outcome 2: Improved learning outcomes for children and youth through improved quality of education services, ensuring safety, protection, and adaptation to multi-crisis situations.**

### Output 2.1: Strengthened capacity and well-being of teachers, education personnel, parents, and communities to ensure learner-centred education in public schools or learning spaces.

The sector prioritises ensuring that children and youth achieve quality learning outcomes while continuing efforts to enhance access to education, particularly to address learning loss resulting from disrupted education. Teachers will benefit from training and professional development opportunities in collaboration with CERD, focusing on inclusive education and leadership through CERD-certified modules. Partners will support schools in strengthening protection mechanisms and providing mental health and psychosocial support (MHPSS) services, along with social-emotional learning programmes, in line with the Lebanon National Framework. Gender-responsive pedagogy will also be promoted to support both teachers and students. Non-formal education programmes will continue to receive support to ensure an integrated package of services, including the provision of assistive devices, MHPSS, and SEL packages. Teachers, instructors, parents, and children will receive life-saving education on the risks of explosive ordnance to enhance their safety and mitigate harm.

Education sector partners, supported by School Community Liaison Volunteers (ECLs), will facilitate enrolment in second shift (PM shift) schools. They will raise awareness about the importance of education, promote parental engagement, and ensure appropriate referrals to educational and other essential services. Efforts will also focus on engaging parents, caregivers, and communities to address the specific challenges faced by vulnerable children, including those with disabilities, displaced Syrians, internally displaced persons (IDPs), returnees, migrants, and stateless children.

ECLs will play a critical role in removing barriers to school attendance, raising awareness about the significance of education, and strengthening parental involvement. Partners will organise awareness-raising and engagement sessions covering key topics such as child development, the psychological impact of conflict, and strategies for providing effective support to conflict-affected children. These sessions will also address cross-cutting issues, including post-conflict disabilities, child labour, cyber safety, and mental health.

### Output 2.2: Enhanced inclusive learning opportunities for girls and boys in schools and learning spaces to improve learning outcomes, social-emotional development, protection, and well-being.

To address the challenges faced by students at risk of dropping out or experiencing low learning outcomes, education partners will expand targeted retention support programmes. These efforts include providing homework support, foundational literacy and numeracy programmes, catch-up classes, summer learning programmes, and other learning support measures tailored to the needs of both boys and girls, including those with special needs. In response to prolonged learning losses, education partners will also continue their support for Lebanon's National Learning Recovery Initiative. This initiative aims to mitigate the impact of interrupted education and ensure the

continuity of learning in public and semi-private schools. These programmes reflect a comprehensive commitment to fostering an inclusive, safe, and supportive learning environment for all children and youth, regardless of legal status, gender, or disability.

In the non-formal Education sector, programmes integrating social-emotional learning and child protection measures, including psychosocial support activities, will be implemented to enhance learning outcomes. These programmes will also explore pathways to formal education and technical and vocational education and training (TVET) opportunities.

Support for UNRWA students with special needs, including those with disabilities and/or learning difficulties, will focus on earlier and improved identification using international standards. Referral pathways to therapeutic services will be established to enhance their learning development and overall well-being within UNRWA schools.

The Education sector is committed to continuing support for inclusive schools as part of the implementation of the MEHE's Inclusive Education for Children with Special Needs policy, adopted in 2023. Partners will continue to provide technical support to all-inclusive schools and to school leaders trained in differentiated instruction, inclusive education, and leadership through CERD-certified modules. Non-formal education programmes will also receive support to ensure an integrated package of services, including education, rehabilitation, parental engagement activities, and the provision of assistive devices, MHPSS, and SEL packages. MEHE's child protection policy, adopted in 2023, will continue to be implemented in schools, with teachers and education personnel will receive the necessary orientation to implement this policy effectively, further reinforcing safe and protective educational environments.

Efforts are simultaneously underway to enhance school connectivity and digital resources. Partners will continue to support necessary digital solutions, procure and distribute digital equipment, and establish the necessary ICT infrastructure for hybrid learning approaches. Capacity-building initiatives for education staff and caregivers will ensure effective engagement with virtual learning platforms.

For vulnerable adolescents and youth, partners will focus on equipping both Lebanese and non-Lebanese children and youth with the knowledge and skills necessary for professional readiness and resilience. By fostering economic empowerment, skill development, and protection, partners aim to support youth in securing decent income-generating opportunities and providing a second chance at education.

### Outcome 3: Strengthened governance, managerial, and knowledge management capacities within the education system at all levels, utilising evidence-based decision-making.

Output 3.1: Data collection, management, and analysis systems are strengthened to support evidence-based decision-making in education.

To inform sector-wide decision-making, including emergency response and preparedness, partners under MEHE's leadership will support the system at national, regional, and school levels. This support aims to ensure the achievements of the response can be continued in the future. Partners will continue to enhance the unified data collection protocols and compliant systems under the Student Information Management System (SIMS) in preparation for a transition to an Education Management Information System (EMIS). The SIMS, linked with the education identification number (ID), enables MEHE to manage information about students and teachers effectively.

In addition to enrolment and attendance disaggregated by gender, age, and disability, the key data will also include information on teacher qualifications, attendance, retention, and professional development. It will cover school infrastructure, resources, and accommodations for students with disabilities. Additionally, data on dropout rates and their reasons, along with strategies for improving retention, will be collected. This comprehensive data set will support MEHE in making informed decisions and managing education programmes more effectively. SIMS data will also support inclusive education programming by identifying and facilitating the participation of children with disabilities, including recognising their barriers to education. Similar efforts will be made to generate unified data on non-formal education to inform its coordinated implementation.

Furthermore, the capacity of key staff at MEHE and CERD will be enhanced in educational financial planning and crisis-sensitive educational planning. Additionally, data management and analysis will be strengthened to improve MEHE's reporting on SDG 4 indicators.

**Output 3.2: Hybrid learning modalities are expanded and strengthened in collaboration with MEHE to enhance the education system's capacity to deliver equitable, gender-responsive, and effective learning opportunities.**

The Education sector will enhance its digital learning platforms through the development and implementation of the National Digital Learning Strategy, aimed at providing equitable access to gender-responsive, quality educational content. The platform will be supported by integrated user support systems to improve the learning experience and ensure inclusivity. In addition, there will be a focus on training teachers in digital learning, equipping them with the skills necessary to effectively engage students effectively in both online and offline environments. The goal is to ensure that all students, regardless of their vulnerabilities or geographic location, can fully engage with both online and offline learning materials, thereby promoting flexible and accessible education for all.

**Output 3.3: Support to MEHE is provided to develop, revise, and implement education policies and sector assessments based on comprehensive data and evidence.**

Sector partners will support the MEHE's governance by providing technical support. This includes developing, revising, endorsing, and implementing policies aimed at improving the equity, efficiency, and effectiveness of Lebanon's education system.

Examples of governance support include the development of the National Digital Policy, the implementation of Lebanon's Inclusive Education Policy (June 2023), and education reform.

The sector will continue to prioritise support for the implementation and governance requirements of the Transitional Resilience of Education Fund. This will involve further executing the work plan and strengthening of the MEHE's education expertise and leadership capacity, particularly during times of crisis. Technical assistance will be provided in areas such as data management, education financing, and school improvement plans.

As for non-formal education, the ongoing reforms will ensure more effective, high-quality programming by partners, including possible solutions for pathways to formal education. The new implementation methods will be linked to the mainstreaming of child protection efforts overseen by the Ministry of Social Affairs (MOSA) through the adoption of the National Child Protection Policy, which aims to create protective and inclusive spaces for child-centred learning. The goal is to prevent violence and provide a safe learning environment for all girls and boys.

### **Identification of Sector Needs and Targets at Various Levels**

The Education Sector determines the number of individuals, communities, and institutions in need by analysing data from MEHE, the TVET Directorate, UN agencies, and partner organisations. This process includes situational assessments, geo-prioritisation exercises, and needs assessments conducted in 2023 and 2024. Special emphasis is placed on internally displaced persons (IDPs), Syrians, and returnees, particularly in the South, Nabatieh, Baalbek, Bekaa, Hermel, and Beirut. Displacement tracking systems and available population data are used to identify those in need of education services.

In areas with limited access or where data collection is challenging, the sector uses estimations and collaborates with other sectors to address data gaps. It targets the most vulnerable populations by focusing on educational needs, particularly for children who have missed out on education due to displacement and their specific vulnerabilities. Targets are set to ensure that displaced and vulnerable communities receive equitable access to safe and protective learning environments while also addressing barriers such as economic constraints and lack of protection. Data and targets are continuously updated to respond effectively as new information becomes available.

## Flash Appeal



**TARGET:**  
220,000 (inc. 20,000  
teachers)



**BUDGET:**  
USD 13.9M

### Sectoral Impact:

- The conflict in Lebanon has severely disrupted the education system, affecting children's and youth's access to consistent learning. Over 300 schools and university branches were damaged, with 33 destroyed, and more than 600 educational establishments repurposed as shelters.
- This had strained the education infrastructure, leading to increased learning losses, particularly among vulnerable groups, especially displaced students across various populations and governorates.
- Children and youth are at risk of long-term psychological harm due to the consequences of the conflict and displacement affecting their overall learning, well-being, and development. While over 40,000 teachers have also been affected, as many were displaced and continue to face barriers to perform their teaching duties.

### Immediate Needs:

- Schools including TVET damaged during the conflict or used as shelters require urgent rehabilitation to reopen safely for teaching and learning.
- The presence of unexploded ordnance poses a serious threat to children, and life-saving Explosive Ordnance Risk Education is critical.
- There is a critical need to support children and youth in re-enrolling and staying in school, particularly at-risk students, including marginalized girls, children and youth with disabilities, and those who have been displaced.
- Displaced children and youth returning to school lack basic educational materials. Financial support is also needed to remove barriers to education while ensuring that adolescent girls have access to menstrual hygiene kits. Digital learning is also a vital tool for ensuring continuity.
- The need for immediate support through Psychological First Aid (PFA), Social and Emotional Learning (SEL) programs to build resilience, and a referral system for specialized care.

### Priority Activities:

- Support the decommissioning of schools that were previously used as shelters and carry out repairs of damaged schools to transform them into safe, gender-responsive learning space.
- Integrate inclusive learning continuity activities, retention support, and other education activities such as SEL, online and in-person and adapted to age, for displaced and affected children, including those residing in collective shelters.
- Distribute learning kits to displaced or returning IDPs, menstrual hygiene kits to adolescent girls, and provide cash support for education or transportation.
- Rehabilitation of damaged TVET labs to ensure young people have access to practical courses.
- Deliver Mental Health and PFA services and SEL programs and identify students and teachers in need of specialized support based on the MHPSS Minimum Service Package.
- Provide lifesaving information on Explosive Ordnance Risk Education to ensure the safety of children and families in schools and learning centres in conflict-affected areas.
- Train teachers on digital learning to enhance their digital skills. Provide teachers and counselors with training on crisis-sensitive instruction to better address the complex needs of students affected by the crisis.

# 3. MAINSTREAMING OF GENDER AND GBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, ENVIRONMENT

## Mainstreaming Gender, GBV Protection, PSEA, and Conflict Sensitivity Programming

To inform the sector workplan and priorities for protection mainstreaming, regular protection risk analysis will be conducted, including a comprehensive assessment at the onset of 2025. This will ensure an inclusive approach, particularly for children with disabilities, as this group has remained a major concern throughout 2024 and during the ongoing crisis. Findings from the Rapid Needs Assessment (RNA) in schools highlighted limited accessibility for children with disabilities to educational facilities. To address this gap, the sector aims to enhance infrastructure and adopt inclusive educational practices.

Building on past efforts, all collected data will be disaggregated by age, sex, and disability across populations. The sector will continue to prioritise Protection from Sexual Exploitation and Abuse (PSEA) through strengthened child safeguarding measures and efforts to ensure the safety and well-being of all children. Mandatory PSEA training will be reinforced for education staff, along with targeted awareness campaigns to engage caregivers and the wider community.

Education partners will also conduct detailed assessments, such as energy audits of schools, to inform efforts in rehabilitation, construction, and solarisation. These initiatives aim to create safer, more inclusive, and sustainable educational environments that meet the needs of vulnerable children.

Partners will standardise approaches to strengthen accountability to affected populations by building trust and improving communication regarding programmes, referral pathways, and feedback mechanisms. The implementation of child-friendly reporting and feedback mechanisms will ensure that children can safely express concerns and provide input on the programmes that impact their lives.

Policies and practices related to child protection will be further enhanced to ensure that all educational spaces are safe and secure. Psychosocial support (PSS) and multi-sector referrals will remain a priority, focusing on delivering gender-informed and inclusive services tailored to the needs of both children and caregivers.

Efforts will also include the timely identification and referral of school dropouts, particularly children at risk of child labour or early marriage, ensuring that tailored programmes address these challenges. The sector will promote disability-inclusive, gender-responsive educational environments in public schools, supporting the MEHE in strengthening planning, monitoring, and addressing issues such as child marriage, school violence, and harmful social norms.

In collaboration with livelihood and youth partners, the sector will work towards gender-neutral employment opportunities for girls and young women. It will provide life skills education on girls' rights, GBV prevention, and positive gender socialisation. Engaging both male and female caregivers in a gender-transformative approach to education will remain a focus, while advocating for inclusive education for children with disabilities.

Finally, by using conflict-sensitive programming, the sector will address community tensions by designing inclusive activities and supporting partners with training in conflict sensitivity and "Do No Harm" approaches. The sector will work closely with the Conflict Sensitivity mainstreaming focal point to customise training packages and guidance material, where possible, to meet the needs of Education sector members. Collaboration with the Social Stability sector will further enhance coordination and inclusion, particularly in relation to competition for services and biases in aid distribution.

# 4. LOGFRAME

## OUTCOME 1: Increased equitable and inclusive access to, participation in, and completion of safe and protective education for all learners in Lebanon, with a focus on the most vulnerable children and their caregivers

Indicator 1.1	Description	MoV	Unit	Frequency
# of (% of targeted) crisis affected (age 3 - 18 years) with access to repaired and established safe, protective and quality learning spaces with adequate WaSH facilities	-	-	%	Yearly

SYR			PRS			PRL			LEB			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%

## OUTCOME 2: Improved learning outcomes for children and youth through enhanced quality of formal and non-formal education services that are safe, protective, adapted, and inclusive for multi-crisis situations

Indicator 2.1	Description	MoV	Unit	Frequency
# of (% of targeted) crisis affected (age 3 - 18 years) with access to remedial/accelerated/catch-up classes	-	-	%	Yearly

SYR			PRS			PRL			LEB			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%

Indicator 2.2	Description	MoV	Unit	Frequency
# of (% of targeted) crisis affected (age 3 - 18 years) with access to PFA activities and/or non-specialized PSS activities	-	-	%	Yearly


SYR			PRS			PRL			LEB			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%

## OUTCOME 3: Enhanced governance, managerial and knowledge management capacities of the education system and all education stakeholders to deliver high-level results relying on evidence-based decision-making.

Indicator 3.1	Description	MoV	Unit	Frequency
MEHE policies and systems are enhanced to better support safe, inclusive, quality education, particularly for the most vulnerable.	% of education partners, MEHE representatives, and other key stakeholders that report a score of 3 or higher on a 5 point scale via a survey according to each component: data systems and knowledge management, evidence-based decision-making, domestic financing, technical support and/or capacity; criteria for survey rubric to be created by Education Sector.	Survey/Education Sector Coordination Team	%	Biannually

?		
Baseline	Target 2024	Target 2025
-	-	-

Indicator 3.2	Description	MoV	Unit	Frequency
% of stakeholders that report improved coordination, harmonization, data and monitoring, capacity support, and guidance within the Education Sector	% of education partners, MEHE representatives, and other key stakeholders that report a score of 3 or higher on a 5 point scale via a survey according to each component : coordination, harmonization, data and monitoring, capacity support, and policy development/guidance.	Survey/Education Sector Coordination Team	%	Yearly

 Sector partners and observers

Baseline	Target 2024	Target 2025
-	-	-



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# ENERGY

## PEOPLE IN NEED

 **3,263,764**

## PEOPLE TARGETED

 **1,140,000**

## SECTOR APPEAL

 **\$50,000,000**

## CONTACT

### LEAD MINISTRY

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## SECTOR OUTCOMES

### OUTCOME 1:

Increase Renewable Energy Production

- **Output 1.1:** Adopted solutions improve access to clean, affordable and sustainable energy

### OUTCOME 2:

Energy demand reduces due to implementation of energy-efficient initiatives

- **Output 2.1:** Households and institutions have access to energy-efficient products

### OUTCOME 3:

Access to electricity through rehabilitation and reinforcement works on the transmission and distribution networks improves




- **Output 3.1:** The installation and rehabilitation of medium and low voltage transformers reinforce distribution network

### OUTCOME 4:

The public sector has an enhanced capacity to coordinate and manage energy sector initiatives

- **Output 4.1:** Technical Support to MoEW, EDL and LCEC to coordinate and manage energy projects under LRP

## POPULATION BREAKDOWN

	PIN 2025	TARGET 2024	TARGET 2025
 PERSONS DISPLACED FROM SYRIA	-	-	855,000
 VULNERABLE LEBANESE	-	-	285,000
 PRS	-	-	-
 PRL	-	-	-
 MIGRANTS	-	-	-
 OTHER	-	-	-

# 1. SITUATION ANALYSIS

Lebanon's Energy sector has placed a significant burden on the national economy and individual households. Over 98 per cent of its primary energy is imported, making the country highly vulnerable to international oil price fluctuations. The country primarily relies on expensive and polluting oil and diesel, particularly for self-generation, to meet most of its power demand. However, the national utility, Electricité du Liban (EDL), struggles to provide reliable electricity, leading to daily power outages and growing dependence on costly, polluting and unregulated private diesel generators.

The situation has worsened due to the ongoing Syria crisis,<sup>30</sup> and was further exacerbated by the economic crisis in October 2019. The sharp increase in generator fuel costs, driven by the war in Ukraine, has made electricity unaffordable for many populations in Lebanon.

The escalation of hostilities by Israel in September 2024 has further exacerbated Lebanon's five-year economic and financial crisis. If the conflict persists, the economy is projected to shrink by 9.2 per cent by the end of 2024.<sup>31</sup> Even with a ceasefire, further contractions of 2.3 per cent in 2025 and 2.4 per cent in 2026 are anticipated due to institutional weaknesses, slow recovery efforts, and significant losses across infrastructure, buildings, factories, and utilities.

The Energy sector has been severely impacted, compounding existing challenges in utilities to damaged energy infrastructure and disrupted operations. This instability has further destabilised the economy, with key sectors, including tourism, agriculture, manufacturing, and trade, facing sharp contractions due to disrupted supply chains, direct damage, and plummeting consumer demand. These crises have deepened poverty and vulnerability, further threatening Lebanon's social and institutional stability.

Nonetheless, since the government adopted the Electricity sector reform in April 2022, along with two draft laws in parliament the distributed renewable energy law (which has been ratified) and the energy conservation law significant progress has been made. The government adjusted the electricity tariff to reflect actual expenditures, significantly improving cost recovery. The cash waterfall mechanism for EDL has been implemented.

Furthermore, the distributed renewable energy law has now been ratified. However, electricity supply dropped to four hours per day in 2020 following the removal of fuel subsidies. While this measure was part of the reform efforts, it has burdened people's livelihoods. Despite ongoing reforms, limited electricity supply has drastically increased energy-related needs in Lebanon across sectors, particularly in maintaining essential services such as water, education, and health. Critical cross-sectoral issues have been identified as follows:

**Water:** The compounded health, economic and financial crises have significantly strained the Water Establishments (WEs), which are responsible for providing safe and equitable water access. Energy-related issues have severely disrupted pumping stations, which deliver water to a large portion of the population.

The electricity supply from EDL remains insufficient to power to main pumping stations, making water facilities a national priority for electricity allocation. To address this issue, the Ministry of Energy and Water (MoEW) has requested EDL to prioritise electricity supply for vital service sectors when generation levels are low. However, this remains insufficient, covering only a portion of Lebanon's water systems.

Additionally, the cost of fuel can no longer be borne by WEs. This highlights the need to transition to renewable energy sources, such as solar, hydraulic, or wind, to sustain water and wastewater facilities and complement the national utility. The adoption of renewable energy solutions can also mitigate high energy costs incurred by wastewater treatment plants, with viable options including biomass and solar wind.

**Education:** To host displaced Syrians, many public schools must provide second shifts, significantly straining their operational capacity. In addition, some public schools served as shelters for internally displaced Lebanese during the 2024 autumn war, requiring lighting services at night.

The implementation of energy efficiency and renewable energy measures reduces schools' electricity bills in a cost-effective way. Given the current economic crisis, grid electricity has declined, increasing the need for additional battery capacity even in schools already equipped with solar photovoltaic (PV) systems. These interventions require relatively low funding per school (c.a. \$15,000 for solar PV + batteries per school, \$10,000 per battery for schools with solar PV).

**Health:** The COVID-19 pandemic, the cholera outbreak, the economic collapse, and the recent war have placed additional stress on public hospitals. A stable, reliable and affordable electricity supply is vital for hospitals to serve as the first line of defence and ensure that most vulnerable people have access to health services.

Without adequate electricity, hospitals cannot operate life-saving medical devices, such as vaccine refrigerators in an optimal manner. As such, Lebanese health facilities have been forced to rely on diesel generators to maintain cold-chain storage, increasing financial strain and threatening the sustainability of service provision.

Electricity costs has become prohibitive for many hospitals.

30 MoEW & UNDP (2017). [The Impact of the Syrian Crisis on the Lebanese Power Sector and Priority Recommendations](#).

31 UNDP (2024), Economic and Social Consequences of the Escalating Hostilities in Lebanon (October 2024, Rapid Appraisal)

While humanitarian aid focuses on access to healthcare services through subsidisation, far less support exists for improving hospital infrastructure. As a result, public hospitals face severe operational constraints.

To strengthen healthcare resilience and sustainability, renewable energy and energy efficiency measures should be implemented. These interventions help free up income for backstopping services in a budget-constrained environment.<sup>32</sup> The cost of energy interventions for hospitals requires a greater investment than that of the education sector (c.a. min. \$100,000 to \$1,000,000 per hospital).

**Social Stability:** The sustained deterioration in the economy, high levels of political instability, persistent concerns over access to food, clean water, electricity, and medical care have exacerbated social tensions across Lebanon. The strained capacity of security institutions to respond, coupled with increased crime rates, has worsened perceptions of physical safety and security, nationwide.

The electricity crisis has had a lasting impact on quality of life, particularly affecting access to safe drinking water. Moreover, public institutions, including social development centres, Governorate offices, face severe operational and management challenges. If the economic situation continues to decline, these institutions risk paralysis, leading to gaps in security control and an inability to cover maintenance and operational costs.

This has severely affected services delivery, particularly in: solid waste management, with increased irregular dumping, waste accumulation, and street burning; issues with access to water; and a shortage of wastewater discharge and treatment, with spillover effects on inter-communal and social tensions.<sup>33</sup>



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32 MoPH, UNDP & WHO (2022). [Sustainable Energy Strategy for the Health Care Sector in Lebanon](#).

33 ARK-UNDP Perception Survey, Wave XI

## 2. OVERALL SECTOR STRATEGY

### Theory of Change

The overarching objective of the Energy sector in Lebanon is to improve access to electricity at agreed minimum standards for households affected by the subsequent crises impacting Lebanon since 2012 and for sectors providing vital services. The sector aspires to provide electrical services to Lebanese communities and displaced Syrians equitably, while also reducing environmental impacts and minimising financial burdens on the Lebanese Government and consumers (especially vulnerable households, such as female-headed households (FHH)). The overall objective of the Energy sector is stated as follows:

“By the end of 2025, vulnerable populations in Lebanon will have improved and equitable, sustainable access to all forms of electricity.”

The Energy sector’s theory of change toward these overall objectives is:

- Increasing electricity generation capacity by installing renewable energy systems (Outcome 1).
- Decreasing electricity demand through energy efficient products (Outcome 2).
- Rehabilitating and repairing the local-level electricity infrastructure network damaged by the war (Outcome 3).
- Providing technical assistance to implementing partners, such as the MoEW, EDL and LCEC in a gender-sensitive manner (Outcome 4).

This strategy will partially and locally reduce the supply-demand gap created by displaced populations and increase the electricity network’s capacity to deliver non-fluctuated/stable access to the most vulnerable (including female-headed households). Additionally, it will reduce reliance on diesel generators, thereby mitigating their serious health consequences.

Before the outbreak of the Syria crisis, the MoEW had been improving Lebanon’s electricity infrastructure, guided by the Policy Paper for the Electricity sector (MoEW, 2010), which was updated in 2022,<sup>34</sup> and other national action plans for renewable energy<sup>35</sup> and energy efficiency.<sup>36</sup> The Energy sector strategy under the LRP builds upon these national strategies, while also incorporating vulnerability assessments to identify the most urgent and critical needs.

While the MoEW continues to implement its Policy Paper,

several short- and medium-term projects will be selected and accelerated to address the impact of the Syria crisis and the recent war on the sector. Thus, it also complements other reform efforts such as the Lebanon Reform, Recovery, and Reconstruction Framework (3RF).

Additionally, renewable energy (Outcome 1) and energy efficiency (Outcome 2) interventions are aligned with Lebanon’s National Determined Contribution (NDC) under the Paris Agreement, which commits to:

- A 20 per cent reduction in Greenhouse gas emissions (GHG) by 2030.
- An 18 per cent renewable energy share of electricity production by 2030.
- A 3 per cent energy efficiency target by 2030.

The proposed interventions can be summarised as follows:

- Capital investment in decentralised energy-generation capacity, along with storage capacity (Outcome 1), energy efficiency measures (Outcome 2) and rehabilitation of damaged networks (Outcome 3). These efforts will partially meet the additional demand created by displaced Syrians and compounded crises, while also supporting vulnerable communities and public institutions by improving access, availability and affordability of electricity.
- Supporting the implementation of the government’s development plans and Energy sector reforms by increasing technical assistance in a gender-sensitive manner (Outcome 4).

### Assumptions and Risks

The following general assumptions have been taken into account when designing the 2025 Energy sector strategy:

- Implementing partners can provide effective and coordinated support to the government.
- External agendas will not substantially influence intersectoral coordination (e.g., confessional, political division lines).
- Increased priority to renewable energy and energy efficiency measures will result in higher donor allocations, which will catalyse private investment in the Energy sector.

The key potential risks for the LRP Energy sector are as follows:

34 MoEW (2022), Policy Statement - Setting Lebanon’s Electricity Sector on a Sustainable Growth

35 MoEW and the Lebanese Center for Energy Conservation (2016), *The National Renewable Energy Action Plan for the Republic of Lebanon 2016-2020*

36 MoEW and the Lebanese Center for Energy Conservation (2016), *The Second National Energy Efficiency Action Plan for the Republic of Lebanon 2016-2020*

- Inefficient technical coordination between implementing partners and public institution counterparts.
  - Mitigation: Implementing partners should proactively coordinate with the relevant focal points within public institutions (e.g., PV installation in schools - Ministry of Education).
- Limited technical capacity of implementing partners.
  - Mitigation: Potential implementing partners should consult with the sector and the ministries' counterparts during project scoping and ensure recruitment of qualified energy engineers to properly design and implement projects.
- Environmental risks from electronic waste ("e-waste").
  - At the end of their lifespan, solar panels and/or batteries generate electronic waste, which may include hazardous/phase-outs materials, chemicals or other pollutants. Without proper handling directives and recycling mandates, this could lead to unregulated waste accumulation.
  - Lebanon currently lacks formal waste management infrastructure for e-waste and battery disposal.
  - Mitigation: The United Nations Development Programme (UNDP) is implementing the EU-funded '[Decentralized Waste Management Integrated Response \(TaDWIR\)](#)' project, in partnership with the Ministry of Environment and other relevant national stakeholders. This project aims to maximise e-waste and battery recycling through an Extended Producer Responsibility (EPR) system, preferably to be implemented voluntarily by the Energy sector, in alignment with national policies and in close cooperation with municipalities. The partners should be aware of this potential risk and support the national effort to establish the waste management systems for e-waste and other hazardous wastes.
- Scattered reporting of renewable energy projects does not allow the Ministry to track progress towards NDC's. A centralized reporting platform should be created.

## Sectors Results: LRP Impacts, Sector Outcomes and Outputs

By sustainably enhancing electrical services and capacity at both national and local levels, the Energy sector contributes to:

- Objective three of the LRP: Ensuring vulnerable populations have equitable access to basic services through national systems.
- Objective four of the LRP: Reinforcing Lebanon's economic, social and environmental stability.

The sector has four outcomes contributing to impact 3 of the LRP (Vulnerable populations have equitable access to basic services through national systems) and to impact 6 (Mitigating the environmental impact of the Syria crisis to avoid further degradation of natural eco-systems and ensure its long-term sustainability).

### Outcome 1: Increase Renewable Energy Production

This outcome seeks to increase electricity supply capacity to address the growing energy demand resulting from the presence of displaced populations. Distributed renewable energy systems will be installed in vulnerable host communities and public institutions facing severe financial pressure due to the Syria crisis.

As demonstrated in the sector's achievements, installing renewable energy systems has sustainable and long-lasting direct impacts on vulnerable communities and public institutions through monetary savings. Also, given its positive net-present-value, the renewable energy project can catalyse private sector finance via grant support, multiplying the impact of such support. In addition, as the electricity situation worsens, the demand for battery storage capacity has also increased. Even schools and other public institutions already equipped with solar PV require additional battery storage, as the current systems did not anticipate the severe deterioration in the grid electricity supply from EDL.

According to a UNDP study,<sup>37</sup> investment in renewable energy creates local jobs, indicating that renewable energy investment and its acceleration will provide a much-needed increase in job demand in Lebanon. For example, \$1,000,000 of investment for 1 MW solar PV, would create an estimated 11-20 direct jobs (construction, electrical engineering, business and finance), as well as 20-25 indirect jobs (production of cable, metal, plastic and dye as well as finance and admin.). Other renewable investments, such as bioenergy and energy efficiency, have varied job creation impacts. Scaling up to larger utility-scale renewable energy projects, based on the new DRE law, would create even more jobs and cost-effective solutions to solarise several water facilities or pumps, collections of facilities and other "communal" projects.

### Output 1.1: Adopted solutions improve access to clean, affordable and sustainable energy

- Given the comparative advantages of renewable energy projects, Lebanon's current market conditions, legal framework and technical studies support the installation of cost-effective renewable energy systems as a long-term sustainable measure. These solutions will remain in place beyond the current crisis, with proper consideration for end-of-life disposal: Distributed renewable energy power generation with battery storage: The Energy sector strongly recommends the installation of renewable energy systems, such as solar PV systems, biomass energy and hydropower, to serve communities and public institutions. While Lebanon possesses numerous renewable energy

resources, including affluent solar irradiation, wind and biomass, it currently generates most of its electricity from imported oil. Given the massive deficit, the promotion of renewable energy has multi-fold benefits, such as reaching the NDC goals of Lebanon, reducing the need for large investments in power plants, cash fluidity/circulation within the community, multiplier effects on the national economy and job creation as described above. Furthermore, due to Lebanon's exacerbated electricity situation, battery storage capacity is in high demand, especially in schools and public institutions equipped with solar PV systems.

- Solar Water Heaters (SWH): Solar water heaters offer a proven and highly cost-effective solution (good turnover) for reducing electricity consumption from heating water. While most Lebanese households still rely on electricity to heat water, leading to expensive bills, the capacity of local manufacturing and deployment of solar water heaters is already well established.
- Solar off-grid lighting.

## Outcome 2. Energy demand reduces due to implementation of energy-efficient initiatives

While Outcome 1 focuses on the upstream/supply side of electricity provision, Outcome 2 targets the sector's downstream, demand-management side. This Outcome's activities will deploy energy efficiency measures to reduce energy consumption in Lebanese communities, shelters for displaced Syrians, schools, healthcare centres, hospitals and social development centres. These locations primarily use electricity for heating, domestic water heating, lighting and cooking (mainly in residential facilities).

### Output 2.1. Households and institutions have access to energy-efficient products

Based on shelter/facility type and the same population assumptions as in Outcome 1, the following energy efficiency activities can be considered with proper management of the resulting waste:

- Light-emitting diode (LED) lighting and solar cookers in households.
- LED lighting and lighting control in public schools.
- Energy audits in hospitals and public establishments, followed by implementation of energy-efficient measures.
- Walk-in energy audits in primary and secondary health centres and social development centres, followed by implementation of energy-efficient measures.
- Energy-saving measures in the Water and Agriculture Sectors – Variable Speed Drives (VSD) for building Water Pumps Capacity to ensure the energy-efficient measures are conducted in a gender-responsive manner.

- Enabling women to make decisions which ultimately reduce greenhouse gas emissions.

## Outcome 3. Access to electricity through rehabilitation and reinforcement works on the transmission and distribution networks improves.

This outcome is related to work on the distribution network, as described hereafter. The outcome will take into account the PCB national inventory, conducted by the Ministry of Environment, thus identifying 1129 PCB-contaminated transformers in addition to hotspot sites.

### Output 3.1: The installation and rehabilitation of medium and low voltage transformers reinforce distribution network.

Overloading of the distribution network, primarily due to increased electricity demand in areas hosting large numbers of displaced Syrians and Internally Displaced People (IDPs), causes a decline in the electricity quality supplied to households and increases the risk of fire and damage in overburdened transformers.

Thus, the reinforcement of the distribution network is one of the key interventions that aims to increase the capacity to deliver quality electricity to additional end-users, especially the most vulnerable people and communities.

If this proposed work on the distribution network is implemented, Lebanese host communities and displaced Syrians would experience an improvement in the quality of electric current supplied and an increase in the number of hours electricity, decreasing their reliance on private generators and thereby reducing energy costs.

In addition, the intervention now includes the rehabilitation of transmission and distribution networks damaged by bombardment during the conflict with Israel. The intervention would also include the prevention of illegal connections to the grid. This critical prevention reduces technical losses through the distribution system and appropriately recovers the cost of electricity generation.

## Outcome 4. The public sector has an enhanced capacity to coordinate and manage energy sector initiatives

### Output 4.1: Technical Support to MoEW, EDL and LCEC to coordinate and manage energy projects under LRP

An increasing number of energy-related projects are being implemented by many actors, including INGO/NGOs and private sector in various sectors such as water, education and health. Given the decentralised nature of these initiatives, there is a greater need in coordination among players as well as mapping critical energy-related needs across the country to ensure efficient and effective investment in the sector.

Thus, this output proposes capacity building and technical support to the MoEW, EDL and LCEC to coordinate and manage energy related projects in the country. In addition, the

Energy sector Policy Paper should be implemented by a group of specialised experts and consultants under the employment of the Ministry, which is overburdened due to the response to the Syria crisis and recent war. Implementing and managing the activities proposed in this strategy require a dedicated, gender-balanced team of professionals to provide necessary support, due diligence and supervision. The international community is requested to provide immediate support to ensure sufficient institutional capacity to oversee implementation and completion of the above-mentioned projects and the short-term improvement interventions in electricity supply as well as environmental health and safety.

## Expected Results

The energy needs of displaced Syrians depend on their type of settlement:

- Host communities (residential and non-residential): They are typically concentrated in densely populated urban centres, particularly in already-impooverished neighbourhoods and in informally developed urban areas, where access to essential electricity is insufficient. Lebanese and displaced Syrians living in substandard shelters require improved electricity services, ensuring sufficient access for all.
- Informal settlements (non-permanent shelters): They are typically located in agricultural areas. They require comprehensive assistance in basic services, especially electricity, to provide them with basic household lighting, cooking appliances and hot water for bathing and other uses. Provision of street lighting around informal settlements is also a major benefit to the security of displaced Syrians and of Lebanese host communities. It should be noted, however, that according to the Government of Lebanon's policy, no permanent infrastructure should be installed in informal settlements. As for the Palestine refugees in Lebanon and Palestinian refugees from Syria, the MoEW and "Electricité du Liban" have pending claims with UNRWA extending from 2003 until 2024. These claims continue to be extended and are being handled by the Ministry of Foreign Affairs. As such, the MoEW is unable to incorporate the energy needs of these populations into the LRP. However, if solutions are generated during 2025, the Energy sector strategy under the LRP will be revisited accordingly.

The sector's response targets the needs of the most vulnerable first, using the following criteria to prioritise activities and projects:

- Focus on geographical areas with the highest concentration of affected populations and host communities with no/poor access to sufficient quantity, quality and continuity of services related to electricity;
- Implement pre-planned priority projects aligned with the Government of Lebanon's strategies and masterplans, ensuring sustainable and gender-responsive service provision for the most vulnerable communities;
- Focus on the highest risks of environmental degradation in areas with the highest concentrations of displaced Syrians, impacting natural resources;
- Focus on areas presenting security challenges and social stability issues;
- Focus on vulnerable groups, households, and individuals (i.e., female/child-headed households, elderly or persons with disabilities and minors, children in schools or hospitals) for specific assistance, and;
- Focus on public institutions providing vital services to displaced Syrians and vulnerable host communities affected by their presence;
- Total sector needs and targets.

# 3. MAINSTREAMING GENDER, GBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, AND ENVIRONMENT

## Conflict Sensitivity:

Electricity generation through renewable energy, the provision of energy-efficient products, off-grid solar photovoltaic streetlights, and the reinforcement of the transmission and distribution network are all activities that improve the quality and quantity of electricity supply. This, in turn, reduces social tensions between Lebanese host communities and displaced Syrians and eases intra-Lebanese tensions. In addition, it is also critical to identify the needs and ensure the maintenance of such interventions, given the critical nature of electricity as a priority for both communities.

## People with Specific Needs:

Special attention should be given to prioritise service provision to persons with disabilities, families with young children, female-headed households and elderly persons.

## Environment:

The use of renewable energy sources, energy-efficient products and grid connections significantly reduce the environmental impact of the Syria crisis by minimising the use of diesel generators along with proper consideration for end-of-life disposal as described in the above section. Such projects also contribute to the national effort to tackle climate change to achieve the NDC.

## Partnerships:

Given that several energy-related projects fall outside the LRP framework, the Energy sector will make an effort to collect and map such projects and share them across the partners to facilitate ground-level coordination.

All vital services in Lebanon depend on the provision of electricity. Therefore, the overstretched condition of the Energy sector is negatively affecting most sectors. In addition, the Energy sector has close inter-sector linkages with regard to interventions. For instance, the installation of renewable energy (solar water heaters) or energy efficiency products (LED lighting) will directly benefit vulnerable populations and communities by reducing electricity costs. In addition, these interventions will mitigate the burden on the national grid, which is perceived by many Lebanese as strained due to the Syria Crisis.



# 4. LOGFRAME

## OUTCOME 1: Increase renewable energy production

Indicator 1.1	Description	MoV	Unit	Frequency
% of household with access to renewable energy as sources of electricity	National average of percentage of household with access to renewable energy as sources of electricity.	1. Vulnerability Assessment of Syrian Refugees (VASyR) 2. Multi Sectoral Needs Assessment (MSNA)	%	Yearly

SYR			PRS			PRL			LEB			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
6% (2023)	-	15%	N.A	-	-	3% (2023)	-	-	21% (2023), 9% (2022)	-	30%	6% (2023)	-	-	N.A	-	-

Indicator 1.2	Description	MoV	Unit	Frequency
Total capacity of renewable energy installed in public institutions in Lebanon	Total amount of renewable energy installed and operation in Lebanon in public sector, categorized by technology and type of institutions such as schools, universities, hospitals, healthcare centers, WEs, and other public facilities. The survey should also monitor 1) % of public institutions, 2) total energy consumption, 3) renewable energy generation in public institutions.	National Survey (TBD)	MW	Yearly

Institutes		
Baseline	Target 2024	Target 2025
N.A	-	-

## OUTCOME 2: Energy demand reduces due to implementation of energy-efficient initiatives

Indicator 2.1	Description	MoV	Unit	Frequency
Average expenditure on electricity per family per month	Average expenditure on electricity per family per month *This value is now only available at VASyR.	1. Vulnerability Assessment of Syrian Refugees (VASyR) 2. Multi Sectoral Needs Assessment (MSNA)	LL	Yearly

SYR			PRS			PRL			LEB			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
2.7 M	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Indicator 2.2	Description	MoV	Unit	Frequency
Annual energy consumption for public institutions, including schools, hospitals, administrative buildings, and municipal offices.	Annual energy consumption for public institutions, including schools, hospitals, administrative buildings, and municipal offices. Ideally collect data on energy consumption by source (electricity, diesel generators, renewables, etc.).	TBD	MWh	Yearly

Institutes		
Baseline	Target 2024	Target 2025
N.A	-	-

### OUTCOME 3: Access to electricity through rehabilitation and reinforcement works on the transmission and distribution networks improves

Indicator 3.1	Description	MoV	Unit	Frequency
Average hours of electricity access per day from national grid	Average hours of electricity access per day from National Grid. *This value is now only available at VASyR. In MSNA, total average hours of access to electricity per day from any sources are being monitored.	1. Vulnerability Assessment of Syrian Refugees (VASyR) 2. Multi Sectoral Needs Assessment (MSNA)	Hours	Yearly

SYR			PRS			PRL			LEB			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
6 (2023)	-	-	-	-	-	N.A	-	-	N.A	-	-	N.A	-	-	-	-	-

### OUTCOME 4: The public sector has an enhanced capacity to coordinate and manage energy sector initiatives

Indicator 4.1	Description	MoV	Unit	Frequency
Number of new energy initiatives, survey, or publications resulting from capacity development and support to MoEW	-	Government	Number	Yearly

Institutes		
Baseline	Target 2024	Target 2025
0	-	2



@Al Majmoua



# FOOD SECURITY AND AGRICULTURE

## PEOPLE IN NEED

 2,741,166

## PEOPLE TARGETED

 2,432,638

## SECTOR APPEAL

 \$830,000,000

## CONTACT

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## SECTOR OUTCOMES

### OUTCOME 1:

To ensure most vulnerable communities in Lebanon receive FOOD ASSISTANCE to reduce their food gaps and diversify their food intake

- **Output 1.1:** Food insecure individuals have access to food through various modalities

### OUTCOME 2:

To improve agricultural production and productivity of most vulnerable farmers through AGRICULTURE LIVELIHOODS ASSISTANCE to protect, restore and sustain their livelihoods


- **Output 2.1:** Farmers receive capacity building/technical assistance, in-kind and cash-based assistance for improved production and productivity
- **Output 2.2:** Support to agricultural cooperatives, associations and MSMEs for improved production and productivity
- **Output 2.3:** Support employment and employability to improve livelihoods sources

### OUTCOME 3:

To enhance national CAPACITIES, COORDINATION AND INFORMATION SHARING on food security and agriculture

- **Output 3.1:** Capacity strengthening to public sector and humanitarian staff on food security and agriculture

## POPULATION BREAKDOWN

	PIN 2025	TARGET 2024	TARGET 2025
 PERSONS DISPLACED FROM SYRIA	1,337,114	1,151,374	1,100,890
 VULNERABLE LEBANESE	1,202,212	748,446	1,140,000
 PRS	110,000	14,967	104,500
 PRL	12,664	75,600	12,031
 MIGRANTS	79,176	15,174	75,217
 OTHER	-	-	-

# 1. SITUATION ANALYSIS

During 2024, Lebanon's food security situation has been severely impacted by ongoing conflicts and the protracted economic crisis, with extended hostilities that began in late 2023 leading to increased displacement across the country. As the situation continues to evolve, trends in displacement and returns fluctuate, exacerbating an already dire humanitarian landscape. Since 2019, the country has faced significant economic, financial, and social turmoil from multiple crises. By early 2024, Lebanon was already grappling with severe acute food insecurity, a situation worsened by recent cuts to humanitarian food assistance and the start of the conflict in October 2023. In 2025, an estimated 2.74 million Lebanese, displaced Syrians, Palestine refugees in Lebanon (PRL), Palestine refugees from Syria (PRS), and migrants, representing 49% percent of the population, were classified as People in Need (PiN) for the Food Security and Agriculture Cluster, a 6 percentage point increase compared to the 2024 PiN, due to many factors, including the escalation of the conflict starting mid-September 2024, affecting not only the southern governorates but other regions as well.

Before the escalation of the conflict in mid-September 2024, food insecurity was already alarmingly high. The previous IPC projection (April September 2024) estimated that around 23 per cent of the population including Lebanese nationals, displaced Syrians, and Palestine refugees were classified in IPC Phase 3 or above. This was primarily driven by the protracted economic crisis; the cuts to humanitarian aid, which began at the end of 2023 and continued into 2024; and the localized hostilities, which started on October 8, 2023.

Despite relative stability in the exchange rate since October 2023 at around the LBP 89,700 per USD, and a decline in inflation from 215 per cent in October 2023 to 16 per cent in October 2024, inflation remains high. The cost of the food Survival Minimum Expenditure Basket (SMEB)<sup>38</sup> reached \$37.6 per person by November 2024, reflecting a 10 per cent increase from November 2023<sup>39</sup> and a 15 per cent rise compared to its pre-crisis level in October 2019, when it stood at \$32.6 per person. In addition, a sudden surge in essential goods prices was registered in October, driven by the escalation of conflict, and the removal of the last state subsidy on Pita bread production, which led to a 5 per cent increase in the food SMEB cost between September and November 2024.

The escalation of hostilities from mid-September to the end of November 2024 led to a massive displacement of people in need across the country, both within and outside of shelters. This deterioration has had a severe impact on food security and is expected to have long-lasting effects. The worsening conflict has further deepened the long-term effects of Lebanon's financial

crisis, undermining households' purchasing power, weakening social safety nets, and straining public services. Hostilities in Sour, El Nabatieh, Marjaayoun, Bent Jbeil, Bekaa, Baalbek and the Southern Suburbs of Beirut have led to widespread displacement and relocation, negatively affecting the nutritional status of vulnerable population groups. The conflict has also caused additional disruptions in agri-food system supply and demand chains, further worsening food insecurity.

Following the start of hostilities in October 2023, humanitarian access has deteriorated significantly. By mid-October 2024, the conflict and extensive infrastructure damage rendered most areas in South and El Nabatieh governorates inaccessible, except for parts of Jezzine and Saida. Baalbek-El Hermel governorate, particularly El Hermel, became completely isolated due to insecurity, while the majority of the Bekaa governorate—excluding Zahle District and parts of West Beqaa—faced significant access challenges from conflict-related incidents. In Mount Lebanon, the Southern Suburbs of Beirut remained heavily restricted, further limiting humanitarian reach.

Despite economic challenges and the conflict in southern Lebanon, market functionality and supply chains remained relatively robust during the first phase of the conflict. Between April 2024 and August 2024, the WFP Market Functionality Index (MFI) averaged 8.1 out of 10, indicating stable yet strained market conditions,<sup>40</sup> despite the ongoing hostilities. However, the situation drastically changed following the escalation of the conflict starting mid-September 2024, with challenges being faced across the country. While markets in Beirut and Mount Lebanon continued to show high levels of functionality, their MFI scores dropped to 7.3 and 6.9, respectively. These regions maintained strong assortment, availability, and resilience, demonstrating their ability to operate effectively despite ongoing economic and logistical challenges. Meanwhile, areas such as Akkar, the North, and the Bekaa exhibited moderate functionality, with MFI scores averaging 6.3. These regions reflected a mix of stability and limitations in addressing local needs. By contrast, highly affected areas by the conflict, such as El Nabatieh, Baalbek-El Hermel, and the South, experienced the lowest levels of market functionality, with MFI scores of 0.8, 2.1, and 2.2, respectively. These regions faced widespread shop closures, depleted stock levels, and fragile supply chains due to the escalating conflict and restricted access, with some districts like Sour, Nabatieh, and Bent Jbeil reporting complete absence of operation, further exacerbating food insecurity and humanitarian needs.

It is worth mentioning that, following the latest developments in Syria, a large number of Lebanese nationals and displaced Syrians

38 The Survival Minimum Expenditure Basket (SMEB) serves as a benchmark to estimate the cost of food and other basic needs for a family of five in Lebanon. The SMEB reflects the absolute minimum amount required to cover lifesaving needs. The cost of the SMEB is tracked monthly using WFP price monitoring data, and the Consumer Price Index.

39 WFP (2024, December), *Market Monitor*.

40 WFP (2024, November) *Market Functionality Index*.

entered Lebanon along the border areas after 8 December. These individuals are at risk of food insecurity and are likely to require humanitarian assistance to meet their basic needs.

Following the implementation of the cessation of hostilities, a rapid survey conducted by WFP in early December assessed market trends in the most affected areas. The findings showed some recovery in the percentage of operational shops, particularly in highly affected areas. Limited market activity was observed in districts of South and El Nabatieh governorates, however, challenges persist due to damaged shops, disrupted supply chain, and logistical constraints. Full market recovery is expected to take time.

The overall situation is projected to further deteriorate, impacting people's access to nutritious and diversified food while disrupting agricultural production and livelihoods. The current crisis mostly impact vulnerable groups, particularly women, female-headed households, households with persons with disabilities, and households with elderly members.

**LEB:** Among Lebanese households, 18 per cent were unable to meet an adequate diet, with a borderline or poor Food Consumption Score<sup>41</sup> (FCS)<sup>42</sup> recorded between November 2023 and August 2024. Over the same period, 76 per cent of households reported adopting medium or high-food-based coping strategies.<sup>43</sup> The adoption of Livelihood Coping Strategies has also been observed, reflecting the increasing strain on households.

Two per cent of Lebanese households resorted to emergency coping strategies, including 3 per cent who had to beg and 1 per cent who engaged in high-risk, exploitative, or socially degrading activities. In addition, 17 per cent of households had to resort to crisis-level coping strategies, including moving to less expensive accommodation, reducing essential health expenses, or selling productive assets.

Based on the latest IPC AFI analysis, covering the projection period of December 2024 till March 2025, 25 per cent of Lebanese were expected to face high levels of acute food insecurity (IPC Phase 3 and above) in the period between December 2024 and March 2025, representing around 970 thousand individuals, of which 4 per cent were classified in Phase 4, indicating that they are facing emergency levels of food insecurity. Based on the IPC PINHA analysis, in 2025, 1.2 million<sup>44</sup> Lebanese are considered in need. SYR: Food insecurity among displaced Syrians remained at critical levels in 2024. The percentage of households with poor food consumption reached 9 per cent,<sup>45</sup> with the average number

of meals consumed per day standing at two. Additionally, 81 per cent of displaced Syrian households reported adopting food-based coping strategies, with 28 per cent having to restrict adult consumption to feed children.

The use of livelihood coping strategies was also widespread, with 83 per cent of displaced Syrian households relying on them. Among these, 19 per cent implemented crisis-level strategies, while 7 per cent resorted to emergency measures. A total of 40 per cent had to reduce essential health expenditures and 49 per cent cut back on spending for basic utilities.

Female-headed households (FHH) continued to exhibit a higher rate of food insecurity, with 41 per cent being food insecure, compared to 29 per cent of male-headed households (MHH). The percentage of households with poor food consumption was also higher among FHH (12%) compared to MHH (8%). Both groups showcased similar rates of poor dietary diversity, with 16 per cent of MHH and 15 per cent of FHH reporting unbalanced and nutrient-poor diets.

Food-related financial burdens remained higher among FHH, who spent 53 per cent of their total expenditure on food, compared to 48 per cent of MHH. Additionally, 62 per cent of FHH borrowed food in 2024, compared to 45 per cent of MHH. However, MHH relied more heavily on debt than FHH, with 30 per cent of MHH owing at least 65 million LBP, compared to 16 per cent of FHH. The average debt among MHH stood at 63.5 million LBP, significantly higher than the FHH average of 38 million LBP.

In addition, based on the latest IPC AFI analysis, 40 per cent of Syrian were expected to face high levels of acute food insecurity (IPC Phase 3 and above) in the period between December 2024 and March 2025. Based on the combined ECMEN/MDDI and conflict impact Index methodology, in 2025, 1.34 million displaced Syrians are considered in need.

**PRL/PRS:** At the national level, food insecurity among Palestine refugees in Lebanon and Palestine refugees from Syria remains concerning. The latest IPC analysis estimated that around 40 per cent of the population (including both PRL and PRS) were expected to be classified in Phase 3 and above in the period between December 2024 and March 2025. Given the lack of new vulnerability data for Palestine refugees in Lebanon, it was agreed to apply the same percentage of the PiN used in 2024 (55 per cent) on the latest population figures. As such, in 2025, 110,000 PRL and 12,664 PRS are considered in need.

41 Real-time food security monitoring (RTM data) – November 2023-August 2024.

42 The Food Consumption Score (FCS) is a key food security indicator developed by the World Food Programme (WFP) to measure the dietary diversity, food frequency, and relative nutritional importance of the foods consumed by households. It serves as a proxy indicator to assess the adequacy of food intake in terms of both quantity and quality.

43 Real-time food security monitoring (RTM data) – November 2023-August 2024.

44 The purpose of the PiNHA analysis is to estimate the share of population that are in Phase 2 due to the assistance they are receiving/will receive, and who would likely be in Phase 3 or more severe in absence of assistance. This share is then added to the population in Phase 3+ to get the overall share of population in need of humanitarian food security assistance. Additional guidance on the PINHA analysis can be found here: [https://www.ipcinfo.org/fileadmin/user\\_upload/ipcinfo/docs/IPC-Guidance-Note-may-2023.pdf](https://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/IPC-Guidance-Note-may-2023.pdf)

45 Based on the Vulnerability Assessment for Syrian Refugees (VASyR) 2024.

**Migrants:** Food insecurity among migrants varies depending on their living arrangements. Migrants who do not live with their employers are at a higher risk of food insecurity compared to those in live-in arrangements. Live-out migrants reported higher rates of coping strategies to deal with food shortages. Given the lack of new vulnerability data for migrants in Lebanon, it was agreed to apply the same percentage that was used in 2024 on the current population figures (45 percent). As such, in 2025, 79,176 are considered in need.

### Lebanese Agricultural Households

Agriculture has been an important source of income and employment since Lebanon's financial collapse began in October 2019, especially for vulnerable communities. However, the outbreak of hostilities in October 2023 severely disrupted agricultural activities and local food production, compounding the challenges already faced by Lebanon's most vulnerable populations. These communities were already struggling to cope with fragile socio-economic conditions. The escalation of conflict in September 2024 has only deepened the impact on vulnerable farming communities, posing serious risks to agricultural production and assets, including crop and livestock production, fisheries, and forestry. The situation remains highly precarious and unpredictable, with severe implications for food production and the stability of the agri-food sector.

Lebanon's annual demand for cereals and potatoes is estimated at 1.48 million tonnes (in cereal equivalent). For the 2024/25 marketing year (July-June), the wheat import requirement is forecast at 664,000 tonnes.<sup>46</sup> At the same time, national agricultural production in 2024 declined compared to 2023. The crop harvest was significantly lower than in the previous year due to the conflict escalation, further exacerbating challenges in local food production.

In a recent large-scale assessment by FAO (DIEM), 35 per cent of agricultural households surveyed reported being impacted by the hostilities. The highest levels of impact were recorded in El Nabatieh (93%), South (85%) and Baalbek-El Hermel (84%) governorates. Widespread damage to crops, livestock, and agricultural infrastructure has further disrupted farming activities. An estimated 90 per cent of farmers in the South anticipate production losses due to direct damage or lack of access to their land. This is a major shock in a region where the agri-food sector contributes up to 80 per cent of the local GDP, according to the World Bank.

The surge in conflict has forced the displacement of most agricultural households in southern Lebanon, particularly from Sour (99%), Bent Jbeil (99%), Marjaayoun (96%), and El Nabatieh (88%). Around 28 per cent of crop producers and 22 per cent of livestock producers reported having no safe access to their land and farms, while another 28 per cent had halted production altogether due to the conflict.

A Rapid Needs Assessment conducted by FAO in partnership with the Ministry of Agriculture (MoA) found that 90 per cent of agricultural households anticipate losses in total production due to the conflict. Among them, 39 per cent of crop farmers and 27 per cent of livestock farmers expect significant losses exceeding 50 per cent. Despite these losses, nearly 80 per cent of crop farmers in Bekaa expressed their ability to plant in the next season. However, in the most affected districts, including Bent Jbeil, Marjaayoun, El Nabatieh and Sour, nearly all households anticipate major crop production losses. The most commonly grown crops in these areas—olives, tobacco and wheat—are at risk, putting these households at high risk of losing their primary sources of income. These income losses threaten household food security and the ability to meet other basic needs.

Market disruptions have significantly affected over 95 per cent of farmers, preventing them from selling their products due to low farm gate prices, logistical issues, and security constraints. Even farmers outside directly affected areas have struggled with marketing crops and livestock, with 20 per cent experiencing difficulties. The main challenges include limited market access (68%), processing difficulties (44%), and lack of transportation (39%).

According to a Rapid Geospatial Assessment<sup>47</sup> carried out by FAO, an estimated 336 instances of aerial strikes or shelling have affected cropland since 1 November, including 74 strikes on irrigated areas. These strikes have placed agricultural activities at high risk, particularly impacting the harvesting of olives, grapes, potatoes, citrus, bananas, and avocados, as well as the sowing of late summer vegetables and cereals crops.

Although hostilities ceased on 27 November, restricted access to agricultural areas in the South remains a major challenge, and recovery will require sustained support. Many households will need assistance to safely return to their land or resume activities in less-affected regions. In this regard, a majority of agricultural households reported difficulties accessing essential inputs for both crops and livestock production, highlighting an urgent need for support to sustain their operations.

Among livestock producers, 80 per cent reported production difficulties, mainly due to limited access to feed (71%), pasture (60%), and veterinary services (59%). Similarly, 85 per cent of crop producers reported significant challenges, including limited access to fertilizers (56%) and pesticides (42%), as well as difficulties accessing labour and agricultural land (40% each).

The situation of women in agriculture has been particularly exacerbated. Women play a critical role in Lebanon's agricultural sector, comprising 43 per cent of the labour force, yet only 9 per cent of agricultural landholders. Women cultivate only 4 per cent of agricultural land, and women's cooperatives make up just 19 per cent of all agricultural cooperatives. Almost all agricultural households surveyed indicated a need for assistance within the next three to six months following the survey.

46 FAO/WFP CFSAM Report: <https://docs.wfp.org/api/documents/WFP-0000162747/download/>

47 FAO (2024), The impact of the ongoing conflict in Lebanon: Impact assessment on agriculture and livelihood. [StoryMap](#)

Recent data from the Food Insecurity Experience Scale (FIES) underscores worsening food insecurity across Lebanon's conflict-affected regions, particularly among agricultural households. The highest levels of moderate or severe food insecurity were reported in Baalbek (59%) and Marjaayoun (57%) districts. In Baalbek-El Hermel governorate, 52 per cent of agricultural households are grappling with moderate or severe food insecurity, while similarly high levels are observed in El Nabatieh (46%) and South governorate (36%).

Within the most severely impacted southern districts, food insecurity levels remain critical. In Sour, 36 per cent are facing moderate to severe food insecurity, while rates in Bent Jbeil (46%), Marjaayoun (57%), and El Nabatieh (45%) underscore the profound impact of conflict on food availability and agricultural livelihoods.

The overall food security situation in Lebanon is expected to continue deteriorating, particularly for female-headed households, households with persons with disabilities, and households with elderly members. Food availability and accessibility remain volatile, driven by multiple shocks, including reductions in adequate humanitarian assistance and the weakening of social safety net systems. Urgent action is required to bridge food gaps, protect and restore livelihoods, and prevent acute malnutrition among the most vulnerable populations.



## 2. OVERALL SECTOR STRATEGY

The Food Security and Agriculture (FSA) cluster strategy aims to assist all individuals residing in Lebanon, irrespective of nationality, gender, age, or disability status, who are experiencing acute food insecurity. The strategy focuses on enhancing access to a diverse range of nutritious foods, thereby reducing food gaps, preventing acute malnutrition, and limiting the adoption of negative coping strategies. Additionally, it seeks to strengthen agricultural production and productivity while enhancing livelihood capacities.

This strategy is aligned with the Ministry of Agriculture's National Agriculture Strategy (NAS) 2020-2025, the Ministry of Social Affairs' development and poverty-reduction objectives, the National Nutrition Strategy (2021-2026), and the National Pathways for Food Systems Transformation (2024). It also reflects Lebanon's commitments to achieving Sustainable Development Goal (SDG) 2 (Zero Hunger), while contributing to SDG 5 (Gender Equality), SDG 6 (Clean Water and Sanitation), SDG 12 (Responsible Consumption and Production), SDG 14 (Life Below Water), SDG 15 (Life on Land), and SDG 17 (Partnerships for the Goals).

To address the high levels of food insecurity in Lebanon, the sector will pursue its overall objective through three key outcomes:

### Outcome 1: Ensuring Food Assistance to Vulnerable Groups

Under Outcome 1, FSA cluster partners will ensure that Lebanon's most vulnerable and food-insecure populations receive food assistance to reduce food gaps and improve dietary diversity. Food assistance will be delivered through various transfer modalities, emphasizing continued service delivery and the strengthening of national social safety-net systems.

Lebanese households will receive in-kind food parcels and meals provided through community kitchens. In areas where markets remain functional and vulnerable groups are not covered by the World Bank-funded Emergency Social Safety Net (ESSN), the Shock Responsive Safety Net (SRSN), will be utilised as a horizontal expansion to existing national social assistance programmes, serving as a platform for emergency and recovery cash transfers for conflict-affected people in need. The massive population displacement driven by the conflict has significantly disrupted agriculture in the South and Baalbek-El Hermel governorates, where access to land and/or labour remains severely restricted. As a result, large areas of croplands have been abandoned or left unharvested. Although many farmers have since returned, limited access to agricultural land in the South remains a major concern, increasing the risk of long-term land abandonment.

Efforts will be made to standardise targeting, prevent duplication, minimise exclusion errors, and ensure sustainable database management to track assistance effectively. Additionally,

partners will be encouraged to coordinate with local food producers to procure in-kind food assistance packages. The sector will continue to develop a harmonized beneficiary targeting system to prevent duplication and gaps in assistance. Furthermore, the FSA sector will coordinate responses to food security needs arising from the conflict in the southern border region.

Partners will address the food requirements of the following groups: 1) individuals displaced by conflict, both within shelters and outside; 2) individuals remaining in unsafe areas; 3) returnees in recently affected and damaged areas; and 4) individuals whose agricultural livelihoods have been impacted. The type of assistance will be tailored to each context, encompassing in-kind distributions of meals, food parcels, ready-to-eat food items, and fresh produce. Where feasible, cash-based food assistance will remain a priority, depending on market functionality and security conditions, and will be delivered through existing structures and programmes with a focus on the horizontal expansion of social safety net systems.

The food component of the Multi-Purpose Cash Assistance (MPCA) will be managed, coordinated, and reported under the Food Security and Agriculture sector, while its non-food component will fall under the Basic Assistance sector.

In 2025, the FSA cluster intends to assist 2.59 million individuals through food assistance programmes, including Lebanese nationals, displaced Syrians, Palestine refugees in Lebanon, Palestine refugees from Syria, and migrants. The planned food assistance programmes are expected to cover 1.14 million Lebanese (95% of PiN), 1.26 million displaced Syrians (94% of PiN), 104,500 Palestine refugees in Lebanon (95% of PiN), 12,031 Palestine refugees from Syria (95% of PiN), and 75,217 migrants (95% of PiN).

The total estimated financial requirement for these food assistance programmes is \$861 million, based on the FSA sector-recommended guidelines for 2024. This funding includes resources needed to respond to emergencies in South, El Nabatieh, Baalbek-El Hermel, Bekaa, and the Southern Suburb of Beirut. The FSA sector Outcome 1 will contribute to the LRP Strategic Objectives 1, 2, and 4.

### Outcome 2: Enhancing Agricultural Production and Livelihoods

Under Outcome 2, the FSA cluster partners will implement projects aimed at improving agricultural production and productivity in Lebanon. These efforts will focus on protecting, restoring, and sustaining agricultural livelihoods, thereby enhancing the food security of the most vulnerable agricultural households. Over 60,000 agricultural households in Lebanon rely on agriculture for subsistence or as a primary source of income. Those affected will be targeted with emergency agricultural assistance, agricultural asset creation, and

rehabilitation interventions, with a total estimated value of \$35 million.

Emergency agricultural assistance will be aligned with seasonal production cycles, ensuring that highly affected households receive assistance across multiple seasons. This approach will help vulnerable farmers recover their annual production cycle and maximise the effectiveness of the assistance provided. Priority will be given to rural areas where households reliant on agriculture for income are experiencing moderate or severe food insecurity, as indicated by the Food Insecurity Experience Scale (FIES).

Activities under Outcome 2 will be coordinated through the Agriculture Working Group (AWG), which was established and co-chaired by FAO and the Ministry of Agriculture (MoA). The AWG plays a key role in aligning efforts to address Lebanon's priority food security and agricultural needs. Its mandate includes developing technical guidelines, designing response packages and facilitating collective decision-making to ensure a harmonised approach to data collection, assessments, implementation modalities, and provision of assistance among FSA cluster partners.

Coordination through the AWG will ensure that partner interventions align with the NAS 2020-2025, developed by the MoA with support from FAO. This strategy reflects national priorities of the agri-food sector and provides a structured framework for responding to Lebanon's agricultural challenges. Agricultural assistance will be delivered across the entire agricultural value chain through a combination of cash, in-kind support, vouchers, and grants.

FSA cluster partners will continue implementing cash, in-kind, voucher, and grant-based assistance in close coordination with the MoA to ensure full alignment with the national strategy and the sectoral priorities. Assistance will be provided directly to small-scale farmers engaged in crop and livestock production, aquaculture, and fisheries to support the purchase of agricultural inputs, livestock feed, veterinary inputs, and services. Additional support will be extended for agriculture processors and land reclamation initiatives in conflict-affected areas.

Capacity-building programmes and direct support will focus on Good and Sustainable Agricultural Practices, Integrated Pest Management (IPM), climate-smart interventions, water-use efficiency, and water conservation. To help farmers adapt to current economic hardships, training will be provided on reducing dependence on imported agricultural inputs. This will include initiatives to enhance access to domestically produced agricultural inputs, such as compost and locally produced fodder seeds.

Activities under this outcome will also include capacity-building and emergency interventions to control the spread of transboundary animal diseases and plant pests (e.g., vaccination of cattle and small ruminants). Collectively, these interventions will strengthen agricultural production and mitigate climate-related risks and shocks, as well as reduce the impact of the conflict on agricultural livelihoods.

Agricultural cooperatives, associations and MSMEs in the agri-food sector will receive capacity-building support and grant schemes to enhance technical and financial capacities. Vulnerable Lebanese and refugee households will receive short-term cash-based transfers to improve livelihoods and build resilience.

Interventions will focus on human capital development and community support, with activities aimed at protecting, restoring, and creating key agricultural assets and infrastructure in conflict-affected areas. Lebanese and refugee households living in these municipalities will benefit from the rehabilitation of long-term environmental and agricultural assets, strengthening livelihoods and food security at the community level. Priority interventions will build upon the work of the Environmental Task Force (ETF), by identifying opportunities in the circular economy, which will be implemented using the Cash-for-Work modality.

Recovery will require sustained support, with many households needing assistance to safely return to their land or resume agricultural activities in less-affected regions. Consequently, FSA cluster partners will prioritise land reclamation within their interventions, focusing on these areas whenever possible. The FSA cluster will also coordinate efforts to respond to the specific needs of agricultural households in southern Lebanon.

The cluster will continue to monitor the impact of the conflict on agricultural livelihoods in the South and El Nabatieh governorates, focusing on the districts most affected by hostilities. Immediate and early recovery support will be provided to agricultural households, particularly through ensuring access to essential agricultural inputs such as seeds, seedlings, fertilizers, and small irrigation equipment. Additionally, resource-poor livestock keepers will receive assistance through restocking of small animals (e.g., small ruminants and beehives) along with access to livestock feed, veterinary services, and other necessary inputs.

To complement these interventions, targeted cash assistance will be provided to conflict-affected crop and livestock producers, enabling them to cover essential production costs and protect their assets.

Interventions will be focused on districts with the highest levels of food insecurity, particularly those where populations are classified under IPC Phase 3 and above, as well as areas highly affected by the conflict. The pattern of conflict-related events closely aligns with areas experiencing high food insecurity and serving as the origin for most Internally Displaced Persons (IDPs). This raises serious concerns about household resilience to multiple shocks, especially in Bent Jbeil, Sour, Marjaayoun and Baalbek.

Under Outcome 2, the FSA cluster requires \$35 million to implement these interventions, which in turn will contribute to the LRP Strategic Objectives 1, 2, and 4.

### Outcome 3: Strengthening Institutional Capacities and Coordination

Under Outcome 3, the FSA cluster will continue coordinating efforts and providing technical support to public institutions at national and decentralised levels, as well as humanitarian organisations, to strengthen service delivery capacities in food security, agriculture, and social protection.

Building on the roll-out of the Farmers' Registry, hosted by the MoA and its decentralised agricultural centres, the FSA cluster will advocate for future agricultural livelihood interventions to prioritise the most vulnerable farmers through this system. In addition, it will support the implementation of the NAS and contribute to expanding social protection coverage for farmers, especially in mitigating the impact of crisis shocks on their livelihoods and food security status. The Farmers' Registry will also support the MoA in providing subsidies, support programmes, and services exclusively for registered farmers. Moreover, it will strengthen inter-ministerial collaboration, mainly between the MoA and the Ministry of Social Affairs (MoSA), by expanding social protection mechanisms for farmers and facilitating their potential inclusion in the NSSF.

The clusters' partners will also collaborate with the General Directorate of Cooperatives (GDC), building on past and ongoing projects and the Management Information System (MIS) established at the GDC, ensuring that interventions align with the GDC strategy currently under development. Further support will continue throughout 2024 for the Green Plan, which focuses on land reclamation and water reservoir construction, as well as for the Lebanese Agricultural Research Institute (LARI) in seed multiplication centre and wheat value chain development.

In the Social Protection sector, and building upon experiences from 2024, shock-responsive national social assistance programmes will be institutionalised through the development of relevant protocols and standard operating procedures, along with the consolidation of accountability mechanisms for affected populations. Capacity-building initiatives will be implemented throughout the year, covering the entire programme cycle and cross-cutting issues targeting public and humanitarian staff.

To ensure updated and reliable information on food security and agriculture, the sector will support and regularly disseminate food security needs assessments and analyses. This will include regular updates of the IPC AFI analysis, market-monitoring reports, household needs and vulnerability assessments, and surveys on the impact of shocks and crises on agricultural households. Additionally, the sector will conduct agriculture value chain assessments.

To verify and/or enrol programme participants, sector partners will continue employing a variety of coordinated targeting and selection approaches to prioritise resources effectively, avoid duplication or gaps, and ensure harmonised assistance to those most in need.

The sector will also continue coordination and close collaboration with relevant sectors, particularly Basic Assistance, Nutrition,

Education, Protection/AORs, WaSH, and Livelihoods. The FSA sector Outcome 3 will contribute to the LRP Strategic Objectives 1, 3, and 4.

In 2025, the FSA sector requires \$830 million to provide assistance to 2.4 million food-insecure individuals, including Lebanese nationals, displaced Syrians, Palestine refugees in Lebanon, Palestine Refugees from Syria, migrants, and IDPs. The response will prioritise areas classified under IPC AFI Phase 3 and above, regions with significant response gaps from 2024, and districts hosting large populations of IDPs and returnees. These areas are at particular risk and will be the primary focus of FSA sector interventions to ensure that food-insecure households receive adequate assistance and support.

## Targeting and Prioritisation:

When available, the FSA sector adopted the ECMEN and IPC PiNHA methodologies to calculate the PiN and response targets for 2025.

For Lebanese, the IPC PiNHA methodology was applied to calculate the PiN. The standard IPC analysis population estimates for those in Phase 3 and above are prepared for current and projection periods. The estimates for the current period include any potential effects of humanitarian food security assistance that has been provided in recent times, as the household survey data used for the IPC analysis reflects the actual situation on the ground (whether in the presence or absence of assistance). For the projection periods, analysts consider the information provided on planned, funded/ committed and most likely assistance while classifying the severity of the situation and estimating the populations. In both cases, IPC population estimates either implicitly (current period) or explicitly (projection periods) consider assistance, and hence some households may face lower levels of food insecurity (and perhaps be in lower IPC Phases) only thanks to the assistance provided. Consequently, the standard IPC population estimates do not provide the total number of people in need of assistance, especially in a situation with large-scale assistance.

As such, in order to estimate the total number of people in need of humanitarian food security assistance' – without the effects of humanitarian food security assistance that has already been or is likely to be provided, the PiNHA analysis allows to estimate the share of population that are in Phase 2 due to the assistance they are receiving/will receive, and who would likely be in Phase 3 or more severe in absence of assistance. This share is then added to the population in Phase 3+ to get the overall number of populations in need of humanitarian food security assistance. The target was set at 95 percent of the PiN.

The calculation of the PiN for displaced Syrians in 2025 was done by identifying households falling below the MEB as per the economic capacity to meet essential needs (ECMEN) guidance, those being categorized as Multidimensionally Poor (MDDI poor), or those residing in areas that had a scoring of 3 or higher on the Conflict Impact Index . For the target, using the ECMEN methodology, those falling below the SMEB were considered.

For Palestine refugees (both PRL and PRS), as well as for the migrants, given the lack of recent vulnerability assessment, the same percentage of PiN that was adopted in 2024 was applied to the new population figures, in order to estimate the total number of PiN for both population groups. In the case of Palestine refugees, the percentage from 2024 was 55 percent, which is equal to the percentage of households below the MEB based on the ECMEN methodology. In the case of Migrants, the percentage was 45 percent, which is equal to the percentage of households that had a poor or borderline Food Consumption Score (FCS) back then. The target was then set at 95 percent of the PiN.

## Linkage between the Flash Appeal (FA) and Lebanon's Response Plan (LRP):

To ensure a coordinated and seamless linkage between the Flash Appeal (FA) and Lebanon's Response Plan (LRP), the FSA cluster will initiate an integrated response. This response will target all vulnerable groups affected by the recent conflict in key areas, including Sour, El Nabatieh, Marjaayoun, Bent Jbeil, South, Bekaa, Baalbek and the Southern Suburbs of Beirut.

Under the FA, immediate emergency food assistance will be provided to affected population groups, by targeting a) those remaining in conflict-affected areas; b) returnees living in rented accommodation in their areas of origin; and c) individuals residing in collective shelters either in their areas of origin or elsewhere. This response will include various food assistance modalities to address emergency needs for population post-cessation of hostilities. These modalities include the provision of a) hot meals; b) In-kind: Dry Parcels (two parcels per household for 1 month) or Ready to Eat meals (RTEs); c) cash for food based on market functionality; and d) unconditional cash assistance or vouchers to conflict-affected farmers.

The cluster will collaborate with partners and government structures to ensure continuous support to the most affected populations. As IDPs return, they may experience negative coping mechanisms and increased difficulty in meeting their basic food needs due to livelihood loss, market disruptions and limited purchasing power.

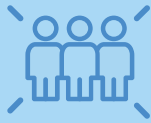
During the FA period, from January to March 2025, partners will provide immediate food assistance to the targeted populations. This will include time-sensitive emergency agricultural assistance to rural households to swiftly restore local food production, prevent further deterioration in food security, and promote self-reliance.

By March 2025, the FSA cluster recommends transitioning from emergency assistance under the FA to longer-term support through the LRP. This transition will be guided by an assessment of food insecurity levels, identifying the households or groups that require continued assistance. Ensuring the integration of emergency agricultural assistance for rural areas communities will be essential in preventing acute food insecurity and asset depletion.

This approach will mitigate further deterioration for those who are at risk while addressing both immediate and long-term needs. The response will seamlessly shift from emergency aid to recovery, ensuring that targeted populations continue receiving food assistance support throughout 2025. Transitioning from an emergency response to a sustainable, people-centred approach is crucial. The cluster strategy will involve implementing all relevant modalities and types of assistance to facilitate this transition.

Furthermore, the FSA cluster and its partners aim to gradually shift from immediate lifesaving food assistance to regular emergency food assistance and livelihood support. This shift will be based on a robust targeted approach under the LRP.

## Flash Appeal



**TARGET:**  
1 million



**BUDGET:**  
USD 112 million

### Sectoral Impact:

- Vulnerable households affected by the conflict struggle to meet basic food needs due to displacement and market disruptions.
- Many displaced people lack access to cooking facilities, requiring immediate provision of meals.
- Households that remain in conflict-affected areas may face difficulties accessing markets and humanitarian aid, further compounding food insecurity.
- Disruption to livelihoods, particularly for farming communities, has significantly impacted food access and income stability.
- Market functionality varies across regions, affecting the availability of food and the feasibility of cash-based assistance.

### Immediate Needs:

- Immediate access to life-saving food assistance for displaced households, especially those without cooking facilities.
- Food parcels and ready-to-eat meals for displaced people in shelters or households with cooking capabilities, ensuring they can meet their nutritional needs.
- Cash-based food assistance for households in areas where markets are functional and accessible, enabling them to purchase essential food items.
- Food vouchers to support displaced families in areas with functioning markets and contracted shops, ensuring safe and sustained access to food.
- Emergency agricultural assistance (all modalities) for farming households whose livelihoods have been disrupted, helping them cope with loss of income and resume local food production quickly.
- Enable affected farmers and rural households to maintain food production, ensuring their ability to cope with the immediate impacts of the conflict on income and food security.
- Flexible and responsive aid to adapt to the evolving displacement patterns and market conditions, ensuring timely and effective support for food needs.

### Priority Activities:

- Hot Meal distributions.
- In-kind: Dry Parcels (two parcels per household for 1 month) or Ready to Eat meals (RTEs)
- Fresh products (complementary) split between vegetables and fruits.
- Cash covering food needs (outside of shelters).
- Installing and operating of community kitchens in shelters - applying food safety and quality standards
- Cash, vouchers or in-kind assistance for conflict-affected agricultural households (including IDPs with access to land and rural households who remain in affected regions) to engage in livestock production and spring planting.
- Ongoing monitoring and assessments to ensure that the food security and livelihoods needs of displaced and vulnerable people are met as the situation evolves.

# 3. MAINSTREAMING OF GENDER, GBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, AND ENVIRONMENT

## Gender and GBV

The sector will ensure gender-sensitive programming by strengthening the targeting, delivery, and monitoring of interventions that consider the specific needs of women, men, girls, and boys including persons with disabilities. Assessments and monitoring surveys will collect disaggregated data by gender, age, and disability, promoting inclusive participation in programme design and implementation.

Special focus will be placed on female-headed households, Pregnant and Lactating Women (PLW), women at risk (including GBV survivors), and single mothers to ensure that responses are inclusive, adequate, and tailored to their specific needs. Sector partners will adhere to the Global Food Security cluster and the Inter-Agency Standing Committee (IASC) guidelines to integrate gender-based violence (GBV) risk mitigation into their interventions.

As agriculture remains a critical livelihood sector for women, the sector's strategy will continue to empower women farmers and cooperatives by strengthening their capacities and ensuring their inclusion in programme activities. The sector will continue consulting women, girls, men, and boys regarding the timing, access, modalities, and locations of food and cash delivery.

To enhance outreach, the sector will support the formation of community women's groups and engage with women-led organisations and organisations of persons with disabilities (OPDs). These efforts will ensure that women, girls, persons with disabilities, and older persons receive cash and in-kind assistance in ways that reduce access constraints and exposure to safety risks. The sector will also work to identify and address gender-specific barriers that limit access to food assistance, livelihoods, and agricultural inputs.

Capacity-building initiatives may include trainings on food preparation, production, and procurement for both men and women, emphasising shared roles and decision-making power within households.

To institutionalise gender considerations, the sector has appointed two Gender and GBV focal points, who are supporting the sector coordinator and members in conducting gender analysis and mainstreaming gender into the sector's interventions. These focal points are also responsible for organising gender and GBV-related trainings.

A Gender and GBV Action Plan and Tip Sheet on gender mainstreaming were launched in 2024, and their implementation will

be monitored throughout 2025. In addition, the sector has launched a gender analysis to assess key basic assistance needs and gaps.

In addition, the sector will facilitate GBV risk assessments to identify and mitigate protection risks associated with food distribution activities and agricultural sites. Collaborating with Protection and GBV working groups and actors, the sector will ensure that food security interventions align with protection strategies and that referral mechanisms are effectively integrated into sector activities.

## Protection and PSEA

In 2025, the FSA cluster will prioritise raising awareness of rights and reporting mechanisms, while strengthening the safe identification and referral of persons with specific needs and individuals at risk. The sector will enhance beneficiaries' and community members' understanding of their rights to protection from sexual exploitation and abuse (SEA), ensuring that reporting mechanisms are clear and accessible.

Efforts will focus on improving awareness of barriers to safe and dignified access to food security and agricultural interventions, enhancing accountability and participation, and identifying mitigation measures to address evolving challenges.

Inclusive programming models will be promoted, particularly for persons with disabilities, by ensuring their access to cash for food assistance and in-kind distributions. Accountability to affected populations (AAP) will remain a core principle of the partners' work in 2025, with guidance provided in line with interagency minimum standards on complaint and feedback mechanisms.

The sector will actively collaborate with the PSEA Network through its dedicated PSEA focal point. Given the large number of women and adolescent girls working on agricultural sites across Lebanon many of whom face heightened risks of exploitation and protection concerns the sector will intensify information dissemination and awareness-raising efforts on PSEA.

Additionally, partners will receive capacity-building support, ensuring that they can identify, report, and respond to protection risks, incidents, or patterns related to their activities. This will facilitate both protection and non-protection referrals, as well as programme adjustments.

## Conflict Sensitivity

Food insecurity is a key driver of tension in Lebanon, exacerbated by resource scarcity and competition. The armed conflict that erupted in October 2023 has further heightened sectarian tensions, testing Lebanon's fragile governance structures. Even before the crisis, Lebanon experienced decades of state fragility rooted in its sectarian-based governing system, which was formalised after the 1975-1990 civil war. The political landscape remains dominated by factions that emerged from this period, with confessional power-shaping political representation and the allocation of state offices based on religious sects.

While this system prevents any one sect from dominating others, it has also weakened accountability, fostered corruption, and reduced government efficiency. Decades of mismanagement and poor public service delivery have eroded public trust, with political elites exploiting state resources to maintain patronage networks rather than strengthening governance structures.

Over the past five years, Lebanon has faced severe economic shocks. The 2019 financial collapse devastated the banking sector, led to the depletion of public funds, and drastically reduced access to essential services. This triggered a widespread popular movement against government inefficiency and corruption, which was later subdued by the COVID-19 pandemic. The Beirut port explosion on 4 August 2020, which killed more than 200 people, further deepened public anger toward the ruling elite.

Since early 2023, the pace of Lebanon's economic collapse has slowed, yet the country may take decades to recover to earlier levels of prosperity. A 98 per cent devaluation of the national currency has left nearly 73 per cent of the population in multidimensional poverty, with 47.5 per cent experiencing food insecurity. Even before the conflict with Israel erupted, both the resilience of ordinary Lebanese and the credibility of the government had significantly deteriorated.

The food security sector will contribute to mitigating tensions and promoting social stability by ensuring an inclusive and impartial response under the LRP. The sector is committed to 'leaving no one behind,' expanding the overall availability of assistance in Lebanon to address increasing vulnerabilities. To prevent perceptions of aid bias, assistance will be distributed inclusively across all social groups.

## Environment

The FSA sector will work closely with the ETF, led by the MoE, to ensure that sector partners integrate considerations into their interventions. All projects will undergo environmental screening at the planning and design stages using the environmental marker, ensuring compliance with legal and regulatory requirements set by the Government of Lebanon. Activities related to land rehabilitation, reforestation, and natural resource management will be subject to permitting processes and impact assessments to minimize environmental risks.

To enhance environmental sustainability, the sector will implement training programmes on best practices for reducing environmental impact. These will focus on the rational use of agricultural inputs, the selection of appropriate crops and trees suited to specific regions, and minimal soil disturbance techniques. Additionally, interventions will prioritise water quality management for irrigation, ensuring that climate resilience is strengthened across agricultural programmes. Given the sector's high vulnerability to climate change, response strategies will incorporate sustainable practices to enhance long-term resilience.

Special attention will be given to cash-for-work initiatives, particularly those that promote circular economy approaches for both social and environmental benefits. Additionally, efforts will be made to manage abandoned informal settlements, restoring lands to their initial agricultural potential whenever applicable.

As around 20 per cent of Lebanon's arable land is abandoned, FSA partners will continue to collaborate with the Green Plan to support farmers in accessing subsidies (matching grants) for agricultural infrastructure investments. These subsidies will enable land reclamation, soil conservation, and water management initiatives, particularly benefiting smallholder farmers in hilly areas across all Lebanese regions.

Investments in terracing, water reservoirs, and efficient irrigation systems will facilitate the shift from low-value rainfed crops to high-value fruit and vegetable production using supplemental irrigation techniques. These interventions will generate significant socio-economic and environmental benefits, improving livelihoods, food security, and ecosystem sustainability.

As such, projects efficiently designed by partners will be promoted in accordance with the ETF guidelines, ensuring the maximisation of positive environmental results and achieving the required social aspects.

# 4. LOGFRAME

**OUTCOME 1: To ensure most vulnerable communities in Lebanon receive FOOD ASSISTANCE to reduce their food gaps and diversify their food intake**

Indicator 1.1	Description	MoV	Unit	Frequency
% of individuals classified in IPC phase 3 and above	-	IPC Acute Food Insecurity Analysis	%	Yearly

SYR			LRB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
%	1,151,374	1,100,890	%	748,446	1,140,000	%	14,967	104,500	%	75,600	12,031	%	15,174	75,217	%	-	-

Indicator 1.2	Description	MoV	Unit	Frequency
% of individuals below MEB using ECMEN	-	LVAP, VASYR	%	Yearly

All		
Baseline	Target 2024	Target 2025
-	-	-

**OUTCOME 2: To improve agricultural production and productivity of most vulnerable men, women and youth farmers/small-scale actors in the agriculture value chain through AGRICULTURE LIVELIHOODS ASSISTANCE to protect, restore and sustain their food security and livelihoods**

Indicator 2.1	Description	MoV	Unit	Frequency
% of men and women farmers reporting improvement in production	Based on partners' project reporting	Partner reporting on ActivityInfo	%	Yearly

??		
Baseline	Target 2024	Target 2025
-	-	77,500

Indicator 2.2	Description	MoV	Unit	Frequency
% of cooperatives/ associations/ MSMEs who report improvement in production	Based on partners' project reporting	Partner reporting on ActivityInfo	%	Yearly

Men/women-led cooperatives/ associations/MSMEs		
Baseline	Target 2024	Target 2025
-	-	300

Indicator 2.3	Description	MoV	Unit	Frequency
% of men and women targeted reporting benefits and/or employability opportunities due to enhanced livelihood asset base	Based on partners' project reporting	Partner reporting on ActivityInfo	%	Yearly



Baseline	Target 2024	Target 2025
-	-	18,965

**OUTCOME 3: To enhance national CAPACITIES, COORDINATION AND INFORMATION SHARING on food security and agriculture**

Indicator 3.1	Description	MoV	Unit	Frequency
% of FSA sector partners staff with improved capacities	-	-	-	-



Baseline	Target 2024	Target 2025
-	-	-



@DCA



**PEOPLE IN NEED**

 **3,544,395**

**PEOPLE TARGETED**

 **2,323,343**

**SECTOR APPEAL**

 **\$278,723,417**

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## SECTOR OUTCOMES

### OUTCOME 1:

Improved access to comprehensive primary healthcare

- **Output 1.1:** Financial subsidies are provided to the targeted population for improved access to a comprehensive primary healthcare package
- **Output 1.2:** Free-of-charge medications for non-communicable diseases are provided at the primary healthcare centre level
- **Output 1.3:** Free-of-charge acute disease medications, medical supplies, and reproductive health commodities are provided at the primary healthcare centre level
- **Output 1.4:** Free-of-charge routine vaccination is provided for all children under eighteen years of age at the primary healthcare centre and dispensaries and through supplementary immunization activities
- **Output 1.5:** Primary healthcare institutions' service delivery is supported

### OUTCOME 2:

Improve access to hospital and advanced referral care

- **Output 2.1:** Financial support is provided to the targeted population for improved access to hospital and advanced referral care
- **Output 2.2:** Public and private hospital service delivery is supported

### OUTCOME 3:

Enhance emergency, outbreak & infectious diseases preparedness and response







- **Output 3.1:** The National Early Warning and Response System EWARS is expanded and reinforced while infectious disease outbreak capacity is enhanced
- **Output 3.2:** Availability of selected contingency supplies is ensured
- **Output 3.3:** Support to infectious disease outbreak response and other communicable disease controls, is strengthened

### OUTCOME 4:

Improve access to health awareness & information.

- **Output 4.1:** Health awareness and information are strengthened at the institutional level
- **Output 4.2:** Access to healthcare information for women, men, and youth (children, boys, and girls) is increased at the community level

## POPULATION BREAKDOWN

	PIN 2025	TARGET 2024	TARGET 2025
 PERSONS DISPLACED FROM SYRIA	1,500,000	1,260,000	1,092,000
 VULNERABLE LEBANESE	3,864,296	1,098,824	1,098,220
 PRS	23,026	23,026	23,026
 PRL	200,000	20,000	20,000
 MIGRANTS	175,947	80,551	90,097
 OTHER	-	-	-

# 1. SITUATION ANALYSIS

Lebanon is enduring an unprecedented health crisis, with compounded shocks severely undermining its national health system. Years of addressing the health needs of vulnerable populations, overseeing displacement crises, managing an economic downturn,<sup>48</sup> combating disease outbreaks,<sup>49</sup> and recovering from the devastating Beirut Port explosions,<sup>50</sup> have culminated in a critical juncture. The situation has been further exacerbated by the escalation of hostilities that intensified in September 2024, leading to the displacement of over one million people, 25 per cent of whom sought refuge in collective shelters across the country. A cessation of hostilities took effect at the end of November, but it remains fragile and has been breached multiple times, casting doubt on its durability.

The healthcare system in Lebanon has faced catastrophic strain during the recent acute onset of hostilities, including a tragic incident involving the explosion of 5,000 pagers and walkie-talkies, which resulted in the hospitalisation of more than 5,000 individuals within 24 hours, pushing hospitals and emergency services to their limits. As of 4 December 2024, the Ministry of Public Health (MoPH) has reported a total of 4,047 deaths and 16,638 injuries since 8 October 2023.

Simultaneously, attacks on healthcare facilities and personnel, in clear violation of international humanitarian law, have further devastated the sector. According to the Ministry of Public Health, 222 healthcare workers have been killed and 330 injured. Additionally, 251 ambulances, 94 medical centres, and 40 hospitals have been damaged or destroyed. Documented assaults include 67 attacks on hospitals and 231 on emergency medical services (EMS), forcing dozens of hospitals and over 100 Primary Healthcare Centres (PHCs) to close or scale back operations. The targeting of healthcare facilities and the prevailing insecurity has further compromised the functionality of the remaining health facilities within the conflict zones. This compounded strain underscores the fragility of the health system, which is grappling with simultaneous demands for acute care and the healthcare needs of displaced populations.

Displacement disrupts established healthcare routines, posing significant challenges in accessing primary healthcare facilities and hospitals, particularly in areas with inadequate infrastructure. This increased mobility may discourage individuals from seeking essential health services, endangering the well-being of the affected population. A potential decrease in access to preventive primary healthcare services, such as immunisations and antenatal care, leads to a surge in demand for complex and preventable hospital care. The situation in conflict areas, or

where the population has sought refuge, could further strain the healthcare system, making it difficult for vulnerable populations to access necessary primary and hospital care services, thereby jeopardising their health and increasing the risk of preventable hospitalisations and health complications.

Moreover, financial strain at the institutional level further threatens the health system, leading to a decline in health determinants that could adversely impact national health indicators, including morbidity and mortality rates. According to an interim Damage and Loss Assessment (DaLA) conducted by the World Bank, between 8 October 2023 and 27 October 2024, the Health sector in Lebanon has suffered damage valued at US\$74 million, with losses estimated at US\$338 million. This setback exacerbates an already dire economic situation. Over the past five years, Lebanon has experienced a prolonged contraction, effectively erasing 15 years of economic growth. This illustrates the compounded challenges Lebanon faces, particularly the impact of the conflict on an already critical economic crisis.

Compounded crises have debilitated Lebanon's health system, severely impairing its ability to address the escalating needs of a growing vulnerable population. As the country with the highest number of refugees per capita globally, Lebanon has demonstrated its commitment to providing healthcare services to displaced Syrians and refugees of other nationalities through the public health system. This support, delivered via primary healthcare centres and hospitals, reflects the government's dedication to addressing the needs of vulnerable population groups. However, the increased demand for services has placed considerable strain on the health system, stretching its capacity and diverting critical resources. These diverted resources have hindered efforts to strengthen the health system and support sustainable development initiatives.

Maternal and child health indicators have deteriorated, with significant challenges in accessing maternal care services, including antenatal and postnatal care. Between 2022 and 2023, maternal deaths increased from 18 to 24 cases, reflecting a concerning trend. This rise is accompanied by higher rates of premature births, low birth weights, and increased neonatal mortality. The economic crisis has exacerbated these issues, as women face substantial out-of-pocket expenses for hospital deliveries, imposing a significant burden on vulnerable women.

Child immunisation services have also declined, leading to decreased vaccine coverage and outbreaks of vaccine-

48 According to the World Bank, Lebanon has been in an economic and financial crisis for almost three years, which is among the worst the world has seen. Real Gross Domestic Product (GDP) is estimated to have declined by 10.5 per cent in 2021, following a 21.4 per cent contraction in 2020, as policymakers have still not agreed on a plan to address the collapse of the country's development model. The exchange rate continued to deteriorate sharply in 2023, resulting in inflation rates in triple digits.

49 The COVID-19 outbreak in Lebanon was first detected in February 2020, promoting multiple mitigation and general mobilization measures country-wide. In October 2022, Lebanon experienced its first cholera outbreak in nearly three decades.

50 On 4 August 2020, a large amount of ammonium nitrate stored at the port of Beirut, the capital of Lebanon, exploded, causing at least 203 deaths, 6,500 injuries, and \$15 billion in property damage, and leaving an estimated 300,000 people homeless.

preventable diseases such as measles and cholera. The economic crisis has further jeopardised women's and girls' access to clean water and basic hygiene materials,<sup>51</sup> including menstrual hygiene products, which could result in underreported gynaecological infections. Access to family planning and cancer screening services has declined and the high prevalence of child marriage poses health risks, particularly concerning early pregnancies and inadequate adolescent healthcare services.<sup>52</sup>

Lebanon could be considered to be in a state of heightened risk of gender-based violence (GBV). The GBV Information Management System (IMS) observed that the risk of sexual assaults was higher between September and October 2024, during the escalation of conflict in the country. This indicates a continuous need for services that improve access to GBV and other related services, including clinical management of rape (CMR). Persons with Disabilities are particularly at risk of GBV due to physical dependency, mobility restrictions, neglect, and negative community perceptions.

In 2024, the Lebanese Union of People with Physical Disabilities (LUPD) reported that 400 Persons with Disabilities in shelters faced challenges concerning adequate accommodation and lack of acceptance in collective shelters. These challenges create additional barriers to accessing healthcare services mainly aimed at shelters. This is a persistent issue that Persons with Disabilities have always faced, and the difficulty of accessing healthcare has worsened in recent years.

Vulnerable population groups, including Persons with Disabilities, war-injured individuals, those with chronic illnesses, and those dependent on care, face heightened challenges due to affordability constraints. Undocumented displaced Syrians, refugees from other nationalities, migrants, and stateless individuals encounter additional barriers, further complicating timely access to healthcare.

Environmental concerns, such as the mismanagement of medical waste and contamination of water sources, combined with the impacts of climate change, pose significant health risks. These factors increase the likelihood of outbreaks of infectious and waterborne diseases, as well as the emergence and re-emergence of other health threats.

Additionally, humanitarian access has been severely restricted due to ongoing conflict, with safety concerns, road closures, and infrastructure damage hindering health actors' ability to reach vulnerable populations and provide essential services.

Lebanon's health sector is confronting severe underfunding, which has been an ongoing challenge in recent years. By the end of the third quarter of 2024, only 33 per cent of the 'Priority-Based Appeal'<sup>53</sup> had been funded. This downward trend in financial support has adversely affected the health and well-being of the population. The critical context of diminishing

resources in Lebanon, coupled with the need to prioritise, has created substantial challenges.

The urgency of the situation demands a reinforced, holistic, and strategic response to bolster the resilience of Lebanon's health system. Affordability, accessibility, and the timely utilisation of services remain critical priorities, particularly for women, girls, and other vulnerable groups who face compounded barriers in accessing healthcare. Flexible and sustained funding is essential to enable the health sector to adapt and respond to the fluid and rapidly changing context.

Recognising the scarcity of resources, the Health sector commits to prioritising lifesaving interventions while ensuring equitable access to quality healthcare services for vulnerable population groups. Striking a delicate balance between providing essential services to the most vulnerable groups, including Persons with Disabilities, Internally displaced people (IDP), Lebanese, displaced Syrians, Palestinian refugees, refugees of other nationalities, and migrants—while focusing on people displaced within Lebanon as a result of the hostilities (across population cohorts)—and maintaining the overall resilience and development of the health system is a critical challenge.

This situation necessitates strategic planning, resource allocation, and a focus on strengthening healthcare capacities. Addressing the ongoing impact of the Syria crisis in Lebanon is a shared responsibility that requires the unwavering support of the international community.

While the challenges facing Lebanon's health sector are immense, a unified effort, driven by a commitment to the population's well-being, offers a pathway towards sustainable and equitable recovery. Collaboration among stakeholders is essential to navigate these unprecedented times, addressing immediate humanitarian needs while laying the foundation for long-term resilience. As Lebanon transitions into 2025, this effort will require balancing urgent lifesaving interventions with sustainable strategies to reinforce the health system. The goal is to ensure equitable and efficient access to quality healthcare for all population groups.

51 Plan International (2021). Period Poverty in Lebanon.

52 UNICEF (2021). Lebanon: Children's future on the line: <https://www.unicef.org/lebanon/media/6541/file>.

53 The target—and therefore the appeal in 2024—is priority-based rather than needs-based. This means that the sector is far from meeting the 'needs' of the vulnerable population in Lebanon across all nationalities.

## 2. OVERALL SECTOR STRATEGY

### Theory of Change

The Health sector's Theory of Change is rooted in a commitment to advancing equitable access to high-quality health services that are safe, dignified, and inclusive for individuals of all ages, genders, disabilities, and backgrounds. The overarching goal is to systematically dismantle access barriers for vulnerable population groups in Lebanon while addressing economic challenges and social tensions. By implementing this Theory of Change, the Health sector aims to reduce mortality, morbidity, and disability, promote healthy lifestyles, and address environmental, economic, social, and behavioural health risk factors. The focus is on ensuring access to basic services through national systems, leading to a positive and equitable health impact in the long term.

A key element of this Theory of Change is recognising and addressing financial constraints, which is crucial for devising effective strategies to strengthen the resilience and revitalisation of the Health sector in Lebanon.

Strategically, the sector aims to strengthen primary and hospital-level healthcare, thereby building resilience within the national system to address immediate threats and shocks that lead to increased mortality and morbidity. This involves prioritising patient access by supporting primary healthcare centres, Mobile Medical Units, Primary Healthcare Satellite Units (PSUs), and hospitals. It also includes expanding health service delivery to the community, emphasising the importance of preventive healthcare services and promoting health-seeking behaviour.

The Health sector prioritises effective outbreak and infectious disease control, along with emergency preparedness and response, under the leadership of the MoPH. Efforts also focus on increasing health information and awareness, targeting diverse demographic groups, including internally displaced individuals from southern Lebanon. Outreach activities connect these individuals to PHCs, promoting healthcare-seeking behaviours and preventive measures. Additionally, the sector is committed to increasing access to mental health services by integrating mental health in PHCs and increasing the availability of mental health beds in hospitals, in alignment with the National Mental Health Strategy for Lebanon (2024-2030). Enhancing access to sexual and reproductive health services, including Clinical Management of Rape (CMR), is a key priority, guided by the Maternal and Newborn Health (MNH) acceleration plan and the national CMR strategy.

In response to large-scale emergencies and of the possibility of renewed hostilities, the Health sector commits to delivering comprehensive support. This support addresses the immediate needs in emergency-affected zones, and ensures continued emergency and essential health assistance for displaced and affected populations.

The approach includes meeting primary health needs and offering lifesaving support through existing healthcare channels, as well as implementing additional emergency measures. These measures encompass building the capacity of healthcare workers, adapting protocols and guidance materials suitable for emergency response, prepositioning critical supplies, securing contingency stock, and enhancing coordination, communication, and information delivery.

Over the past year, the sector has demonstrated its ability to respond to shocks by conducting extensive training for healthcare workers and prepositioning emergency and essential medicines and medical supplies. These preparedness efforts were instrumental in keeping healthcare services operational and accessible at the onset and throughout the crises.

A key lesson learned is that maintaining and reinforcing preparedness measures, such as training, capacity-building, and prepositioning, is essential to effectively mitigate future shocks and sustain healthcare delivery during emergencies.

In 2025, the sector prioritises strengthening the research committee, which has been deprioritised in recent years, to guide evidence-based practices and uphold ethical considerations. This will strengthen public health knowledge and pave the way for an early recovery. This effort is supported by active collaboration with various stakeholders, including other GoL authorities, donors, Non-Governmental Organisations (NGOs), universities, and cross-sector partners.

Additionally, Social and Behavioural Change (SBC) strategies and Risk Communication and Community Engagement (RCCE) are incorporated into health interventions to ensure more effective and inclusive outreach. Finally, the commitment to Preventing and Responding to Sexual Exploitation and Abuse (PSEA) is interwoven into the strategy, ensuring that all sectoral interventions adhere to a zero-tolerance policy for exploitation and abuse, thereby guaranteeing dignified and inclusive care.

### Assumptions and Risks

In addition to the specific risks associated with each outcome, which are discussed later under "Sector Results," general assumptions and risks fall into three main categories: funding, equity, and data integrity, while also integrating key planning assumptions for 2025.

#### Global Support and Health System Funding

The Health sector operates under the assumption of continued international support, focusing on building resilience and addressing immediate humanitarian needs. However, vulnerabilities persist due to socio-economic and political instability, compounded by the recent escalation of hostilities, internal displacement or return, and the fragility of the cessation of hostilities.

- **Funding Shortfalls:** By the end of 2024, only 33 per cent of the sector's needs-based appeals were funded. This reflects a continued downward trend, exacerbating service gaps, limiting preparedness, and hindering recovery efforts.
- **Healthcare System Strain:** Rising costs, shortages of medicines and skilled workers, damaged and closed health facilities, attacks on healthcare workers, and the growing demand from displaced populations—including IDPs, refugees, and migrants—place immense pressure on the health system.
- **Disruptions Due to Conflict:** Renewed hostilities could further strain resources, disrupt access to services, and heighten the risk of disease outbreaks.
- **Human Resource Drain:** A declining number of public health servants and healthcare workers, potentially due to attacks on healthcare personnel, undermines the sector's capacity to respond effectively.

### Equitable Access Amidst Marginalisation

The Health sector is committed to expanding equitable access to health services and information, especially for all vulnerable populations in Lebanon, including Lebanese individuals, displaced Syrians, Palestine refugees, refugees of other nationalities, and migrants; including a focus on people displaced within Lebanon due to hostilities across borders.

- **Risks to Equity:** While addressing the needs of the majority, insufficient focus on marginalised groups risks exacerbating inequities in healthcare access.
- **Targeting the Most Vulnerable:** Ensuring inclusivity requires robust systems to monitor service delivery patterns and to identify those who are being left behind.
- **Internal Displacement Dynamics:** Planning must account for displaced populations returning to conflict-affected areas where infrastructure, housing, and services remain inadequate. Some IDPs will continue to stay in collective shelters or transitional arrangements due to prolonged recovery efforts.
- **Social Tensions:** Rising inter-communal tensions may further marginalise certain groups and impede access to services, particularly in under-resourced regions.

### Administrative Data Systems and Evidence-Based Planning

The Health sector relies heavily on administrative data systems to track access and health outcomes. However, significant limitations pose risks to informed decision-making and resource allocation.

- **Data Challenges:** Despite the numerous reporting structures to the health authorities, coordination structures and donors, limited disaggregation of data—particularly

by key demographic factors such as age, gender, and disability status—hinders targeted support for underserved populations. The absence of a unified health data system and unique patient identification contributes to service duplication and inefficiencies.

- **Privacy Risks and Feedback Mechanisms:** Strengthening data systems requires addressing privacy concerns and improving accountability through enhanced feedback mechanisms.
- **Capacity for Evidence-Based Planning:** Partners must prioritise reorganising support across primary healthcare centres and dispensaries to optimise inclusive service delivery and reduce duplication.

**Integrated and Flexible Response in 2025:** Given the fluid context, the Health sector's response must be adaptable to dynamic changes, including significant contextual shifts during 2025. Key elements include:

- **Preparedness and Contingency Measures:** The sector will leverage lessons learned from 2024 and prior years, including contingency planning, emergency preparedness, the repositioning of critical life-saving medicines and medical supplies, and capacity-building for healthcare workers on anticipatory actions and emergency responses. These measures have proven effective in responding to the immediate life-threatening conditions and systemic shocks and must be sustained to enhance resilience and early recovery.
- **Uncertainty of Cessation of Hostilities:** Planning will consider potential scenarios if the fragile agreement on the cessation of hostilities does not hold, including renewed targeted attacks, large-scale hostilities, and additional waves of displacement and damage to health facilities.
- **Addressing Population Movement:** High levels of vulnerability among displaced individuals, returning IDPs, and conflict-affected populations will require localised targeting and prioritised resource allocation to underserved districts.
- **Environmental Strain:** Mass displacement exacerbates environmental fragility, including pollution, waste mismanagement, and diversion of water resources, further compounding health risks.

The challenges faced by Lebanon's health sector are immense, requiring continued global support and strategic prioritisation. By addressing immediate needs while investing in early recovery and medium-term resilience, the sector aims to deliver equitable and sustainable healthcare services to all population groups in Lebanon, despite an unprecedented convergence of crises.

## Sector Results: Impacts, Sector Outcomes, Outputs, and Indicators

The MoPH Lebanon's National Health Strategy: Vision 2030<sup>54</sup> serves as the cornerstone for the Lebanon Response Plan (LRP) Health sector strategy. The Health sector will continue to align its interventions with the Sustainable Development Goals (SDGs), particularly SDG 3,<sup>55</sup> which focuses on universal health coverage and the recommended SDG targets. The Health sector strategy will contribute to LRP strategic objective 2, 'Provide immediate humanitarian assistance to vulnerable populations to ensure critical needs are met', and strategic objective 3, 'Support service provision through national systems, including national rapid response capacity'.

Under the leadership of the MoPH, regular meetings, guidance development, and consistent reporting are maintained to monitor the progress of strategy implementation. This process aims to prevent duplication, identify gaps, advocate for needs, and share recommendations. Health sector partners are expected to mirror the transparent and open communication approach demonstrated by the MoPH. It is essential for them to adopt an open and consultative approach right from the initial planning stages of projects.

### Expected Results

#### Outcome 1: Improve access to comprehensive primary healthcare.

In 2025, strengthening primary healthcare services is a key priority, emphasising the expansion of comprehensive services through community outreach and reinforcing referrals to and from primary healthcare centres. This focus aims to improve geographical coverage and accessibility for the entire population, especially for women and girls, GBV survivors, and Persons with Disabilities, ensuring the delivery of quality and inclusive primary healthcare services while integrating survivor-centred approaches.

More emphasis will be placed on integrating nutrition, mental health and Community Based Interventions into PHC, in line with the Long-term Primary Healthcare Subsidisation Protocol (LPSP). Anticipating an increased need for an affordable, subsidised, comprehensive primary healthcare package, Health sector partners will continue to support the MoPH's network of primary healthcare centres. This support will align with

national guidance for equitable and low-cost access to quality health services. Reporting will be disaggregated by age, gender, and disability to monitor potential barriers to accessing primary healthcare.

Special attention will be given to identifying the vulnerable groups supported under different initiatives to ensure optimal use of resources and avoid duplication. Support for primary healthcare will be adapted based on evolving needs and in consultation with the Ministry of Public Health. Mechanisms for tracking and reporting incidents of GBV or PSEA will be embedded within the primary healthcare system to ensure accountability and prompt responses.

#### Output 1.1: Financial subsidies are provided to the targeted population for improved access to a comprehensive primary healthcare package.

In its pursuit of equitable access to high-quality, comprehensive<sup>56</sup> primary healthcare services, the Health sector targets equitably the vulnerable groups, including Lebanese individuals, displaced Syrians, Palestinian Refugees from Syria, Palestine Refugees in Lebanon, and migrants. This support is primarily delivered through the MoPH's network of primary healthcare centres and dispensaries, including United Nations Relief and Works Agency (UNRWA) clinics for Palestinians and the Ministry of Social Affairs' (MoSA) social development centres, particularly in areas with uneven geographical coverage or when the caseload is too heavy for the existing network to bear.<sup>57</sup>

The Health sector emphasises strengthening referral mechanisms between different sectors, including the integration of sexual and reproductive health and GBV services at PHCCs, as well as integrated services as per the LPSP protocol, which includes mental health awareness and services. Additionally, it aims to improve access for Persons with Disabilities, older persons and those receiving Community Based Interventions (AKA home-care).

In close coordination with the Emergency Taskforce for Persons with Disabilities, which includes the Government Representatives and Health and Protection sectors, the Health sector will provide specialised support. This support comprises rehabilitation services, assistive devices, and living aids for Persons with Disabilities and older persons, emphasising a cross-sectoral approach. Rehabilitation services will be enhanced through improved coordination via the taskforce and bilateral referrals to address the increased needs resulting from the recent war, which left thousands of people injured and in need of specialised rehabilitation support. To ensure continuity of

54 The Lebanese Ministry of Public Health and the World Health Organization, in coordination with United Nations (UN) agencies, NGOs, and the private sector, developed a National Health Sector Strategy. By setting an implementation plan responsive to immediate health needs as well as longer-term objectives, Vision 2030 sets out the framework for a sustained and modernized recovery of the Health sector and addresses the challenges of leading a burned-out health system.

55 SDG3: "Ensure healthy lives and promote wellbeing for all at all ages."

56 Comprehensive primary healthcare includes vaccination, medication for acute and chronic conditions, child health, non-communicable disease care, sexual and reproductive health, malnutrition screening and management, mental health, disability services, dental care, and health promotion and referral.

57 Palestinian refugees from Syria and Lebanon are an exception, as their access to primary healthcare is provided through The United Nations Relief and Works Agency (UNRWA) clinics.

care for pregnant women receiving antenatal care, referrals will be enhanced for subsidised delivery at supported hospitals.

**Financial Support:** The sector prioritises inclusive financial aid to overcome economic barriers to healthcare access, aligning with the national LPSP. It monitors the implementation of the LPSP, pilots extended care beyond basic services, and evaluates outcomes.

**Community-Based Services:** The sector strengthens outreach for immunisation, antenatal and postnatal care, sexual and reproductive health rights and services, family planning, malnutrition screening, early detection of Non-Communicable Diseases (NCDs) and mental disorders, as well as referral processes to primary and hospital care by deploying health workers for primary care at the community level. The sector prioritises the safety of community health workers and will coordinate closely with the Access Working Group to ensure oversight and support for activities planned in high-risk areas.

**Transportation Support:** The sector recognizes that addressing transportation barriers is crucial to facilitate access to healthcare for vulnerable populations. Lessons learned from a pilot project in 2024, in which Health sector partners provided in-kind transportation support, will be shared with health sector partners and donors to seek potential support from 2025 onwards.

**Primary Healthcare Satellite Units (PSU):**<sup>58</sup> The sector provides primary healthcare in emergencies by adhering to SOPs for satellite centres and mobile units, with a focus on vaccination campaigns and outbreak responses in remote areas. PSUs will be deployed primarily in remote locations, areas with a high concentration of displaced persons, or regions where PHCCs are unavailable, non-operational, or inactive. The sector will closely coordinate with Health authorities and partners to explore the potential of telemedicine as an innovative approach. In such high-risk settings, the PSU will ensure that PSEA standards are upheld and that all personnel are trained to provide sensitive and respectful care to vulnerable populations, particularly women and children.

**Feedback Mechanisms:** The sector improves complaint and feedback systems in primary healthcare centres to ensure accessibility for all groups, record and manage data confidentially, and expand mechanisms to enhance service delivery and public trust.<sup>59</sup> All feedback mechanisms will include safe and confidential reporting, as well as strengthened referral channels across different sectors for GBV survivors and individuals at risk of sexual exploitation or abuse, thereby ensuring accountability in service delivery.

The 2025 target encompasses a total of 4,982,685 subsidised or free consultations<sup>60</sup> at the primary healthcare level. These

consultations will serve diverse populations: 2,196,440 Lebanese, 2,520,000 displaced Syrians, 46,052 Palestinian Refugees from Syria, 40,000 Palestine Refugees in Lebanon, and 180,193 migrants. This target considers the evolving needs, the constraints of scarce resources, and the operational capacity of the centres.

Consultations will be categorised into antenatal care, non-communicable diseases, and mental health, to ensure comprehensive care. Furthermore, the number of individuals accessing family planning services, as well as the number of Persons with Disabilities and older persons at risk receiving specialised support, will be included in this outcome.

**Output 1.2: Free-of-charge medications for non-communicable diseases are provided at the primary healthcare centre level.**

The Health sector will continue to advocate for the timely procurement and continuous availability of essential NCD medications, including psychotropic medications, and will ensure their equitable distribution to those in need, aiming to improve the quality of life for individuals with chronic illnesses. Additionally, the Health sector will continue to advocate for the continued supply chain of sexual and reproductive health drugs and commodities, including oral and injectable contraceptives, within the MOPH PHC network. This initiative aims to reduce financial barriers to accessing primary healthcare and alleviate the strain on hospital services, ultimately lowering morbidity and mortality rates.

In collaboration with Health sector partners, the MoPH will accurately estimate medication needs based on usage, co-morbidity data, and previous stock interruptions. The projections will also consider anticipated increases in demand and the necessity of maintaining buffer stocks. Additionally, partners involved in medication provision are urged to align with available guidelines and the essential medication list as well as to support the proper management of pharmaceutical waste in accordance with national guidelines. To mitigate duplication, the sector will collaborate with partners to streamline distribution channels, standardise processes, and enhance reporting mechanisms for medication provision.

In 2025, the sector aims to target 359,584 individuals enrolled in the national chronic disease medications programme at the MoPH, comprising 267,100 Lebanese, 54,000 displaced Syrians, 12,000 Palestinian Refugees from Syria, and 15,469 Palestine Refugees in Lebanon, and 11,015 migrants.<sup>61</sup> In collaboration with MoPH, the sector also aims to target 250,000 individuals seeking sexual and reproductive health care at PHCCs and dispensaries. This target includes 87,000 Lebanese, 162,000 displaced Syrians, and a combined total of 1,000 for Palestinian Refugees from Syria, Palestine Refugee in Lebanon, and migrants. The Health sector partners will support PHCCs in better

58 Also known as Mobile Medical Units (MMUs).

59 Lebanon, Inter-Agency (2020), Minimum Standards on Complaints & Feedback for the Lebanon Crisis Response Plan: <https://data2.unhcr.org/en/documents/details/79144>

60 The consultation target represents an estimation of needs and has been calculated by analysing diverse data sources.

61 Palestinian refugees from Syria and Palestine refugees in Lebanon receive subsidised chronic disease medications free of charge through UNRWA clinics.

estimating their need for FP commodities, ensuring accurate and timely medication requests to MoPH.

**Output 1.3: Free-of-charge acute disease medications, medical supplies, and reproductive health commodities are provided at the primary healthcare centre level.**

The Health sector remains committed to supporting the MoPH in providing acute disease medications, medical supplies, assistive devices, living aids for Persons with Disabilities and reproductive health commodities free of charge, addressing shortages and procurement challenges. Partners involved in medication provision are encouraged to include support for proper pharmaceutical waste management, in line with national guidelines. Ongoing priorities include persistent advocacy for funding and the alignment of acute disease medication lists with national treatment protocols. Partners will actively coordinate to estimate needs and streamline the procurement of medications and medical commodities, aiming to enhance supplies, reduce financial barriers, and foster increased access to primary healthcare.

Providing free medications for acute diseases, reproductive health commodities, contraceptives, and personal protective equipment supports preventive programming and reduces complications, thereby minimising hospital care needs. Timely access to reproductive health drugs and contraceptives lowers the risks of unwanted pregnancies and adverse outcomes, contributing to decreased neonatal and maternal morbidity and mortality.

In 2025, the sector aims to target 1,489,440 individuals for acute disease medication,<sup>62</sup> medical supplies, and reproductive health commodities, comprising 658,932 Lebanese individuals, 756,000 displaced Syrians, 13,816 Palestinian Refugees from Syria, 12,000 Palestine Refugees in Lebanon, and 54,058 migrants. This target considers that 30 per cent of the population accessing primary healthcare will seek support for acute disease medication, medical supplies, and reproductive health commodities.

**Output 1.4: Free-of-charge routine vaccination is provided for all children under eighteen years of age at the primary healthcare centre and dispensaries, and through supplementary immunisation activities.**

In 2025, the Health sector aims to support the MoPH in achieving 100 per cent vaccination coverage for children under eighteen years of age, regardless of all nationalities. This objective aligns with the national vaccination calendar and necessitates enforcing the MoPH's circular on providing free vaccination at the primary healthcare level, without charges for the vaccination service. According to MoPH's 47/2014 circular, vaccines are provided free of charge when administered by a registered nurse. However, some primary healthcare facilities may charge minimal fees for opening a patient file.

Another challenge arises from the inadequate implementation of this circular, as some primary healthcare directors forbid the registered nurses from administering the vaccination, consequently levying extra fees for a doctor's consultation. In other facilities, PHC directors mandate a doctor's examination of the child before the nurse can administer the vaccine, thereby incurring additional consultation costs. Strategies to address these issues include expanding and accelerating routine vaccination outreach activities, especially in areas with low vaccination coverage, and scaling up solar and supply systems.

To overcome economic barriers that hinder regular vaccination visits, the sector will focus on bringing vaccination services closer to communities through outreach immunisation, utilising 'Immunisation as an Entry Point' for primary healthcare. Key priorities include effective vaccine logistics and cold chain management, as well as vaccination by trained and registered nurses. This pilot initiative will help to shift tasks to strengthen the workforce and reduce the cost of vaccination. Evaluations will be conducted throughout the year, and regular capacity-building for healthcare professionals involved in the Expanded Programme on Immunization (EPI) will be implemented.

Efforts will also extend to enhancing data quality, completeness, and end-to-end digitalisation for both vaccines and the vaccination programme. The MoPH is expanding public-private partnerships to reach children in need, especially in marginalised areas. Coordination with nutrition and other sector partners will integrate malnutrition screenings and referrals during outreach vaccination activities.

Increased awareness campaigns will promote the availability of free vaccination services and infection prevention and control measures at primary healthcare centres and dispensaries. These messages will underscore that routine immunisation is not only safe and effective but also essential for protecting children from potentially fatal infections. Vigilance is necessary to maintain Lebanon's polio-free status, contain measles, and prevent other possible outbreaks, including cholera. Furthermore, a more systematic vaccination process must be developed and endorsed for official return activities.

In 2025, the sector aims to vaccinate a total of 542,558 children under five,<sup>63</sup> comprising 303,318 Lebanese individuals, 220,971 displaced Syrians, 1,842 Palestinian Refugees from Syria, 14,841 Palestine Refugees in Lebanon, and 3,214 migrants.

**Output 1.5: Primary healthcare institutions' service delivery is supported.**

To effectively respond to the growing demand, the Health sector will extend support in 2025 to the interrelated functions of the health system, including human resources, finance, governance, capacity building, information and health information systems,

62 The target for acute medications is approximation, given the absence of a specific analysis for dispensing, the lack of data recording in a dedicated database, and the absence of unique identifiers for accurate tracking. These limitations underscore the need for cautious interpretation of the data related to acute medication estimates.

63 Based on the LRP population package for 2023, children under five comprise 5.5 per cent of the Lebanese population, 14.2 per cent of the displaced Syrian population, and 9.7 per cent of the Palestinian population.

and medical products. The Health sector will continue to advocate for and mobilise resources for the emergency repairs, refurbishment, procurement, and distribution of medical equipment and furniture for the damaged PHCCs during the recent hostilities. A set of indicators will be continually monitored to track the health system strengthening efforts by health sector partners and stakeholders.

The sector aims to target all primary healthcare centres within the MoPH's network in 2025 and to enhance referrals from these centres to hospital care. The healthcare systems will receive support to enhance referrals across different sectors for Persons with Disabilities, pregnant women due to deliver, survivors of GBV, and individuals at risk. This will ensure access to comprehensive, survivor-centred care that includes both physical and mental health services.

The risks associated with Outcome 1 include insufficient funding, procurement challenges for essential medications and supplies, and non-compliance of primary healthcare centres with national legislation. These issues may lead to hidden costs and hinder access to preventive services, such as vaccination. Recent hostilities, damage to health facilities, and the resulting displacement of healthcare workers have further strained services in high-demand areas, while the ongoing emigration of medical and nursing staff undermines institutional capacity.

Additionally, restricted humanitarian access in conflict-affected areas, due to safety and infrastructure concerns, poses significant barriers to consistent service delivery. Addressing these risks requires sustained funding, strategies for workforce retention, and enhanced coordination with the Ministry of Public Health and partners to maintain equitable access.

## **Outcome 2: Improve access to hospital and advanced referral care.**

The sector aims to provide hospital care, including war-wound management, continuum of maternal and newborn health services, and mental health admissions, to five per cent of each population group. In addition, through Health sector partners, the sector aims to support hospitals in 2025 for service delivery by providing human resources, capacity-building, quality assurance, and medical products and equipment. This support will include personal protective equipment, interagency reproductive health kits, trauma kits, cholera kits, emergency medicines, medical supplies, and blood products.

### **Output 2.1: Financial support is provided to the targeted population for improved access to hospital and advanced referral care.**

The Health sector is committed to providing hospital care and specialised referral services for vulnerable populations in all their diversity, including age, gender, nationality, and disability.

This dedication extends to covering lifesaving hospital costs, such as war-wound management, new-born and paediatric intensive care, high-risk pregnancies and complicated deliveries, clinical management of rape,<sup>64</sup> advanced diagnostic expenses, laboratory tests, radiology on an outpatient basis, and emergency room care for individuals facing lifesaving health challenges. The Health sector also aims to enhance the continuity of care by bridging the gap through optimising the digitisation of referrals between different levels of health service delivery platforms.

**Displaced Population and Migrants:** Securing financial support for non-Lebanese individuals to access hospital services is a pivotal initiative. Partners collaborate on cost-sharing mechanisms to ensure that vulnerable populations, including displaced Syrians and non-Syrian individuals, receive adequate care. Presently, the UNHCR referral care programme<sup>65</sup> plays a crucial role by covering 50 per cent of hospital bills for displaced Syrians and non-Syrian individuals who are known to UNHCR. The UNRWA programme provides support to Palestinian Refugees in Syria and Palestine Refugees in Lebanon, covering between 60 to 90 per cent of costs, depending on the type of intervention, whether secondary or tertiary, in line with the updated hospitalisation policy. Vulnerable Lebanese and migrants benefit from the Health sector's support for life-saving and limb-saving hospital care. Health sector partners step in to cover the remaining patient share where applicable, prioritising conditions beyond existing schemes. War-wounded Lebanese receive full coverage from the MoPH, while displaced Syrians, refugees from other nationalities, Palestinians, and migrants benefit from full coverage provided by their respective agencies.

**Vulnerable Lebanese:** Recognising the ongoing crisis and the escalating vulnerabilities faced by the Lebanese population, including those displaced from affected areas due to increased hostilities, the Health sector aims to continue its support for the Lebanese population in 2025. This will involve a cost-sharing scheme with both public and private hospitals, specifically targeting vulnerable uninsured Lebanese individuals for lifesaving and limb-saving cases. This scheme will be activated when other options, such as MoPH, National Social Security Fund (NSSF), and Civil Servant Cooperative (COOP), are the last resort. Support from Health sector partners will complement these initiatives and cover the remaining patient shares for vulnerable Lebanese individuals. Existing communication channels will be actively utilised to inform the public about hospital care support programmes, with a focus on expanding outreach. A technical task force, led by the leadership of the MoPH, will continue facilitating coordination between programmes, ensuring a unified model for subsidising hospital care that prevents duplication and facilitates donor financing. War-wounded Lebanese will benefit from the full coverage provided by the MoPH.

The financial support provided by the Health sector not only reduces mortality rates but also elevates the overall quality of life. This is particularly evident in improved neonatal and maternal health through support for hospital-based deliveries

64 Support for the clinical management of rape presents a partial coverage scenario in specific regions, highlighting the need for comprehensive interventions. Beirut, Mount Lebanon, Akkar, North, Nabatiyeh, and South are covered, but gaps persist in Bekaa.

65 UNHCR (2023), Referral Care SoPs.

and neonatal services, including Neonatal Intensive Care Unit (NICU) services. The balanced targeting approach mitigates social tensions, and timely hospital payments ease the additional pressure caused by the multifaceted crises. Given Lebanon's high cost of hospital care and the rising economic vulnerabilities across all populations, it is essential to secure substantial financial resources to maintain current support levels. Furthermore, additional resources are necessary to expand assistance to medical conditions not covered by existing schemes and to support hospitalisation for mental health conditions.

In 2025, the Health sector aims to target a total of 124,567 individuals, including 54,911 vulnerable Lebanese individuals, 63,000 displaced Syrians,<sup>66</sup> 1,151 Palestinian Refugees from Syria, 1,000 Palestine Refugees in Lebanon receiving hospital services, and 4,505 migrants.

### Output 2.2: Public and private hospital service delivery is supported.

The sector prioritises support for both public and private hospitals, with a focus on strengthening public hospitals by providing essential equipment, medications, and supplies to address shortages and replace outdated items. Efforts also include capacity building for hospital staff through training in Mass Casualty Management, war-wound management, managing near-miss cases, obstetric emergencies, neonatal care, and psychiatric emergencies, while maintaining an equal recruitment policy and a balanced male-female ratio within the workforce. Additionally, the sector provides standards, guidelines, and tools to improve care quality and reporting, ensuring that all patients, regardless of their background or diversities, are treated with dignity and respect. A set of indicators suggested by the Health Sector Core Group members will be continually monitored to track the health system strengthening efforts by health sector partners and stakeholders.

Sector partners will collaborate closely with the MoPH to monitor and analyse neonatal mortality rates among Lebanese and other nationalities. The sector will also concentrate on enhancing mitigation measures, which include supporting preventive primary healthcare services, such as antenatal care, and providing curative and hospital support, particularly in the areas of deliveries, neonatal care services, and lifesaving interventions.

In response to a possible resumption of clashes, the Health sector, in coordination with the MoPH, will support hospitals that may face increased demands. Prioritising frontline hospitals, emergency and essential medicines, and medical supplies, such as human resources support, emergency room coverage, and trauma kits, reproductive health kits, and blood products, will be provided.

The risks associated with Outcome 2 include financial constraints,

a lack of critical medicines and medical supplies, electricity and fuel shortages, and extensive damage to several hospitals during the recent conflict. Hostilities, attacks on hospitals, and staffing gaps in both public and private hospitals have also led to reduced operating hours and the closure of wards or entire hospitals.

Vulnerable populations face elevated costs due to a lack of livelihood opportunities, damaged crops, currency inflation, decreased funding, and limited donor support for expensive services, resulting in reduced access to healthcare and increased mortality rates. These financial barriers disproportionately affect women and girls, who often face compounded vulnerabilities.

Hostilities further exacerbate these risks, making conflict-affected areas inaccessible and straining referral pathways for displaced populations. To address these challenges, the Health sector prioritises policy advocacy, increased funding, support for public hospitals, and strengthened public-private partnerships. Preventive measures, such as vaccinations, antenatal care, family planning, and early disease detection, aim to reduce dependence on hospital-level services. Improved coordination is vital to ensure access to life-saving care.

### Outcome 3: Enhance emergency, outbreak & infectious diseases preparedness and response.

In 2025, the Health sector will continue strengthening and supporting the Public Health Emergency Operation Centre (PHEOC) as a platform for data pooling, sharing, decision-making, and coordinating emergency responses. As part of this effort, populations at-risk in all their diversity, including age, gender, nationality, and disability, will be considered to ensure that the needs of these groups, including women, girls, and other marginalised groups, are adequately addressed during emergencies.

The sector aims to enhance preparedness and response to emergencies, outbreaks, and infectious diseases by adopting a pillar-based approach outlined in the WHO Global Strategic Preparedness and Response Plan for Outbreak Preparedness and Response. This approach places specific emphasis on fortifying multi-sectoral coordination during emergency health responses.

Key actions will include improving coordination with the PHEOC, enhancing surveillance and laboratory capacity, and establishing Rapid Response Teams (RRT) that provide training in case management and Infection Prevention and Control (IPC). The sector will also support preventative public health services, including vaccinations, and aim to harmonise inclusive RCCE.

Additionally, healthcare workers will be trained in IPC for high-risk clinical and related settings. The procurement of basic medical supplies, such as Personal Protective Equipment (PPE) for health facilities, will take place, and specialised

<sup>66</sup> This figure is based on the number of displaced Syrians registered by UNHCR as refugees, equivalent to 784,884 (as of end of December 2023). It is important to note, however, that all displaced Syrians (Government of Lebanon estimates are of 1,500,000 displaced Syrians in Lebanon), whether registered or non-registered with UNHCR as refugees, are eligible for hospital coverage according to UNHCR Standard Operating Procedures for Referral Care.

human resources will be deployed to support for war-wound management, pregnancy care, and infectious disease management.

The health system will be reinforced to meet the requirements of international health regulations. A key priority is to ensure that Lebanon has a robust national disease surveillance system, with a focus on the Early Warning Alerts and Response System (EWARS). This system aims to monitor diseases and outbreaks at the national level, providing early alerts for rapid containment and response.

EWARS will also focus on monitoring trends among the population, estimating the number of children who have missed routine immunisations, and assessing potential health risks associated with environmental degradation, such as waterborne diseases. Furthermore, it will evaluate the impact of poor water, sanitation, and hygiene conditions in vulnerable areas, specifically in informal settlements. The system will also help identify risks related to acute intoxication from chemicals, pesticides, or bacteria, such as food poisoning.

Community-level surveillance integration will be supported through planned outreach activities, border site initiatives, and community awareness campaigns conducted by partners. Outreach teams that operate from primary healthcare centres will receive training in community-based surveillance, including the identification and reporting of notifiable diseases.

The Epidemiological Surveillance Unit (ESU) at the MoPH requires further reinforcement, combining human resources with information and communication technology to maintain and decentralise the testing, tracing, and response capacity. The ESU needs additional support to accelerate the decentralisation and empowerment of surveillance at the district level, facilitating preparedness, investigation, and expediting outbreak responses.

The sector's target for 2025 is to ensure the functionality of at least 800 EWARS centres.

### Output 3.1: The National Early Warning and Response System (EWARS) is expanded and reinforced while infectious disease outbreak capacity is enhanced.

The sector is committed to expanding, enhancing, and decentralising the MoPH's capacity to utilise EWARS). This system is crucial in providing timely, critical data that informs monitoring, planning, and decision-making during outbreak containment and response. Between 2015 and 2019, support was extended to develop an Information Technology (IT) platform (DHIS2) in approximately 950 health facilities.<sup>67</sup>

In the surveillance strategic framework and action plan, the focus in 2023 centred on harmonising the health reporting system. This includes extending the national early warning and response

system to multidisciplinary stakeholders, such as the Ministry of Energy and Water and the Ministry of Agriculture, while improving information flow within the MoPH departments and between the ministry and other relevant stakeholders.<sup>68</sup> Further support is imperative for data analysis at all administrative levels and for decentralising surveillance and decision-making for public health measures at the district level.

The expansion of the national EWARS and its decentralisation will encompass all primary healthcare centres within the MoPH's network, laboratories, hospitals, and the national Epidemiological Surveillance Unit (ESU), and a selected number of schools. Priorities for 2025 involve reinforcing existing sentinel surveillance sites. To ensure positive outcomes, necessary measures include staffing, logistical support, IT systems development and equipment, technical support missions, joint training for surveillance and response teams, and rigorous monitoring of the accuracy, timeliness, and completeness of reporting.

The sector's target for 2025 is to ensure the functionality of at least 800 EWARS centres.

### Output 3.2: Availability of selected contingency supplies is ensured.

Given the current emergency situation and the heightened risk of renewed hostilities, which have damaged water and sanitation infrastructure and created poor living conditions in both damaged houses or collective shelters, there is increased risk of infectious disease outbreaks. This includes waterborne and foodborne diseases among vulnerable population. The Health sector, in close coordination with the MoPH and multisectoral partners and stakeholders, is actively addressing this added risk by strategically reinforcing contingency measures. This involves maintaining and enhancing a robust contingency stock.

Recognising the potential disruptions caused by displacement, the sector prioritises the readiness of essential medical supplies, cholera kits, Inter-Agency Emergency Health Kits (IARH), medications, and resources to ensure a swift response to emerging health needs. This proactive approach involves strengthening the contingency stock and implementing Minimum Preparedness Actions (MPA) with critical items such as cholera kits, trauma kits, inter-agency reproductive health kits, emergency medicines, and other lifesaving supplies. In anticipation of potential outbreaks, the sector is committed to ensuring the availability and maintenance of a six-month stock of selected contingency vaccines, emergency medications, therapeutic foods, micronutrients, laboratory reagents (including blood banks), response kits, and personal protective equipment. This strategic preparation aims to facilitate a quick and effective response to both outbreaks and large-scale emergencies.

### Output 3.3: Support to infectious disease outbreak response

<sup>67</sup> Health facilities include primary healthcare centres, dispensaries, and hospitals.

<sup>68</sup> With the advent of COVID-19, additional support was provided in terms of human resources, the provision of testing kits and personal protective equipment to the surveillance teams, as well as the development of information technology applications for the call centre, the positive cases tracing programme and other technical support.

and other communicable disease controls is strengthened.

In 2025, the Health sector aims to integrate and enhance the One Health approach, focusing specifically on communicable diseases. The goal is to fortify disease surveillance, improve laboratory diagnostic capacities, and enhance early warning, alert, and rapid response systems. This strategic initiative seeks to ensure coordination and complementarity in the timely detection, prevention, reporting, and response to priority epidemic-prone diseases such as cholera, AWD, hepatitis A, measles, and polio. Particular emphasis will be placed on addressing challenges such as Antimicrobial Resistance (AMR), rabies, and tetanus in Lebanon.

Furthermore, the Health sector will continue to support the National Tuberculosis (TB) Programme by investing in staffing, capacity building, procuring necessary materials, renovating facilities, and obtaining anti-tuberculosis drugs, ancillary medicines, and other consumables, while also addressing stigma, particularly the specific risks faced by women, girls, and other marginalised groups during outbreaks. By implementing these activities, the Health sector aims to contribute to the prevention, screening, identification, and dignified treatment of tuberculosis cases, ultimately reducing morbidity and mortality rates.

In 2025, the Health sector aims to provide TB medication support to 1,800 beneficiaries through the National Tuberculosis Programme.

For the National Acquired Immunodeficiency Syndrome (AIDS) Programme, the sector aims to support rapid and confirmatory testing for positive cases and initiate Anti-Retroviral Therapy (ART)<sup>69</sup> for all diagnosed Human Immunodeficiency Virus (HIV) cases as soon as confirmation is received. This will be followed by viral load testing, when necessary, to monitor the response to treatment. This approach aligns with global set targets for testing, treatment, and viral suppression. A converging community-based approach will be adopted and supported by the sector. This comprehensive approach is expected to lead to significant reductions in HIV-associated morbidity and mortality,<sup>70</sup> contributing to an increased life expectancy for individuals with HIV infections.

In 2025, the Health sector is targeting 2,300 beneficiaries for ARV medication support through the National AIDS Programme. Additionally, the sector aims to train 150 healthcare workers in the detection and care of TB and HIV.

Following a One Health approach, the sector aims to provide medications and support for patients with emerging or re-emerging communicable diseases, such as rabies and tetanus, among others.

The success of Outcome 3 relies on critical assumptions and the mitigation of associated risks. Sustained support from the Health sector is crucial for uninterrupted care delivery and effective responses to emergencies. Failure to provide this

support could lead to reduced access to lifesaving services, increased outbreaks, and higher morbidity and mortality rates. Additionally, expanding the national surveillance system to the sub-national level is essential for the timely detection and containment of health emergencies. Another critical assumption is that support will increase trust in public services; failure in this regard may diminish confidence in the public health system, negatively impacting the effectiveness of interventions. Moreover, it is vital to assume that support will strengthen preventive care and emergency response; failing to do so could leave the country vulnerable to the impacts of crises. Ensuring sustained and expanded support, enhancing surveillance capabilities, fostering trust in public services, and strengthening preventive care are imperative for achieving Outcome 3.

#### **Outcome 4: Improve access to health awareness and information.**

Investments in awareness raising, social behaviour change, and community engagement activities at both individual and institutional levels among women, men, and youth are considered crucial for increasing the demand for available healthcare services and promoting healthy behaviours. To achieve this outcome, three key outputs are planned for 2025, focusing specifically on Health Information products and Risk Communication and Community Engagement (RCCE) products. This will highlight the importance and availability of preventive and promotive care, including vaccination, contraception, NCDs, and mental health, along with available support and safe referrals for services for Persons with Disabilities, survivors of GBV, and antenatal care.

The RCCE products will be updated and developed as required, and the activities will be designed inclusively to overcome stigma and discrimination, with communities engaged in intervention planning, particularly for marginalised groups in all their diversity, such as working and street children, adolescent boys and girls, survivors of GBV, Persons with Disabilities, and members of the LGBTQI+ community.

In response to the ongoing displacement resulting from the recent hostilities in Lebanon and the evolving situation in the neighbouring country, the Health sector is intensifying its awareness, engagement, and communication efforts to inform the affected population about the availability and locations of health services.

#### **Output 4.1: Health awareness and information are strengthened at the institutional level.**

The sector aims to strengthen the capacity of the primary healthcare network to conduct outreach, engage individuals and communities, and mobilise efforts, including sexual and reproductive health, preventive midwifery care for high-risk pregnant women, NCDs, mental health and Persons with Disabilities inclusive services.

69 CDC (2017), Benefits and Risks of Antiretroviral Therapy.

70 Centres for Disease Control and Prevention CDC (2017), Benefits and Risks of Antiretroviral Therapy.

Integrating digital tools and platforms for health education, such as e-learning modules and interactive content, is crucial to bolster institutional capacity for health promotion. Collaborating with local communities, media, and influencers will extend the reach of health awareness campaigns. This approach will address local health concerns and promote preventive healthcare practices.

Institutions will intensify health promotion and community outreach on various topics, integrating interactive digital tools to effectively reach youth. Efforts will focus on increasing awareness of service availability and acceptability at both facility and community levels. This will involve engaging community influencers, especially in rural areas. Information about inclusive services for Persons with Disabilities and reproductive health, including clinical management of rape and gender-based violence services, will be disseminated. Joint approaches will ensure comprehensive awareness-raising packages are adapted for diverse audiences.

Harmonised Risk Communication and Community Engagement (RCCE) products and health messages will target both women and men within communities, promoting decision-making and behaviour change. Awareness-raising efforts will consider diverse communication methods and utilise community feedback mechanisms for ongoing improvement. The sector will take stock of the requirements and strengthen coordination with the RCCE taskforce to ensure a harmonised approach to health promotion and awareness. Inter-sector linkages will maximise health education channels, involving educational facilities, after-school programmes, and partnerships with local NGOs and community organisations for wider message dissemination. Close collaboration with the Nutrition and WaSH sectors will ensure that public health and nutrition-related messages are included in awareness and community engagement.

Providing information and education, alongside with addressing accessibility barriers, will reduce social stigma and increase demand for primary healthcare, thereby promoting equitable access.

In 2025, the sector aims to target 295 primary healthcare centres for awareness-raising and to enhance referrals from the community to these centres.

**Output 4.2: Access to inclusive healthcare information for women, men, and youth (children, boys, and girls) is increased at the community level.**

A comprehensive inclusive health awareness package, including migrant languages, will be updated and developed. This package will target women, men, and youth, including children, boys, and girls, ensuring that standardised messages are issued by Health sector coordination mechanisms.

To foster effective community-level engagement, it is recommended to deploy satellite PHCs or mobile health units for on-the-spot health education and basic screenings in underserved and conflict-affected areas. These units serve as a personalised and direct platform for delivering health awareness, particularly in remote locations.

Engaging youth in peer education programmes is a powerful tool for spreading health awareness. Training young individuals as health ambassadors within their communities establishes a sustainable health education model that leverages their influence among peers and family members.

Persons with Disabilities will be specifically targeted with healthcare information to enhance their access to services. A gender-sensitive approach will ensure that marginalised adolescents and youth, including out-of-school, street, and working children, receive healthcare information. This includes adapting awareness materials and outreach methods, strengthening referrals for at-risk children and adolescents to case management agencies, and encouraging other agencies to refer individuals to healthcare providers. Tailored vaccination campaigns, infectious disease prevention, mental health, and sexual and reproductive health activities will also be promoted.

In 2025, the sector aims to reach 574,105 caregivers with integrated health awareness messages and conduct 28,705 awareness sessions for adolescents and youth.

Potential risk factors for the mentioned Outputs under Outcome 4 include acceptability, social norms, stigma, staff turnover, and challenges posed by populations on the move, such as internally displaced persons and returning IDPs. Developing contextualised health awareness materials, linking to protection services, and building the capacity of essential staff are crucial for sustaining available services. The absence of data on out-of-school children poses a risk to Output 4.2 programming, especially regarding mental, sexual, and reproductive health issues. To mitigate these risks and ensure evidence-based programming, participatory community engagement and coordination with protection sectors are necessary. Enhanced coordination between sectors is required to adapt health awareness materials to reach working and street children. Increased access to health information aims to reduce aid bias perception and conflict sensitivity.

**Identification of sector needs and targets at the individual/household, community, and institutional/physical environment level.**

Focusing on the 332 most vulnerable cadastres,<sup>71,72</sup> the Health sector emphasises geographical areas with a high concentration of vulnerable populations. The sector encourages a balanced ratio of support for both displaced populations and host

71 The 332 vulnerable localities host the highest number of displaced Syrians, Palestinian refugees, and vulnerable Lebanese.  
72 Inter-Agency (2022). The 332 Localities in Lebanon: <https://data.unhcr.org/en/documents/download/96471>

communities.<sup>73</sup> Due to the lack of updated quantitative data and representative assessments, the Health sector will adopt the People in Need (PiN) and targets from 2024 for planning in 2025 at the national level. To maintain flexibility in response to the fluid situation and potential population movements caused by hostilities, the sector will refrain from disaggregating targets by district. This approach ensures adaptability and the ability to redirect resources effectively as needs evolve across the country.

The Health sector employs distinct methodologies to calculate the population in need and subsequently establishes targets for each population group. The detailed methodology can be found in [Annex 1: Health Severity Scale and PiN Overview for Lebanon 2024](#).

**Displaced Syrians:** Economic vulnerability is a key factor in determining the needs of displaced Syrian individuals and Palestine Refugees in Lebanon. Data from the 2023 Vulnerability Assessment of Syrian Refugees (VASyR)<sup>74</sup> reveals that 84 per cent of displaced Syrians, particularly those in female-headed households, live below the poverty line. This figure shows a decline compared to previous years. The Health sector aims to target 100 per cent of the displaced Syrian population in need, amounting to 1,260,000 individuals.

**Vulnerable Lebanese, Palestine Refugees in Lebanon, and Migrants:** Guided by Global Health Cluster (GHC) standards, the Health sector calculates the number of Lebanese individuals, Palestine Refugees in Lebanon, along with migrants who are in need. As mentioned above, based on the multiple contextualised indicators, the 2023 Multi-Sectoral Needs Assessment (MSNA)<sup>75</sup> and routine health data from the MoPH, approximately 2,196,440 Lebanese individuals are considered in need, indicating an approximate four per cent increase from the previous year. The Health sector aims to reach 50 per cent of the Lebanese population with general health services and five per cent with hospital care. For Palestine Refugees in Lebanon, 136,051 individuals are considered in need, with 20,000 targeted under the LRP, while the remainder are eligible for support

through UNRWA. As for Palestinian Refugees from Syria, all 23,026 individuals are considered in need and are targeted by the Health sector. For the migrants, the sector targets 90,097 individuals out of a total of 96,878 considered in need.

In formulating the LRP Health Sector Strategy for 2024, a commitment was made to maintain a needs-based approach, despite the challenges posed by reduced resources. This same approach will also be maintained in 2025. Acknowledging the inability to address all health needs in the country comprehensively, the strategy is tailored to prioritise lifesaving interventions for all population groups.

In particular, primary healthcare centres are being supported with a comprehensive care package, utilising geographical targeting to ensure equitable distribution. Additionally, support for hospital care is being extended across Lebanon, with particular attention directed towards the most vulnerable individuals who lack any form of active or effective insurance scheme. This strategy underscores a pragmatic response aimed at maximising impact within the constraints of available resources.

Furthermore, during the immediate humanitarian response phase and early recovery, the LRP Health Sector Strategy 2025 will be complemented by the Flash Appeal for January-March 2025. The Flash Appeal will focus on the immediate humanitarian response phase, strengthening the MoPH leadership and maintaining effective coordination through PHEOC. It will secure emergency medicine, medical supplies, trauma care, and continuous access to primary and hospital-level health services, including for vulnerable populations and those with non-communicable diseases. Additionally, it will address emergency repairs and refurbishments of damaged health facilities to restore health services in the affected communities, as well as ensure continuous monitoring of needs and assess the effectiveness of the response. Subsequently, the LRP 2025 will continue to complement the Flash Appeal by prioritising activities that rebuild the health infrastructure and strengthen the health service delivery.

<sup>73</sup> Any support extension beyond the specified cadastres is determined in consultation with the Ministry of Public Health.

<sup>74</sup> UNHCR, UNICEF, WFP (2023), VASyR 2023.

<sup>75</sup> MSNA, 2023.

## Flash Appeal



**TARGET:**  
500,000



**BUDGET:**  
USD 46.5M

### Sectoral Impact:

- Displaced, returning IDPs and host communities face limited access to health services due to damage to health facilities and lack of healthcare workers.
- Displaced, returning IDPs and host communities require urgent healthcare and continuation of essential healthcare, including trauma and emergency care, Sexual and Reproductive Health Services, and hospitalization support.
- Vulnerable groups (children, women, elderly, people with disabilities, migrants, refugees) face barriers to emergency and essential health services.
- Emergency medications, medical supplies and blood products prepositioned in the hospitals are depleted and require urgent replenishments.
- Due to damages of water and sanitation infrastructures, and substandard living conditions in the damaged houses or collective shelters, increased risk of infectious disease outbreaks including waterborne and foodborne disease among vulnerable population.
- Mental health, sexual and reproductive health, and chronic disease management services are at risk of disruption.

### Immediate Needs:

- Emergency and essential medicine, medical and blood transfusion supplies, trauma and surgical kits, blood transfusion test kits, Interagency Reproductive Health Kits, cholera kits, Interagency emergency health kits, cholera kits to healthcare facilities.
- Access to vaccines and essential acute disease medicines, including sexual reproductive health drugs and commodities.
- Emergency repair of damaged health facilities.
- Continued access to information and services from community health workers, including midwives.
- Implement surge capacity plans through the activation of the dormant workforce, accelerated training, redeployment or task-shifting.

### Priority Activities:

- Procure and distribute emergency and essential medicine, medical and blood transfusion supplies, trauma and surgical kits, blood transfusion test kits, Interagency Reproductive and Emergency Health Kits, cholera kits to healthcare facilities.
- Procure and distribute essential acute disease medicines sexual reproductive health drugs and commodities (including contraceptives and medication used in clinical management of rape), and also for the people living with non-communicable diseases, including catastrophic conditions and people living with disability.
- Emergency repair, refurbishment of damaged health facilities.
- Continue strong coordination mechanisms for health emergency response through PHEOC and health sector, ensuring an inclusive response for all vulnerable groups affected by the conflict including Lebanese and Non-Lebanese.
- Continue producing information products and services from community health workers, including midwives, through mobile units and other health outreach services to affected populations.
- Implement surge capacity plans through the activation of the dormant workforce, accelerated training, redeployment or task-shifting.
- Provide operational support including fuel for health facilities and establish robust M&E frameworks to continuously monitor needs and to assess the effectiveness of the response.



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# 3. MAINSTREAMING OF GENDER AND GENDER-BASED VIOLENCE (GBV), PROTECTION, CONFLICT SENSITIVITY, PSEA, AND ENVIRONMENT.

The Health sector's strategy for 2025 underscores its commitment to mainstream protection, gender, age, conflict sensitivity, and the environment while ensuring that risks related to GBV are identified and mitigated. The focus is set on fortifying core protection principles, including 'meaningful access without discrimination', 'safety, dignity, and do-no-harm', 'accountability', and 'participation and empowerment' within the sector's framework, ensuring all interventions are sensitive and responsive to the needs of the most vulnerable.

## Gender and GBV

Special attention will be given to address unequal access faced by women and girls, as well as the disproportionate exposure of these groups and other marginalised populations to GBV. This is a considerable concern that the sector should address taking into account diverse demographic groups, including boys, girls, men, women, and vulnerable populations such as children under five, pregnant and lactating women, adolescents, Persons with Disabilities, older persons, survivors of GBV, those living with HIV/AIDS, and those facing gender-based discrimination. The sector aims to ensure that each facility has a female gynaecologist and both male and female health workers who have a clear understanding of GBV guidelines. Adaptations in maternal health services for adolescent girls, including psychosocial support and a referral system, will be implemented. Efforts to reduce child marriage, enhance sexual and reproductive health information, and collaborate on areas such as the Clinical Management of Rape (CMR) and Sexual and Reproductive Health (SRH) should be maintained and strengthened, along with referrals across different sectors, including the Child Protection sector and safe access for survivors to CMR facilities. A focal point has been appointed to support gender mainstreaming efforts and GBV risk mitigation, with revised tipsheets and ongoing training, focusing specifically on supporting partners in recognising and addressing barriers that limit women and girls' access to essential healthcare services.

## Protection

In 2025, the Health sector aims to update the 2019 protection risk analysis in close collaboration with, and with technical support from, the Protection sector, contextualising mitigation measures. Linkages with the Protection, Child Protection, and GBV sectors will be reinforced to provide comprehensive care for rape survivors and address documentation barriers, including ID confiscation. Refresher training on Inter-Agency standards, establishing reporting systems, and adapting inclusive information materials is planned. Support for the National Action Plan on Birth Registration and the integration of key messages into awareness activities will be prioritised.

## PSEA

In 2025, the Health sector commits to ensuring accessible complaint, feedback, and response mechanisms, including PSEA and child safeguarding, for health services. Enhancing collective accountability, promoting gender-sensitive, survivor-centred, and child-sensitive complaint mechanisms, and advancing Inter-Sectoral standards are priorities. The sector, in collaboration with the PSEA network, will provide continuous support to its partners in strengthening and maintaining these standards through capacity building and resource sharing, led by its appointed PSEA Focal Point. Diverse group participation in designing communication channels is emphasised, with engagement in the PSEA network and the promotion of training opportunities. Health workers will undergo specialised PSEA training, focusing on handling SEA disclosures and reporting allegations. Additionally, awareness-raising materials will be displayed at health centres to inform people of their rights and available reporting channels.

## Accountability to Affected Population (AAP)

In 2025, the Health sector commits to strengthen the inclusive complaint and feedback response mechanisms to ensure accountability to the affected population. The Health sector focal person, in close collaboration with the AAP working group, will conduct a situation analysis, map of existing channels for the Health sector, and harmonise an inclusive communication channels tailored to the needs of the population, including a variety of languages and child-friendly channels.

## Conflict Sensitivity

Acknowledging negative trends in community relations, particularly the rising inter- and intra-communal tensions amid increased hostilities and displacement, the sector prioritises addressing community dividers – such as aid bias perception and resource competition. Efforts will be made to balance support among all population cohorts, increase assistance to vulnerable Lebanese individuals, and align eligibility criteria, thereby promoting a conflict-sensitive approach. Participation in Conflict Sensitivity and Do No Harm trainings—including sector-specific training, tension monitoring, and conflict sensitivity guidance—will be coordinated with the Conflict Sensitivity Mainstreaming focal point.<sup>76,77</sup>

## Environment

Acknowledging the impact of environmental factors on disease incidence, the sector will address safe water, wastewater management, waste disposal, hygiene, and food safety. It will coordinate with the WaSH and Social Stability sectors to manage the national waste crisis. The emphasis will be on disseminating safe practices, supporting medical waste management at primary healthcare, PSUs, and hospital levels, and strengthening disease surveillance. To mitigate sector-related negative environmental risks, the sector will prioritise collaboration with the Ministry of Environment's Environmental Task Force and adherence to environmental markers procedures.

## Energy

In the 2025 LRP Health Sector Strategy, energy solutions will be integrated to improve healthcare delivery. Focusing on primary healthcare, initiatives such as solar panel installations will ensure reliable electricity access in remote areas. Hospitals will be equipped with solar panels to provide uninterrupted power, especially during emergencies. Coordination efforts aim to establish a dashboard for tracking energy support, aiding partners in identifying provided assistance and addressing gaps to prevent duplication and ensure timely interventions.



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76 3RP (2023). Align planning with the 3RP guidance note on Conflict-Sensitive Programming (Guidance Note): <https://www.3rpsyriacrisis.org/wp-content/uploads/2021/09/17-Conflict-Sensitivity-Guidance-Note.pdf>

77 UNDP. Getting Started with Conflict Sensitivity in Lebanon: <https://drive.google.com/files/d/1ffnyvC7HowflxjzHP15jwu2Y1hHUI2kl/view>.

# 4. LOGFRAME

## OUTCOME I: Improved access to comprehensive primary healthcare

Indicator I.1	Description	MoV	Unit	Frequency
Percentage of displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS), Palestine Refugees in Lebanon (PRL) and Migrants accessing primary healthcare services	Number of displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS), Palestinian Refugees in Lebanon (PRL) and Migrants accessing primary healthcare services out of those who report needing primary healthcare services.	1. Vulnerability Assessment of Syrian Refugees (VASyR) 2. Multi Sectoral Needs Assessment (MSNA) 3. UNHCR Health Access and Utilization Survey (HAUS) 4. Ministry of Public Health (MoPH) Health Information System (HIS) 5. UNRWA Assessments 6. UNRWA Health Information System	%	Yearly

SYR			PRS			PRL			LEB			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
89%	-	100%	%	-	100%	%	-	100%	%	-	100%	%	-	100%	%	-	100%

Indicator I.2	Description	MoV	Unit	Frequency
Percentage of vaccination coverage among children under 5 residing in Lebanon	Percentage of infants who received: <ol style="list-style-type: none"> <li>The 1st (DTP1) / 3rd (DTP3) dose, respectively, of diphtheria and tetanus toxoid with pertussis containing vaccine</li> <li>The 3rd dose of polio (Pol3) containing vaccine. Oral or inactivated polio vaccine</li> <li>One dose of inactivated polio vaccine (IPV1)</li> <li>The 1st dose of measles containing vaccine (MCV1)</li> <li>The 2nd dose of measles containing vaccine (MCV2)</li> <li>The 1st dose of rubella containing vaccine (RCV1)</li> <li>The 3rd dose of hepatitis B containing vaccine following the birth dose. (HepB3)</li> <li>The 3rd dose of Hemophilus influenza type b containing vaccine. (Hib3)</li> </ol> Percentage of births which received: <ul style="list-style-type: none"> <li>A dose of hepatitis B vaccine (HepB) within 24 hours of delivery</li> </ul> (Source: WHO and UNICEF estimates of national immunization coverage - July 4, 2017)	MoPH/WHO Expanded Programme on Immunization (EPI) Cluster Survey	%	Yearly

SYR			PRS			PRL			LEB			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
N/A	-	100%	%	-	100%	%	-	100%	%	-	100%	%	-	100%	%	-	100%

## OUTCOME 2: Improve access to hospital and advanced referral care.

Indicator 2.1	Description	MoV	Unit	Frequency
Percentage of displaced Syrians, Lebanese, PRS, PRL, Migrants admitted for hospitalization per year	SYR, PRS & PRL: 6% out of the total Population targeted  LEB: 6% out of the total Population targeted	Measurements/tools: Activity Info, MoPH Hospital data, UNHCR Annual Referral Care Report, UNRWA Hospitalization data  Responsibility: MoPH, UNHCR, UNRWA	%	Yearly

SYR			PRS			PRL			LEB			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
7%	-	6%	12%	-	6%	12%	-	6%	12%	-	6%	%	-	6%	%	-	N/A

**OUTCOME 3: Enhance emergency, outbreak & infectious diseases preparedness and response.**

Indicator 3.1	Description	MoV	Unit	Frequency
Number of functional EWARS centers	Functional EWARS centers are those that report through the EWARS system	MoV: - MOPH periodical bulletins and alerts on website - MoPH list of EWARS functional centers every 6 months Responsibility: MoPH, WHO	-	Yearly

INSTIT		
Baseline	Target 2024	Target 2025
500	-	800

**OUTCOME 4: Improve access to health awareness & information**

Indicator 4.1	Description	MoV	Unit	Frequency
Percentage of the population reached with health integrated messages	20% of PiN	Health sector	-	Yearly

SYR			PRS			PRL			LEB			Migrants			Other			
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	
-	-	218,400	-	-	4,605	-	-	27,210	-	-	218,400	-	-	19,376	-	-	-	N/A



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# NUTRITION

## PEOPLE IN NEED



1,319,454

## PEOPLE TARGETED



894,445

## SECTOR APPEAL



\$31,244,097

## CONTACT

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## SECTOR OUTCOMES

### OUTCOME 1:

Young children and their caregivers have access to and demand for services aiming at prevention and management of all forms of malnutrition and the associated developmental risks (0-5 years of age)

- **Output 1.1:** Promote, protect and support optimal nutrition infant and young child feeding practices for children under 5
- **Output 1.2:** Promote integrated nutrition and early childhood development for children under 5
- **Output 1.3:** Provide needed nutritional and micronutrient supplementation to children under 5
- **Output 1.4:** Enhanced access to screening, growth monitoring and management of wasting among children under 5

### OUTCOME 2:

School age children, adolescents have access to and demand for services aiming at prevention of all forms of malnutrition







- **Output 2.1:** Enhanced access to school based nutrition preventive and promotive services to prevent double burden of malnutrition
- **Output 2.2:** prevention of micronutrient deficiency and Anemia control among adolescents

### OUTCOME 3:

Women and Pregnant and Breastfeeding women (PBW) have access to and demand for services aiming at prevention and management of all forms of malnutrition

- **Output 3.1:** Enhanced access to preventive and promotive nutrition services, to prevent all forms of malnutrition among women of reproductive age, Pregnant and Breastfeeding women (PBW)
- **Output 3.2:** Enhanced access to treatment for wasting among Pregnant and Breastfeeding Women (PBW)

## POPULATION BREAKDOWN

	PIN 2025	TARGET 2024	TARGET 2025
 PERSONS DISPLACED FROM SYRIA	270,893	237,756	189,625
 VULNERABLE LEBANESE	941,243	452,848	658,870
 PRS	4,078	2,848	2,854
 PRL	32,528	18,554	22,770
 MIGRANTS	29,036	7,705	20,325
 OTHER	-	-	-

# 1. SITUATION ANALYSIS

The complex crisis in Lebanon has significantly impacted the nutrition of infants, young children, adolescents, and women. As Lebanon confronts escalating hostilities, large-scale displacement and returns, economic and financial collapse, and the ongoing repercussions of the Syria crisis, nutritional deprivation has worsened. The conflict in Lebanon has led to significant loss of human lives and widespread internal displacement. An estimated 1.2 million people were registered as internally displaced, mostly from conflict-affected areas. As the situation stabilizes, internally displaced persons (IDPs) are returning to their areas of origin. The latest mobility tracking data (December 2024) indicates that 828,978 IDPs have returned to their communities.<sup>97</sup> The political crisis in Syria and the fragile security situation have also resulted in an influx of displaced Syrians into Lebanon. As of December 19, an estimated 120,000 displaced Syrians have moved into makeshift shelters and host communities in the Bekaa and Baalbek-El Hermel governorates.

Displacement poses severe risks to the nutritional status and health of pregnant and breastfeeding women, as well as children under five, due to food insecurity, limited access to health and nutrition care, and socio-economic challenges. Displaced pregnant women and caregivers with young children often have limited access to sufficient, nutritious, and age-appropriate food to meet their increased nutritional needs. Children under five, especially those under two, are highly susceptible to malnutrition, which can impair growth and development. In addition, the destruction of the healthcare facilities and loss of healthcare workers in conflict-affected areas have disrupted access to essential health/nutrition services. Primary health care centres, where partners implement essential nutrition packages of essential nutrition services for young children and women, have been severely affected.

Lebanon is already experiencing a growing triple burden of malnutrition (comprising stunting, micronutrient deficiencies, and obesity) among women, children, and adolescents. The Lebanon Integrated Micronutrient and Child Development survey LIMA released in 2024<sup>98</sup> identified nutritional vulnerabilities across population cohorts.

The data show that the prevalence of **stunting** (chronic malnutrition) among children under five has doubled to 14 per cent compared to the Standardized Monitoring and Assessment of Relief and Transitions (SMART) Survey 2021,<sup>99</sup> indicating a deterioration of the nutritional situation in Lebanon. Subgroup analysis revealed a significant difference in stunting by nationality, with 19 per cent among displaced Syrian children. Alarming, 39 per cent of children in the Syrian informal settlement stratum are stunted, which is considered a very high public health problem by the WHO. When looking at age groups, more

than 21 per cent of children aged 12-23 months across all nationalities are stunted, highlighting their vulnerability during the first 1000 days of life.

The consequences of chronic malnutrition, such as stunted growth, impaired brain development, and a weakened immune system, are mostly irreversible with long-lasting effects. Although, national **wasting** prevalence remains low 1.3 per cent (LIMA 2024) compared to SMART Survey 2021, it reaches moderate health significance among: infants aged 0-5 months (6 per cent); children < 6 months of age in Akkar and Syrian informal settlements; children in the lowest wealth quintile. Wasting is responsible for 1 in 5 child deaths under the age of five years. A severely wasted child is up to 11 times more likely than a healthy child to die of common childhood illnesses such as pneumonia and diarrhea.<sup>100</sup>

One of the main contributors to high malnutrition and associated morbidity and mortality among young children under the age of two years is **suboptimal breastfeeding and complementary feeding practices**. Nationally, exclusive breastfeeding (EBF) rates stand at 23 per cent, a significant decrease from 34 per cent in 2021. Regarding complementary feeding indicators in children 6 to 23 months of age, the LIMA found that only a small proportion achieved minimum dietary diversity (26%), minimum meal frequency (47%), and minimum acceptable diet (11%). The LIMA also found that the prevalence of all three indicators increased with household wealth, reflecting the strong link between socio-economic status and diet quality of infants and young children. Further analysis has shown that three-quarters of children are experiencing child food poverty and nearly one-third are living in severe food poverty, which is most common in Palestinian children.

**Micronutrient deficiency** remained high among children, pregnant women, women of reproductive age, and adolescent girls. According to the LIMA survey, 1 in 2 children under the age of five and 3 in 4 adolescent girls and women are facing certain forms of micronutrient deficiencies. Micronutrient deficiencies are strongly associated with maternal morbidity and mortality, as well as adverse pregnancy outcomes. The LIMA survey results indicate that an estimated 16.9 per cent of children, 20 per cent of adolescent girls, 24.8 per cent of pregnant women, and 35 per cent of women of reproductive age are anemic.

LIMA measured the overall **development of young children** using standardised questionnaires. Nationally, 65 per cent of children aged 0-23 months and 69 per cent of children aged 24-59 months are developmentally “on track”. In both age groups, however, the proportion of children developmentally

97 IOM Displacement Tracking Matrix – mobility snapshot—Round 68, 19 December, 2024.

98 Lebanon integrated anthropometric and micronutrient survey, 2023-24. [Summary report 240529 \(002\) Jun 24 AY cleaned\[48\]](#)

99 Lebanon National Nutrition SMART Survey Report (Aug-Sept 2021). [National Nutrition SMART Survey Report.pdf](#)

100 Child alert: Severe wasting | UNICEF.

“on track” is lower among displaced Syrian children, suggesting they are at higher risk of limited learning opportunities and compromised care, which negatively affects child development outcomes. Developmental outcomes were also related to nutritional status. Among children aged 0-23 months, stunted and underweight children are less likely to be developmentally “on track” compared to non-stunted and normal weight children, respectively. The results also suggest that poor nutrition in utero could contribute to poor development. Among children aged 24-59 months, children born with a low birthweight (i.e., <2.5 kg) are less likely to be developmentally “on-track” compared to children born with a normal birth weight.

LIMA 2024 revealed high levels of **overweight and obesity** among adolescent girls aged 10-19 years. Nationally, 30 per cent of adolescent girls are overweight or obese, with the highest prevalence (34%) found in girls aged 10-12 years, placing them at high risks of early formation of Non-Communicable Diseases (NCD) and poor learning outcome. High levels of overweight and obesity are also found in non-pregnant women. The combined prevalence of overweight and obesity is 54 per cent in non-pregnant women. The prevalence increases consistently with age and is significantly associated with education level, with higher prevalence found among women with only a basic secondary education or less. Alarming, 74 per cent of women aged 40-49 years are overweight or obese.

Despite funding shortfalls in 2024, with only 12 per cent of needs funded, the Nutrition sector worked closely with the

Ministry of Public Health (MoPH) and partners to prioritise and scale up high-impact interventions to ensure the provision of lifesaving and preventive nutrition services to the most vulnerable groups. The sector used rapid assessment tools to monitor and respond to nutritional needs efficiently.

The sector scaled up the blanket feeding program, addressing the immediate needs of children and Pregnant and Breastfeeding Women (PBW). Moreover, the sector diversified service delivery platforms to enhance nutrition service coverage, including through primary health care satellite units, education centres, and community outreach activities. The Nutrition sector also integrated the minimum essential package of nutrition actions within the comprehensive package of care at primary health care centers, in coordination with the MoPH and Health sector. Moreover, in 2024, the sector has capacitated 3 local organizations to deliver the essential nutrition actions in hard-to-reach areas. In 2025, the Nutrition sector will continue to prioritise cross-sectoral coordination, particularly within the Health, Food Security, WaSH, Education, and Protection sectors, while building the capacity of frontline workers to create synergies and integration. The sector will amplify its efforts to strengthen the institutional and technical capacity of local nutrition actors. The Nutrition sector will provide a comprehensive package of nutrition-specific and sensitive interventions to address the nutritional needs of children, adolescent girls, and women while increasing advocacy efforts to secure additional funding to address the growing needs of women and children in Lebanon.



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## 2. OVERALL SECTOR STRATEGY

### Theory of Change

Malnutrition in Lebanon is evolving, requiring a multifaceted response strategy that supports optimal nutrition throughout all stages of life to safeguard well-being and promote optimal growth and development. The Nutrition sector's theory of change is built on a coordinated principle: prevention comes first, in all contexts; if prevention efforts fall short, treatment becomes imperative. The Nutrition sector strategy aims to prevent child, adolescent, and women malnutrition in its various forms across the entire life cycle. The theory of change within the Nutrition sector is also founded on the removal of bottlenecks at policy, supply, demand, and quality levels. It ensures that women, girls, and boys of all ages, genders, disabilities, and diverse backgrounds, including those underserved and facing social challenges, have access to essential nutrition and child development services. A coordinated multi-sectoral approach is needed to improve nutrition services across different levels.

**IF** access to and demand for integrated nutrition and child development services and practices are enhanced, particularly in early childhood (0–5-year-old children), including: 1) nutrition counselling to promote breastfeeding and infant and young child feeding, 2) growth monitoring and promotion, 3) screening and early identification, and 4) referral of wasting, as well as micronutrient supplementation, and integrated nutrition and stimulating care services; and IF nutrition, health, food, protection, WaSH systems and sectors are equipped with evidence, standards and capacities (policy) to foster an enabling environment for delivering nutritious diets, promoting practices and providing the mentioned services to young children; THEN all forms of malnutrition, such as wasting, stunting, anaemia, micronutrient deficiencies, and associated developmental delays and deprivations will be prevented.

Once prevention falls short, IF service delivery malnutrition program is integrated into PHCCs and if these facilities are equipped with the right skill set, technical support, and needed supplies to treat acute forms of malnutrition timely, THEN children and women with wasting will be treated, thereby life-threatening risks will be prevented. This objective will be achieved through reaching Outcome 1, as detailed in the next section.

**IF** access to and demand for nutrition services aimed at improving the nutritional well-being of school-age children and adolescents are enhanced, including: 1) improving the school food and nutrition environment, 2) promoting healthy school meals, 3) provision of micronutrient supplements especially for adolescent girls, and 4) promoting the awareness and practices related to healthy nutrition lifestyle; and IF education, nutrition, food, protection, and WaSH systems and sectors are equipped with evidence, standards and capacities (policy) to establish a conducive environment for delivering the mentioned services; THEN school-age children and adolescents will benefit from

nutritious diets, adequate, equal and inclusive nutrition services and practices, THEN all forms of malnutrition particularly anaemia, micronutrient deficiencies, and obesity will be prevented. This objective will be achieved through reaching Outcome 2, as detailed in the next section.

**IF** access to and demand for nutrition services aimed at improving the nutritional status of women are enhanced, including: 1) universal integration of nutrition counselling as part of the Antenatal Care, 2) universal use of micronutrient supplements and management of wasting during pregnancy and lactation; and IF nutrition, health, food, protection, and WaSH systems and sectors are equipped with evidence, standards and capacities (policy) to establish a conducive environment for delivering nutritious diets to women and providing adequate, equal, and inclusive nutrition services and practices to women and mothers; THEN all forms of malnutrition particularly wasting, anaemia, and micronutrient deficiencies among women will be prevented.

Furthermore, this will prevent the intergenerational impacts of malnutrition on newborns, such as low birth weight, prematurity, and nutrition-induced cognitive loss (such as Iodine and Iron deficiency). This objective will be achieved through reaching Outcome 3, as detailed in the next section. Additionally, involving male family members in childcare, including nutrition and food preparation training, will also alleviate the pressure on women and breastfeeding mothers.

In 2025, the Nutrition sector will remain committed to aligning its work areas with the Sustainable Development Goals (SDGs) and Global Targets on Nutrition for 2025 and 2030. This commitment is primarily focused on attaining SDG 2, which is aimed at ensuring that vulnerable people, including infants and children, have access to safe and nutritious food while also addressing all forms of malnutrition. This includes achieving the internationally agreed targets on stunting and anaemia in children under five years, as well as addressing the nutritional needs of adolescent girls and pregnant and breastfeeding women.

### Assumptions and Risks

The strategy assumes that adequate financial, human, and technical resources will be mobilised to support its implementation. This includes international donor funding, the capacity of the nutrition workforce, and the use of evidence-based approaches.

In addition, it is assumed that sustained behaviour change will be achieved through long-term interventions (e.g., improving maternal and child feeding practices, promoting exclusive breastfeeding). This will lead to increased demand for and access to essential nutrition service and better practices. The Primary Health Care Centers (PHCCs) network and other delivery platforms will continue to provide integrated nutrition

services, with support from local and international partners, enhancing service delivery across the life cycle.

It is also assumed that communities will be receptive to nutrition interventions, and that local actors, including government and community stakeholders, will facilitate and prioritise nutrition interventions. Another key assumption is that in 2025, it will continue to generate evidence on the population's nutritional status, where reliable nutrition data, and evidence will be available to guide program adjustments and advocacy efforts. However, the changing context in Lebanon, particularly in light of internal and regional dynamics, adds significant complexity to implementing the Nutrition strategy. The fluidity of the situation, which includes uncertainty surrounding ceasefires, the potential return of internally displaced persons (IDPs), and cross-border movements, requires a flexible approach from the Nutrition sector. There is a degree of uncertainty regarding humanitarian access, which may disrupt the delivery of nutrition programs. The return of internally displaced persons (IDPs) could increase demand for nutrition interventions, especially in specific regions.

Several risks could undermine the successful implementation of the Nutrition sector strategy:

### 1. Security Risks and Access Challenges

Escalating conflict or violence may hinder access to affected populations, limiting the ability to implement nutrition programs. Security risks could also disrupt supply chain, delaying the procurement and distribution of essential nutrition supplies, such as fortified foods or supplements.

### 2. Increased Vulnerability of Populations

Vulnerable populations, including children and women, may face heightened food insecurity, malnutrition, and health risks due to instability.

### 3. Declining Humanitarian Funding

**Declining international funding** for humanitarian nutrition responses, compounded by Lebanon's economic crisis, may limit resources for implementing and sustaining nutrition programs.

### 4. Weakened Public Health System

Another risk can be associated with a **weakened public health care delivery system**. Given the deteriorated socio-economic conditions and potential disease outbreaks, due to large-scale displacement and stretched health system and destroyed water infrastructure, there is a risk that delivery systems may weaken, impairing the ability to provide quality nutrition services, particularly in underserved or crisis-affected areas.

### 5. Persistent Food Insecurity

The persistence of **food insecurity**, exacerbated by factors such as economic instability, conflict, cross-border movements,

and internal displacement, could lead to an increased demand for nutrition services without sufficient supply or capacity of the health system to meet these needs.

## 6. Displacement and IDP Movement

Rising **internal displacement** and the return of IDPs, due to ongoing instability or socio-political factors, may exacerbate nutrition risks, as displaced populations often face limited access to nutritious food and healthcare services.

## 7. Shortage of Human Resources

One key risk is that there may not be enough **human resources due to insufficient funds, displacement, attacks and migration as a result of the conflict and aftermath of the ceasefire** to adequately address the capacity limitations of frontline workers within the nutrition response, which could impair their ability to apply their knowledge, skills, and available tools effectively.

## 8. Simultaneous Emergencies Overstretching Resources

Furthermore, multiple simultaneous emergencies could stretch national resources within the health system beyond their capacity to deliver quality nutrition services.

**To Mitigate these risks, the Nutrition sector strategy emphasizes:**

- Regularly assessing the evolving context to ensure nutrition programmes remain relevant and responsive to emerging needs, guaranteeing a flexible programmatic approach to redirect resources to respond to the needs effectively.
- Effective leadership and support from the Ministry of Public Health to strengthen nutrition governance and accountability mechanisms. The nutrition sector will closely work with MoPH and partners to ensure equitable service provision through the existing health system at scale.
- Supporting evidence-informed policies, strategies, programmes, and partnerships that aim to expand access to nutritious, safe, affordable, and sustainable diets, along with essential nutrition and child development services and practices.
- Access to services will remain a challenge in some conflict-affected areas. The nutrition sector will work with the MoPH and other sectors for alternative programming and service delivery models to reach the vulnerable population groups for life-saving nutrition services.
- Continuously monitoring trends and adjusting the strategy to address emerging risks, such as food insecurity and disease outbreaks.
- Advocating for increased funding and political commitment to nutrition, ensuring that nutrition remains a priority within broader humanitarian and development efforts.

By understanding and addressing these assumptions and risks, the Nutrition sector strategy aims to strengthen national systems, improve resilience, ensure sustainable outcomes, and mitigate potential setbacks. Preparedness and resilience efforts will also be prioritised, as addressing malnutrition is key to improving the ability of individuals and communities to withstand and recover from disasters.

## Sector Results: Lebanon Response Plan (LRP) Impacts, Sector Outcomes, and Outputs

The Nutrition sector has identified three main outcomes for the 2025 sector strategy and its direct contributions to Strategic Objective 2, “Provide immediate humanitarian assistance to vulnerable populations to ensure critical needs are met”, and Strategic Objective 3, “Support service provision through national systems including national rapid response capacity”. These outcomes are based on the sector’s context analysis and are informed by the National Nutrition Strategy and Action Plan for Lebanon (2021-2026), launched by the MoPH. The strategy emphasizes a multi-sectoral approach to addressing nutritional challenges across the Lebanon, recognising that nutrition issues are complex and interconnected with other sectors, including Health, Food and Agriculture, Education, Social Welfare, and the Environment. This approach fosters collaboration between stakeholders from different sectors to improve nutritional outcomes. The Nutrition sector strategy is rooted in the principle that prevention comes first and that multiple delivery platforms must be utilised to provide essential nutrition interventions to prevent all forms of malnutrition.<sup>101</sup>

The strategy guiding principles are informed by:

- An explicit focus on addressing child malnutrition in all its forms.
- A comprehensive life cycle approach to nutrition programming.
- A deliberate emphasis on improving not only diets, but services and practices.
- A systems-based approach to maternal and child nutrition.

Given the unique situation, the Nutrition sector remains committed in 2025 to ensuring equitable and scaled-up nutrition and child development services for displaced Syrians, vulnerable Lebanese individuals, Palestinian refugees from Syria (PRS), Palestine refugees in Lebanon (PRL), and migrants within the national health system. Stateless individuals and displaced non-Syrians, including undocumented migrant workers will benefit

from the nutrition and child development services provided by Nutrition sector partners under a non-discriminatory approach. The Nutrition response strategy will have three outcomes following the life cycle approach:

- **Outcome 1: Young children (0-5 years of age) and their caregivers across the population, in all their diversity, have access to and demand for services aimed at preventing and managing all forms of malnutrition and the associated developmental risks.**
- **Outcome 2: School-age children and adolescents have access to and demand for services aimed at preventing all forms of malnutrition.**
- **Outcome 3: Women and Pregnant Breastfeeding Women across the population have access to and demand for services aimed at preventing and managing all forms of malnutrition.**

## Expected Results

**Outcome 1: Young children (0-5 years of age) and their caregivers across the population, in all their diversity, have access to and demand for services aimed at preventing and managing all forms of malnutrition and the associated developmental risks.**

This outcome encompasses programming to prevent all forms of malnutrition in children under five years of age: undernutrition—both stunting and wasting, and hidden hunger, including micronutrient deficiencies. Early childhood nutrition is the cornerstone of survival, growth, and development. To prevent malnutrition, infant and young child feeding practices must be protected, promoted and supported. This includes:

- Social behaviour change interventions that support breastfeeding practices for infants and young children from birth.
- Promote and support age-appropriate complementary foods and feeding practices in the first two years of life.
- Promote the use of adequate foods and responsive feeding practices for children.
- Support the use of micronutrient and other high-energy protein supplements.
- Improve children’s food environments in schools to prevent early childhood malnutrition.

When prevention fails, addressing life-threatening forms of malnutrition becomes imperative. Thus, the sector will continue supporting the management of life saving interventions through the treatment of wasting in 33 designated PHCCs

101 National Nutrition Strategy and Action Plan (2021-2026), Ministry of Public Health. Available at: <https://www.moph.gov.lb/en/Pages/2/62803/national-nutrition-strategy-action-plan>

across Lebanon. In 2025, the Nutrition sector will work closely with the MoPH to roll out the new national guideline on the prevention and management of wasting.

#### Output 1.1 - Promote, protect, and support optimal nutrition infant and young child feeding practices from 0 to 59 months across population in all their diversity.

The sector prioritises interventions that promote exclusive breastfeeding, responsive feeding through media campaigns, digital platforms, community outreach and awareness social behaviour change sessions. In addition, providing one-on-one IYCF counseling for caregivers of children 0-23 months through community outreach activities or through supporting services at PHCCS. The sector will advocate for, and support policies, plans, and projects aimed at protecting and promoting breastfeeding and age-appropriate complementary foods and feeding practices in the first two years of life. To ensure access to and use of nutritious, safe, diverse, and affordable foods, the sector has prioritised cash for nutrition interventions to households with children aged 0-23 defined with nutrition vulnerabilities based on IYCF assessment tools in place.

The establishment of early childhood development corners or mother-baby corners inside community centers, shelters, and health facilities will ensure that caregivers receive nutrition services in a safe private space.

The sector will continue to monitor violations of National Law 47/2007 and the International Code of Marketing of Breast-milk Substitutes which restricts the marketing of breast milk substitutes, bottles, and teats, ensuring the unsolicited breast milk substitute donations are not provided by entities, especially in emergencies. Moreover, the sector will support the expansion of Baby-Friendly Hospital Initiative services and will support the MoPH to include five additional hospitals in 2025.

In 2025, the Nutrition sector aims to target 115,347 caregivers of children under 2 years of age with infant and young child feeding interventions, including 27,325 displaced Syrians, 82,284 Lebanese nationals, 356 Palestinian Refugees from Syria, 2,844 Palestine Refugees in Lebanon, and 2,538 Migrants.

#### Output 1.2 – Promote integrated nutrition and early childhood development for children under five.

Early childhood offers a critical window of opportunity to shape a child's holistic development and future well-being. Children under five will be screened for developmental milestones to identify early developmental delays, which is essential to providing prompt, appropriate, and age-sensitive referrals and interventions.

Furthermore, the sector will support improving the environments in day-care and early childhood development centres by setting quality standards and supporting growth monitoring, along with promoting the use of micronutrient powders and fortified foods meeting quality standards in areas where nutrient-poor diets and micronutrient deficiencies are common. Where needed, the Integrated Nutrition and Early Childhood Development

Corners will be established to support caregivers in providing responsive feeding and care practices. Moreover, the Nutrition sector has included home visitation programmes, which will allow frontline workers to assess caregiving environment and observe interactions between caregivers and children, enabling early intervention to support healthy family functioning and positive parenting.

In 2025, the Nutrition sector aims to target 117,122 caregivers of young children with integrate nutrition and early childhood development services, including 27,745 displaced Syrians, 83,550 Lebanese nationals, 362 Palestinian Refugees from Syria, 2,887 Palestine Refugees in Lebanon, and 2,577 Migrants.

#### Output 1.3 – Provide needed nutritional and micronutrient supplementation to children under five years.

To combat micronutrient deficiencies and their long-term effects on growth and development among young children, the Nutrition sector is prioritising both short-term and long-term interventions to address hidden hunger. Multiple Micronutrient supplementation (MNPs) powders will be provided at scale for children 6-23 months to improve iron status and prevent/treat micronutrient deficiencies through home fortification. Also, MoPH will receive Vitamin A supplementation to be provided as part of the vaccinations protocol in PHCCs and their satellite units. Nutrient supplementation that are protein/energy dense will also be provided as part of essential nutrition services designed to prevent malnutrition and improve child survival, growth, and development. These interventions will focus on shelters, informal settlements, camps, and districts where children experience nutrient gaps and altered access to diverse foods. Moreover, the sector will support the provision of safe, nutritious, and ready-to-use complementary foods packages for the feeding of children aged 6-11 months affected by conflict emergencies, where market disruptions, preparation, and cooking facilities hinder families' ability to purchase or prepare food.

In 2025, the Nutrition sector aims to target 245,955 children under five with nutrient age-appropriate supplements, including 58,265 displaced Syrians, 175,455 Lebanese nationals, 760 Palestinian Refugees from Syria 6,063 Palestine Refugees in Lebanon, and 5,412 Migrant.

#### Output 1.4: Enhanced access to screening, growth monitoring and management of wasting among children (0-59 months old).

The sector will remain committed to early identification of wasting among young children through community outreach activities and referral for treatment at PHCCs. Special focus will be placed on infants 0-6 months, given their high-risk mortality. PHCCs will be empowered to deliver wasting treatment through providing capacity building and ensuring a continuous supply of therapeutic foods. In addition, the Nutrition sector is prioritising cash-for-nutrition support for households with children enrolled in the malnutrition programme to enhance access to nutritious foods and related services.

Moreover, PHCCs will be supported to upscale the Growth

Monitoring and Promotion (GMP) which aims to improve the nutritional status of children and reduce mortality and morbidity in children under five as it identifies and classifies: 1) malnourished children; 2) those at risk of malnutrition; and 3) those requiring special intervention and referral for wasting management, and connects growth trends with targeted actions through tailored counselling and referral, as needed. Given the poor nutritional and food insecurity status, it is expected that the trends of nutritional deprivations will worsen, underscoring the importance of early screening and growth monitoring and promotion.

The sector will support the MoPH to adhere to the updated national guidelines for managing wasting, while also strengthening information management, monitoring, and evaluation efforts.

In 2025, the Nutrition sector aims to target 390,408 children, including 92,485 displaced Syrians, 278,501 Lebanese nationals, 1,206 Palestinian Refugees from Syria, 9,625 Palestine Refugees in Lebanon, and 8,591 Migrants with growth monitoring and screening interventions.

### **Outcome 2: School-age children and adolescents have access to and demand for services aimed at preventing all forms of malnutrition.**

This outcome focuses on preventing all forms of malnutrition in school-age children and adolescents, including undernutrition, micronutrient deficiencies, and overweight. The Nutrition sector will support undertaking integrated scholastic health, nutrition and developmental screening to assess students' nutritional status and behaviours in public schools and informal education programmes. Moreover, the sector will support partners in establishing context-specific SBC materials to promote healthy food consumption behaviours among children. In addition, it will support the development of effective educational resources the capacity building for health supervisors to promote healthy nutrition and life-style behaviours and practices among students, educators, and school health supervisors.

#### **Output 2.1: Enhanced access to school-based nutrition preventive and promotive services to prevent the double burden of malnutrition.**

The Nutrition sector will support activities aimed at developing and implementing integrated interventions to address all forms of malnutrition in adolescents. These interventions will connect schools, adolescents, parents, communities, and the health care system by focusing on:

- Improving school food and nutrition environments in schools to promote healthy eating habits.
- Implementing school nutrition services, including screening the nutritional status of students and detecting growth, child development, and dietary impairments.
- Referring students to appropriate services when nutrition-related issues are identified.

- Integrating nutrition education into school curricula and improving teacher and school manager capacity to deliver nutrition education and promote physical activity.

The sector will also advocate for and support large-scale social and behaviour change communication programmes to raise awareness about good diets, healthy eating practices, and physical activity among school-age adolescents, their caregivers, and communities. This involves identifying gender-sensitive, context-appropriate messages and messengers, as well as effective delivery channels and communication strategies.

In 2025, the Nutrition sector aims to target 107,505 adolescents and school age children, including 25,467 displaced Syrians, 76,690 Lebanese nationals, 332 Palestinian Refugees from Syria, 2,650 Palestine Refugees in Lebanon, and 2,366 Migrants with awareness-raising activities on optimal nutrition.

#### **Output 2.2: Prevention of micronutrient deficiency and Anaemia control among adolescents.**

The Nutrition sector advocates for plans and projects aimed at improving dietary quality among adolescent girls to prevent micronutrient deficiencies and anaemia. Through sector partners, it will implement school feeding programmes in public schools, ensuring that healthy eating habits are integrated with school-provided snacks and meals. In addition, multiple micronutrient supplements and high-energy snacks will be provided to adolescent girls through PHCCs and community outreach activities to prevent nutritional anemia. Furthermore, the sector will advocate for the use of fortified foods in schools, prioritising districts with the highest rates of anaemia. Additionally, the sector will provide technical support to MoPH and MoA to strengthen salt iodization programmes and expand large-scale food fortification programmes in Lebanon.

In 2025, the Nutrition sector aims to target 183,647 adolescent girls, including 43,505 displaced Syrians, 131,006 Lebanese nationals, 568 Palestinian Refugees from Syria, 4,527 Palestine Refugees in Lebanon, and 4,041 Migrants with multiple micronutrient supplementation containing adequate iron.

### **Outcome 3: Women and Pregnant and Breastfeeding Women across the population have access to and demand for services aimed at preventing and managing all forms of malnutrition.**

The Nutrition sector advocates for and supports gender-responsive plans and projects to prevent and treat malnutrition among pregnant and breastfeeding women. These projects support interventions to improve women's nutritional status before and during pregnancy and while breastfeeding. The sector also promotes nutrition care and support for adolescent mothers and nutritionally at-risk women, and fosters innovations to improve the coverage and quality of maternal nutrition programmes. Collectively, these efforts contribute to:

- Reducing anaemia among women of reproductive age.
- Lowering the prevalence of low birth weight among newborns.

- Enhancing global progress towards global nutrition targets for children.

### Output 3.1: Enhanced access to preventive and promotive nutrition services to prevent all forms of malnutrition among women of reproductive age, pregnant and breastfeeding women.

The Nutrition sector will support plans and projects aimed at improving the nutritional status of women during pregnancy and lactation, as maternal undernutrition increases the risk of low birth weight, stunting, and even neonatal mortality. Key interventions will include strengthening behaviour change communication strategies for both women and men. These strategies will promote nutritious, safe, affordable, and sustainable diets for women during pregnancy and lactation.

The Nutrition sector will also support MoPH to provide multiple micronutrients supplement (MMS) and high-energy protein supplements during antenatal care visits in PHCCs and satellite units. Partners will also enhance the coverage through community outreach activities, ensuring pregnant women receive quality nutrition counselling during antenatal care and during pregnancy. This will include special attention to the nutrition counselling for adolescent mothers.

Furthermore, the sector will adopt a family approach to childcare giving and nutrition by ensuring everyone, including fathers and other male caregivers, is trained on the importance of healthy nutrition and nurturing and responsive care.

In 2025, the Nutrition sector aims to target 108,476 women including 25,697 displaced Syrians, 77,382 Lebanese nationals, 336 Palestinian Refugees from Syria, 2,674 Palestine Refugees in Lebanon, and 2,387 Migrants with multiple micronutrient supplementation containing adequate iron.

### Output 3.2 Enhanced access to treatment for wasting among Pregnant and Breastfeeding women.

Scaling-up efforts to prevent undernutrition in early childhood remains a key priority for the Nutrition sector, as highlighted in Outcome 1. Ensuring the optimal nutritional status of pregnant women will ensure a healthy pregnancy and reduce the risk of adverse birth outcomes predisposing both the fetus and infant to greater risk. The Nutrition sector will support the provision of nutrition care and support to nutritionally at-risk pregnant and breastfeeding women. This will be achieved by supporting PHCCs and Community Health Workers to undertake screening for wasting at the facility and community level. Mothers with wasting will be enrolled in supplementary feeding programmes to receive balanced energy-protein supplementation where appropriate. This will be coupled with provision of cash for nutrition to Pregnant and Breastfeeding women who are at risk or enrolled in malnutrition programmes to ensure access to nutrition services and to diverse nutritious feed to meet the increased needs during this period. In addition, the sector will provide tailored nutrition counselling, and support to the monitoring of pregnancy weight gain.

In 2025, the Nutrition sector aims to target 169,441 pregnant and breastfeeding women, including 40,139 displaced Syrians, 120,872 Lebanese nationals, 524 Palestinian Refugees from Syria, 4,177 Palestine Refugees in Lebanon, and 3,729 Migrants with screening activities for detection of wasting.

### Identification of Sector Needs and Targets at Various Levels

The Nutrition sector will target:

- Boys and girls.
- Women, especially pregnant and breastfeeding women.
- Men and adolescents, including adolescent girls married before the age of 18.
- Persons with disabilities.
- Survivors of gender-based violence.
- Persons living with HIV/AIDS.
- Persons facing gender-based discrimination.

Furthermore, the sector has identified minimum essential nutrition actions required across each age group within the population. These actions aim to support children's optimal development and well-being, which will have the greatest impact on reducing nutrition-related deaths and disabilities.

While focusing on the most vulnerable cadasters, the Nutrition sector prioritises geographical areas with a high concentration of vulnerable populations, especially displaced population, returning IDPs, people in collective shelters, refugees and people in hard-to-reach and inaccessible areas. This prioritization is based on:

- Findings from the LIMA 2024 survey, which indicate higher severity of nutritional needs among children, adolescents, and women across all population groups.
- Areas with higher wasting and stunting prevalence.
- Districts with suboptimal infant and young child feeding practices.
- Districts experiencing food insecurity (IPC Phase 3 & 4).
- Conflict-affected areas with high numbers of returning IDPs and refugees.

The PIN and targets for the Lebanon Response Plan (LRP) 2025 are calculated using the global humanitarian needs analysis tool. The PIN includes children under five, pregnant and breastfeeding women, and adolescent girls. The Nutrition sector's prioritisation and target calculations are based on:

- Lebanon Integrated Micronutrient and Anthropometric survey (LIMA, 2024);

- IPC analysis;
- IDPs and returning IDPs data;
- Programmatic data (2024)

The Nutrition sector targets 60 per cent of the people in need for life-saving nutrition services, while for preventative services, the sector aims to reach 70 per cent of population cohorts, including young children, adolescents, PBWs and caretakers.

The Nutrition sector plans to reach 390,408 children, 242,057 pregnant and breastfeeding women, 183,647 adolescent girls, and 107,506 school-age children. The sectoral plan will be implemented at secondary and tertiary care hospitals, PHCCs, PSUs, public schools, collective shelters, and community outreach activities. The Nutrition sector will work closely with sectors such as Health, WaSH, Education, Food Security, and Social Protection for a joint and integrated response in high-priority areas. The services package included: 1) promotion and protection of breastfeeding and complementary feeding; 2) early childhood development (ECD) services; 3) prevention of micronutrient deficiencies among children, adolescent girls, pregnant women, and women of reproductive age; 4) treatment of wasting among children and pregnant and breastfeeding women (PBWs); and 5) blanket distribution of supplementary foods to children and PBWs.

## Flash Appeal



**TARGET:**  
165,000 children under five-year,  
adolescent girls, and Pregnant and  
breastfeeding women (PBW)



**BUDGET:**  
USD 6.8M

Under the Flash Appeal (FA), the nutrition sector prioritized interventions and activities to address the immediate needs of young children and women to prevent morbidity and mortality. The nutrition interventions are planned in geographical areas that are hosting IDPs, returning IDPs, displaced Syrians, and in collective shelters. The Nutrition sector under FA requested funds to procure and preposition supplies and enable MOPH and partners to scale up lifesaving nutrition services and community outreach activities in high-priority areas to effectively respond to the needs of the children and women.

The activities under flash appeal will continue under the Lebanon Reasons Plan (LRP), 2025, in the same geographic locations targeting the same population groups. The scope of FA is limited to some high-priority interventions in selected geographic locations. Under LRP, 2025, the lifesaving activities will continue, sustained and further scaled up, and will be complemented by preventative nutrition interventions at scale. The LRP-nutrition sector plan 2025 will be rolled out across the country through the available multisectoral delivery platforms such as health systems, education institutes (schools), camps, and collective shelters.

### Sectoral Impact:

- Displaced children and women face increased nutritional vulnerabilities due to disrupted access to nutritious diverse diets, caregiving practices, and essential nutrition services.
- Women, particularly pregnant and breastfeeding women (PBW), experience heightened stress and burden in managing children's nutrition.
- The nutritional and developmental needs of children under five, adolescents, and PBW are at risk due to displacement and lack of access to services.
- Health facilities and nutrition services are strained, especially in conflict zones and areas of high displacement, exacerbating the nutritional status of children and women.

## Immediate Needs

- Manage lifesaving interventions through immediate screening, referral, and treatment of wasting and developmental delays among returning and displaced children and pregnant breastfeeding women.
- Establishment of mother baby corners, which enables caregivers of young children at PHCCs and collective shelters to receive nutrition and early childhood services in a safe private space.
- Displaced Pregnant and Breastfeeding Women to access essential nutrition and early child development services inside shelters and in Primary health care centers.
- Protect, promote, and support infant and young child feeding (IYCF) practices in emergencies, including breastfeeding, responsive feeding, and childcare.
- Controlling unsolicited provision of breast milk substitutes in emergencies is critical for protecting infant and young child optimal nutrition.
- Prevent hidden hunger through the provision of micronutrient supplementation among returning/internally displaced children, adolescent girls, and pregnant/ breastfeeding women.
- Prevent malnutrition through the provision of high energy- protein supplements for returning/internally displaced children under five year and women including age-appropriate feeding for young children.
- Provision of cash for nutrition to address the needs of at-risk groups to prevent malnutrition among returning/ internally displaced young children and pregnant women.
- Effective coordination across sectors can help create a comprehensive approach to child nutrition and well-being.

## Priority Activities:

The lifesaving nutrition intervention under FA will be implemented in locations with displaced and returnees/returning children under 5 and pregnant and breastfeeding women mainly in Bekaa, Baalbek-Hermel, South, El Nabatieh, Beirut and Mount Lebanon to effectively respond to their nutritional needs. The nutrition sector is already responding in affected areas, and under FA, the lifesaving nutrition activities will be continued and further scaled up in Q1, 2025. The FA activities are planned in a way to preposition essential nutrition supplies for the provision of lifesaving nutrition services to address the immediate needs of children and pregnant and breastfeeding women. The Nutrition sector will strengthen the response capacities and reprioritize services in case of any changes in programming context.

- Screening, referral and treatment of wasting among displaced children under five year and Pregnant and breastfeeding women (PBW) through primary health care centers (PHCCs), Primary health care satellite Units, and outreach activities by providing ready to use therapeutic food.
- Provision of counseling and awareness on Infant and young child feeding (IYCF) in emergency and early child development (ECD) practices through community outreach activities in areas with high displacement informed by the infant and young child feeding and developmental delays assessment tools.
- Provision of emergency nutrition rations, ready to use and age-appropriate complementary feeding kits, and Nutritional Supplement for 6-59 months old, displaced children (including complementary baby food, energy nutrition ration, and micronutrient supplements)
- Provision of micronutrient supplementation and high energy fortified nutrition supplements for displaced Pregnant and breastfeeding women (PBW) and adolescent girls.
- Provision of complementary cash assistance for children identified/enrolled in wasting program and children identified to have suboptimal IYCF practices in areas of displacement.
- Continuous assessments and surveillance to monitor and respond to evolving nutritional needs among displaced populations.

# 3. MAINSTREAMING OF GENDER AND GBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, AND ENVIRONMENT

The Nutrition sector will strengthen the mainstreaming of gender, Gender Based Violence (GBV) risk mitigation, protection, conflict sensitivity and PSEA, and environment across the delivery of nutrition results in 2025.

## Gender and GBV

In 2025, the Nutrition sector will aim to integrate nutrition and early childhood development services into safe spaces that serve as protective environments for women and girls. These spaces will offer:

- Access information and support;
- Participation in nutrition-related activities;
- A secure and protective setting, free from threats and risks.

To mitigate protection risks, nutrition services will be strategically located in areas where access routes are safe. Also, the strategy is aimed at:

- Strengthening community outreach, ensuring nutrition services are delivered closer to beneficiaries.
- Reducing travel time for individuals seeking services.
- Transport assistance or alternative consultation methods, including home visitations within nutrition activities for specific individuals who face safety concerns.

By meeting the nutritional needs of all individuals—women, girls, men, and boys—programmes reduce the need for crisis-affected people to engage in risky coping strategies. The Nutrition sector log frame aims to identify, collect, and analyse a core set of indicators—disaggregated by sex and age—to monitor GBV risk-reduction activities throughout the program cycle. The sector will ensure gender disaggregated data is collected, analysed and reported for all relevant indicators. Moreover, the Nutrition sector will:

- Strengthen partner capacity to prevent, identify, safely refer, and monitor GBV risks;
- Utilise a dedicated GBV focal point within the Nutrition sector;
- Apply the Nutrition Gender and GBV Tip Sheet and Gender Analysis Brief, which can enhance the integration

of gender and GBV considerations into the humanitarian programme cycle.

- Update the 2024 Gender Action Plan, outlining specific steps and priorities for integrating gender and GBV considerations into the nutrition sector agenda.

## Protection and Mental Health

The Nutrition sector will ensure the integration of protection principles into the delivery of nutrition support, representing the key principles of protection, mainstreaming safety/dignity, do-no-harm, access, participation, and accountability. The response will:

- Secure an environment in which assistance and services are provided safely for all beneficiaries and nutrition staff.
- Ensure that confidentiality and privacy are respected during activities such as consultation, counselling, or personal information sharing.
- Ensure that assistance and services are safely accessible for everyone, including women, children, and people with disabilities.

In addition, the Nutrition sector will work to strengthen its referral systems with the Protection sector to provide an appropriate response and specialized assistance for individuals with specific needs and with protection concerns.

Integrating mental health components into nutrition and child development responses is crucial to fostering holistic well-being, particularly for mothers navigating the demanding parenting journey. Mainstreaming mental health within nutrition and child development responses involves providing targeted support to mothers and acknowledging the unique challenges they face during the perinatal period. With the support of the mental health and psycho-social support task force, the Nutrition sector will ensure the implementation of activities aimed at integrating mental health activities with the nutrition interventions and vice versa.

The Nutrition sector has also factored disability considerations into its total caseload/targets calculations for the 2025 response. The sector will ensure that children under the age of five, adolescent girls, and pregnant and breastfeeding women with disabilities have access to services. It will develop a guidance note and orient partners and frontline workers to manage and refer such cases to the appropriate level of care.

## Conflict sensitivity

Nutrition services can reinforce existing communal tensions if delivered in ways that exclude or marginalise certain groups or if they lack a conflict-sensitive approach to the operational context. The Nutrition sector will harmonise eligibility and vulnerability criteria and identify pathways for beneficiaries to benefit from available support, especially in areas where IDPs and refugees reside. Coordination and anticipatory communication would mitigate the risk of aid perception bias and competition over services. To that end, the Nutrition sector will provide training on Conflict Sensitivity and Do No Harm to nutrition actors, ensuring they understand how to:

- Promote inclusion;
- Alleviate the impact of conflict and its associated tensions;
- Foster positive communal relations among nutrition workers and care recipients.

The sector will also ensure the wide dissemination of Conflict Sensitivity guidance in both Arabic and English among its members.

## PSEA

The Nutrition sector will coordinate with the PSEA taskforce to build partner capacity for the effective rollout of PSEA in their respective organizations. Partners must have PSEA policy and procedures, including the reporting mechanism, and staff should be oriented on six core principle of PSEA.<sup>102</sup> The Nutrition sector strategy aims at addressing Sexual Exploitation and Abuse (SEA) within the sector strategy, prioritising identifying the risks of SEA, addressing those risks through robust mitigation action, and ensuring that partners are adequately trained and equipped on risk identification, prevention, and responsive actions. The sector will work closely with the PSEA taskforce to disseminate related IEC material and integrate it into nutrition information.

## Environment

The Nutrition sector strategy will ensure that all humanitarian interventions:

- Undergo an environment marker activity review to assess potential risks.
- Encourage partners to screen interventions for environmental risk, and adopt mitigation measures where necessary.
- Apply the 'Do No Harm' principle to prevent environmental consequences.
- Explore opportunities for positive environmental outcomes within nutrition interventions.



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# 4. LOGFRAME

## OUTCOME 1: Young children and their caregivers have access to and demand for services aiming at prevention and management of all forms of malnutrition and the associated developmental risks (0-5 years of age).

Indicator 1.1	Description	MoV	Unit	Frequency
% of micronutrient supplementation coverage among children under 23 months residing in Lebanon	Percentage of children 6-23 month who have received 15 sachets of MNP per months OR 2 packs every 2 months .	Activity Info	%	Yearly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
70%	-	70%	70%	-	70%	70%	-	70%	70%	-	70%	70%	-	70%	70%	-	70%

Indicator 1.2	Description	MoV	Unit	Frequency
% of children 0-5 months of age who are exclusively breastfed	Percentage of children 0-5 months of age who were exclusively breast fed	Vulnerability Assessment of Syrian Refugees (VASyR), Multi-Sectoral Needs Analysis (MSNA), Other National Household surveys	%	Yearly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
18%	-	20%	30%	-	32%	45%	-	47%	40%	-	42%	-	-	-	-	-	-

Indicator 1.3	Description	MoV	Unit	Frequency
% of children 6-23 months of age who met Minimum Dietary Diversity (MDD)	Percentage of children 6-24 month who consume foods from 5 or more food groups out of 8	Vulnerability Assessment of Syrian Refugees (VASyR), Multi-Sectoral Needs Analysis (MSNA), Other National Household surveys	%	Yearly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
16%	-	18%	39%	-	41%	10%	-	12%	10%	-	12%	-	-	-	-	-	-

## OUTCOME 2: School age children, adolescents have access to and demand for services aiming at prevention of all forms of malnutrition

Indicator 2.1	Description	MoV	Unit	Frequency
% of micronutrient supplementation coverage among 15-19 year old adolescent girls together with provision of messages on healthy nutritional habits	Percentage of adolescent girls who have received micronutrient supplement	Program Data from Activity Info	%	Yearly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
3%	-	70%	3%	-	70%	3%	-	70%	3%	-	70%	3%	-	70%	3%	-	70%

Indicator 2.2	Description	MoV	Unit	Frequency
Number of school age students undergone scholastic wellbeing and nutrition screening.	Number of school age children and adolescents undergone scholastic wellbeing and nutrition screening	MOPH/ MEHE report	Number	Yearly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
70%	-	70%	70%	-	70%	70%	-	70%	70%	-	70%	70%	-	70%	70%	-	70%

**OUTCOME 3: Women and Pregnant and Breastfeeding Women (PBW) have access to and demand for services aiming at prevention and management of all forms of malnutrition**

Indicator 3.1	Description	MoV	Unit	Frequency
% of micronutrient supplementation coverage among PBW	Number of PBW among displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestinian Refugees in Lebanon (PRL) accessing micronutrient supplements (IFA and/or MMS) out of total PBW.	MOPH HIS data	%	Yearly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
2%	-	70%	2%	-	70%	2%	-	70%	2%	-	70%	2%	-	70%	2%	-	70%

Indicator 3.2	Description	MoV	Unit	Frequency
% of Pregnant women admitted to the wasting program successfully recovered	Number of pregnant women among displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestinian Refugees in Lebanon (PRL) admitted to wasting programs and discharged as recovered/cured.	MOPH HIS data	%	Yearly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
47%	-	75%	47%	-	75%	47%	-	75%	47%	-	75%	47%	-	75%	47%	-	75%



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# LIVELIHOODS

## PEOPLE IN NEED

 482,512

## PEOPLE TARGETED

 76,700

## SECTOR APPEAL

 \$193,460,000

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## SECTOR OUTCOMES

### OUTCOME 1:

Stimulate local economic growth and market systems to foster income-generating opportunities, decent and safe employment

- **Output 1.1:** Medium, Small and Micro enterprises (MSMEs) strengthened to recover from the impact of the crises and enable growth and decent job creation on the long term
- **Output 1.2:** Competitive integrated value chains strengthened and upgraded
- **Output 1.3:** Vulnerable men and women have access to Cash for Work in productive public infrastructure and environmental assets that have a local economic and stabilisation impact

### OUTCOME 2:

Improve workforce employability





- **Output 2.1:** Vulnerable men and women have strengthened and appropriate technical skills to match the needs of the job market
- **Output 2.2:** Career guidance, awareness raising sessions, job matching and support for starting own business in the same area of training, link training to income-generation

### OUTCOME 3:

Strengthen policy development and enabling environment for job creation

- **Output 3.1:** Government of Lebanon (GoL) supported to approve decrees/regulation/ awareness-raising material on decent work conditions
- **Output 3.2:** Policies, strategies and plans supporting job creation, MSMEs and livelihoods developed to improve the business eco-system

## POPULATION BREAKDOWN

	PIN 2025	TARGET 2024	TARGET 2025
 PERSONS DISPLACED FROM SYRIA	67,002	24,250	10,651
 VULNERABLE LEBANESE	411,945	47,500	65,483
 PRS	1,634	2,275	260
 PRL	1,931	945	307
 MIGRANTS	-	-	-
 OTHER	-	-	-

# 1. SITUATION ANALYSIS

Five years into the Lebanese economic and financial crisis, and thirteen years into the Syria crisis, Lebanon continues face the most devastating multi-layered predicament in its modern history. The escalation of hostilities that began in October 2023 and further escalated in September 2024 has added an additional layer of pressure on the economy and jobs.<sup>78</sup> Displacement due to the escalation of hostilities has exacerbated the existing instability. While most internally displaced persons (IDPs) are returning to their homes, many remain in collective shelters or are living in rented homes due to the destruction of their villages, awaiting solutions. This situation is likely to persist into 2025. A cessation of hostilities was implemented in November 2024 for a 60-day period; however, the fragility of the agreement and the unpredictability of its prospects further complicate the complexity of the situation. This is compounded by existing tensions and competition for resources between Lebanese communities and displaced Syrians or Palestinian refugees.

The UNDP estimates that the economy (GDP) will shrink by nine per cent (9%) compared to a no-war scenario. Moreover, the gross domestic product (GDP) is expected to contract by 2.3 per cent in 2025 and by 2.4 per cent in 2026, compared to a no-escalation scenario.<sup>79</sup> In mid-November 2024, the World Bank estimated economic losses value at 5.1\$ billion for a 12-month period, with 77 per cent of the losses occurring in the sectors of commerce, agriculture, hospitality, and tourism.<sup>80</sup> Contractions are also expected in employment rates, imports and exports, public revenues, total investments, and private consumption.

Key sectors, such as the production of goods, tools, and equipment, have been severely impacted, leading to a decrease in the overall production output of basic goods. This, combined with unemployment among full-time, part-time, and daily workers, could severely reduce supply levels and potentially increase prices. This shortage will further push a high percentage of the population into poverty, thus contributing to greater social instability. The higher demand for shelter in relatively “safer” areas has also caused rents to rise exponentially. Agricultural land affected by phosphorus and unexploded ordnance negatively impacts or delays livelihood opportunities, in addition to the destruction in main villages along the Blue Line.

Women are significantly less likely than men to have financial accounts, debit, or credit cards, regardless of their education level or welfare status, and they often depend on another family member for access to financial services. Following the multiple crises affecting the country, the share of job losses among women has been notably higher than that among men. Aside from individuals, businesses have also been heavily impacted, facing temporary and permanent closures due to supply chain disruptions, rising prices of raw materials and production costs, and limited access to financial resources.

According to the Central Bank of Lebanon, 90 per cent of the Lebanese economy is constituted of micro, small, and medium enterprises (MSMEs), with two-thirds located in Beirut and Mount-Lebanon. The escalation of hostilities and consequent displacement has disrupted businesses and the delivery of services, especially those devoted to the most vulnerable populations. Supply chains have also been severely impacted, especially concerning food, agricultural products, fuel, medical supplies, and other essential needs. Access to markets and raw materials has also been affected. Many MSMEs are expected to suffer indebtedness, an inability to pay salaries, low to no production, downsizing, and failure to meet financial obligations or repay loans. Two assessments conducted by the Near East Foundation and Al Majmoua at the end of October 2024 confirmed that the most impacted sectors were services, trade, manufacturing, agriculture, and construction. Approximately half of the businesses surveyed temporarily closed, while the remaining half were equally divided between those still open and those that had completely shut down. In terms of resources, the vast majority rely on savings, remittances, or humanitarian assistance, while a smaller number depend on other types of income, and a minority have no financial resources. Some have sold their assets, such as cars or jewellery.

78 [Kindly refer to the UNDP/ARK data on this](#)

79 [Economic and Social Consequences of the escalating Hostilities in Lebanon](#) October 2024, UNDP

80 [Lebanon interim damage and Loss Assessment](#) (DaLA), November 2024, WB

## 2. OVERALL SECTOR STRATEGY

### Theory of Change

In response to the cumulative crises in Lebanon, including the escalation of hostilities that began in October 2023 and further escalated in September 2024, the Livelihoods sector will continue with its main overarching objective: to alleviate the socio-economic shocks on the most vulnerable groups, including vulnerable women, youth, and individuals with disabilities. Although the sector will continue to focus on short-term measures by enhancing and creating short-term income generation opportunities, it will also aim to transition towards more medium-term initiatives. This transition signifies a shift from its role in immediate economic recovery to a more central role in fostering sustained economic growth. As initial recovery efforts yield results, more focus will be placed on creating a conducive business environment, encouraging innovation, and attracting medium to long-term investments. Additionally, business development and skills enhancement programmes will be prioritised to build the necessary foundations for sustainable growth. The transition also involves fostering entrepreneurship, supporting emerging industries, contributing to economic diversification, and reducing reliance on short-term recovery measures.

The sector's Theory of Change encompasses two interlinked components that contribute to medium and longer-term recovery and stabilisation, alleviating the tensions resulting from competition over livelihood opportunities and the establishment of businesses.

- If businesses in key economic sectors are supported, then local economic development will be stimulated, leading to job retention and creation. Cooperation with the private sector and governmental institutions will promote an enabling environment for income-generating activities, reducing the gender gap and contributing to better working conditions.
- If the capacities of youth, women, and individuals over 50 years old are built and strengthened through training directly linked to job market opportunities in key economic sectors, then they will be able to support themselves through access to employment.

### Assumptions & Risks

- The first assumption is the availability of consistent funding that would allow the implementation of long-term interventions to support businesses in key economic

sectors, improving their capacities and increasing access to financial resources such as grants and loans, stabilising their position in the market. This would ensure market-system development to maintain access to decent, long-term employment and income generation. It further assumes that nexus-based approaches to economic recovery are continued, rather than deprioritised in favour of humanitarian interventions, to continue strengthening the resilience of Lebanese markets against existing and newly arising shocks.<sup>81</sup>

- The second assumption is the harmonisation of transfer values to support beneficiaries' abilities to meet their basic needs and respond to currency fluctuations and devaluation that might lead to further loss of money value. Continuous monitoring and adaptation of transfer values are needed to ensure decent wages. As such, the Livelihoods sector will continue advocating for and promoting evidence-based approaches in market assessment efforts by different partners (wage assessments, MSMEs assessments, etc.). It is important to engage line ministries, donors, key sectors, and all partners.
- The third assumption is that donors will allow adequate budget allocations to cover additional costs, such as support for transportation, fuel, electricity, ICT equipment, in-kind and/or food support, as well as childcare services and alterations/adaptations of locations to ensure accessibility for persons with disabilities.

Working in a rapidly deteriorating environment, the Livelihoods sector has identified several risk factors that can affect the implementation of the activities:

- In case the cessation of hostilities that took effect on November 27, 2024, does not hold or if the escalation of hostilities recurs, new waves of displacement could occur, affecting livelihoods interventions in terms of types of activities or geographic allocations. Different scenarios could impact people in need and MSMEs in different areas. Mitigation measures could include adapting interventions to different scenarios and having emergency backups for various economic sectors. The latest political developments in Syria in December 2024 could also impact Lebanon in 2025 and beyond. (Probability: High, Impact: High)
- Prolonged political and governmental paralysis could slow down the necessary overhaul of the economic crisis. This will also delay the implementation of possible international financial aid schemes to Lebanon, for example, from the IMF, which will further deepen the economic vulnerabilities

81 Lebanon is now the most remittance-dependent country on the planet, with remittances accounting for a staggering 53.8% of GDP in 2021. While it is difficult to determine the full extent to which Lebanese families receive remittances, an estimated 15% to 30% of households in 2022 rely on remittances as a source of income, up from 10% in 2018 and 2019. <https://mercycorps.org.lb/understanding-the-limitations-of-remittances-as-an-informal-social-safety-net-in-lebanon/>

of people in need, thus increasing pressure on partners. To this end, the Livelihoods sector will advocate for increased funding to ensure access to temporary employment for the most vulnerable through Labour-Intensive Programmes and more stable employment opportunities through support for businesses. Furthermore, the implementation of the sector's third outcome related to policies will be challenging if the current political situation persists (i.e., caretaker Government, absence of a president of the republic—until the drafting of this strategy document). For this, partners will be encouraged to continue working with employees and workers' unions and syndicates while pursuing their collaboration with the relevant ministries. (Probability: High, Impact: High)

- Increased economic vulnerabilities could contribute to more tensions between host community members and displaced Syrians, or among Lebanese, due to competition over low-skilled jobs and the establishment of businesses. To address this, the sector will coordinate closely with the Social Stability sector to mainstream conflict sensitivity and the do-no-harm principle across the sector's activities through both training and implementation workshops for partners, as well as dedicated mainstreaming guidance notes. Additionally, the Livelihoods sector will continue to facilitate coordination for Cash-for-Work (CfW) at the regional levels, where partners implementing CfW activities can share in-depth information on their ongoing and planned activities, ensuring harmonisation and complementarity to avoid gaps and overlaps that could lead to perceptions of aid bias, tensions between beneficiaries, and increased pressure from local authorities. Special attention will also be given to the risks of protecting women during their participation. (Probability: High, Impact: High)
- Continued reliance on local-level market assessments rather than national-level value chain interventions could hinder a better understanding of national market dynamics, thus limiting the impact of interventions supporting businesses. The sector will advocate for national market assessments and will continue efforts to collect and disseminate assessments conducted by different partners. The sector will also consult with relevant line ministries (Ministry of Economy and Trade, Ministry of Industry, Ministry of Labour) to identify key economic sectors according to the national priorities set by the government. (Probability: High, Impact: Medium)
- The participation of women in the labour force remains significantly low due to continuing societal constraints and market failures in being more gender sensitive. The Livelihoods sector will work with partners through policy interventions that can lift barriers and promote women's work, boost their entrepreneurship, and enhance their participation in decision-making and policy advocacy processes. Coordination will continue with relevant authorities and institutions to ensure the implementation and activation of protection against sexual harassment, exploitation, and abuse in the workplace. Furthermore, the Livelihoods sector will continue to work with the

government to expand social safety nets and labour market interventions that ensure women have access to healthcare, pensions, unemployment benefits, and other forms of economic security. The Livelihoods sector will also continue to promote and provide technical support to ensure gender mainstreaming in all activities. This includes recommendations on providing safe transportation for women participants and childcare services so they can participate more effectively in CfW or in temporary employment. (Probability: High, Impact: High).

- Finally, increased socio-economic vulnerabilities lead to increased risks of exploitation and abuse. The Livelihoods sector will work on building the capacities of sector partners to establish minimum standards for confidential and anonymous complaints and redress mechanisms, as well as for awareness-raising and prevention efforts against sexual harassment, abuse, and exploitation. Moreover, with the support of other sectors (i.e., Protection), the Livelihoods sector will continue to strengthen identification and referral capacities among livelihood partners' staff. Furthermore, sector partners will be encouraged to include sensitisation on fundamental principles and rights at work and decent work conditions in all their activities, whether with businesses and employers or with individuals benefitting from CfW activities, market-based skills training, and work-based learning. (Probability: High, Impact: High)

## Sectors Results: LRP Impacts, Sector Outcomes and Outputs

### Expected Results

The integrated LRP aims to address immediate and medium-term needs while advancing long-term development objectives. Considering the recent changes in context, the sector will adopt a holistic approach that prioritises the immediate protection and humanitarian needs of affected populations while also integrating resilience-building measures and sustainable development initiatives. This approach aims to restore the gains achieved over the past decade, addressing the needs of all vulnerable populations in Lebanon. It promotes a nexus approach, emphasising sustainability, the medium-term impacts of interventions, and government ownership. Simultaneously, it underscores the importance of meeting urgent needs arising from the crisis, leveraging opportunities created by the cessation of hostilities, and contributing to longer-term progress towards the Sustainable Development Goals (SDGs).

The Livelihoods sector's intervention, whether through CfW or support for Nano and MSMEs, will complement the work of the remaining sectors while also considering mainstreaming topics such as Gender, Conflict Sensitivity, and the Environment. This will be achieved through recommended

activities, such as community kitchens, agri-food production, support in school reconstruction and improvement work, waste collection, children’s entertainment and education, social stability support, public health awareness campaigns, and the cleaning of local markets, gardens, schools, public spaces, and beaches, along with hygiene and sanitation support, while coordinating with all relevant sectors (Food Security, WaSH, Shelter, Education, etc.). All interventions are gender-focused, with results in terms of CfW and supporting MSMEs led by women.

One main factor contributing to the increasing poverty is unemployment and underemployment, driven by the economic crisis and the inability of the economy to create sufficient employment opportunities. Unemployment levels have further increased due to the latest escalations of hostilities, which have impacted businesses, jobs, and wages. As such, the Livelihoods sector will focus on the demand side of the labour market by supporting businesses not only to protect employment but also to enhance productivity and foster the creation of income-generating opportunities with better working conditions. This includes promoting and strengthening the participation of vulnerable groups such as women, youth, and persons with disabilities, who often struggle with socio-economic and labour market inclusion.

The sector framework is structured around three outcomes that reflect the priorities in terms of supporting employment through CfW activities and boosting local economic growth while creating employment/income-generating opportunities, increasing workforce employability, and providing institutional support, and eventually supporting sustainable local economic development.

### Outcome 1 – Stimulate Local Economic Growth and Market Systems to Foster Income-Generating Opportunities, Decent and Safe Employment

The first outcome focuses on supporting market systems to stimulate local economic growth and encourage the creation and retention of short- and long-term employment, providing vulnerable individuals—particularly women, youth, and persons with disabilities—with job opportunities. Partners are encouraged to mainstream sensitisation on decent work conditions across all activities under this outcome, which will be achieved through three outputs:

Output 1.1 – Medium, Small, and Micro Enterprises (MSMEs) are strengthened to recover from the impact of the crises and enable economic growth and decent job creation in the long term.

MSMEs play a vital role in economic development, as 90% of the Lebanese economy comprises MSMEs.<sup>82</sup> Similarly, access to entrepreneurship and self-employment can offer effective coping strategies for poor and vulnerable communities to strengthen their livelihoods and create new opportunities for decent work. For this, it is imperative to raise the productivity and competitiveness of enterprises to support the local economic resilience to shocks, their ability to substitute imports, and to invest in human resources development. The interventions will aim to directly support **9,000** nano, micro, small, and medium enterprises<sup>83</sup> and cooperatives, with a specific focus on women-led businesses.<sup>84, 85, 86</sup> Grants could be unconditional or conditional on specific uses, such as innovation, overhead expenses, or supporting specific productions. Also, the sector will differentiate between areas affected by the recent escalation of hostilities and “safe” areas where business, purchasing power, and consumption were relatively stable, where the use of loans might be more appropriate. A classification of businesses by size and development levels (for instance, start-up, mid-life, or mature) is crucial to determine the amount and frequency of grants. A hybrid model of grants and loans might also be recommended in some cases. Thus, the Livelihoods sector will support economically “thriving” areas to create more opportunities and jobs.

The support will include:

1. Emergency support, including support packages for restoring equipment, machinery, and other business survival and continuity needs.
2. Vocational training and capacity building on business development and management, financial management, financial inclusion, and market research, provided these are directly linked to income-generating opportunities.
3. Ideation, seed funding, marketing, branding, e-commerce, access to financial resources favouring a blended finance approach (loans with interest subsidies mixed with grants), cash and/or in-kind grants, and incubation and digitalisation services.

82 Lebanon Central Bank’s estimations

83 The sector will refer to the MoET classification of businesses, which identified nano enterprises as those with less than four employees, micro enterprises between four and 10 employees, small enterprises with 11 to 50 employees, and medium enterprises with 51 to 100 employees. [https://www.economy.gov.lb/public/uploads/files/6833\\_5879\\_4642.pdf](https://www.economy.gov.lb/public/uploads/files/6833_5879_4642.pdf)

84 Sectors of business could include Agriculture (agritech, aquaculture, post-harvest infrastructure), Agro-food (including wine, olive oil, dried fruits and nuts, chocolate and other sweet products, dairy products), Industry-manufacturing (pharmaceutical industry, natural cosmetics, chemical industry, printing industry, furniture and wood industry, mechanical/electrical machinery, glass production), ICT sector (software companies, digital/start-up economy, business process services, telecom solutions, data centres and ICT manufacturing), Media (animated videos for learning purposes, marketing and advertising channels), Tourism (linked with media, arts and entertainment, marketing of products, education sector), and Animal production and veterinary services (animal shelters, animal food processing and animal breeding). For more info [https://www.ilo.org/beirut/publications/WCMS\\_848390/lang-en/index.htm](https://www.ilo.org/beirut/publications/WCMS_848390/lang-en/index.htm)

85 Priority sectors identified and prioritised by MoET and MoI and include agriculture and agro-food, manufacturing and construction, pharmaceutical and medical equipment, renewable and green energy, creative and cultural industries, and textiles and furniture, in addition to businesses directly involved in the production of essential products for the displacements.

86 Using a job creation impact estimate, this support will contribute to maintaining/creating 10,400 jobs.

4. Exploring market linkages<sup>87</sup> and formalisation/registration and classification to facilitate access to international markets, including participation in exhibitions and the promotion of Lebanese producers' platforms.
5. Production and processing, including process development, product design and packaging improvement, industrial hygiene and safety standards and quality control.
6. Support in financial inclusion to access micro-finance and other financial institutions through training and know-how to be able to access financing.

To this end, the Livelihoods sector promotes women's entrepreneurship in the green economy to transform potential energy solutions into women's economic empowerment. Furthermore, the sector will also support the establishment of **1,200** new businesses (start-ups).<sup>88</sup>

### Output 1.2 – Competitive integrated value chains strengthened and upgraded

The sector aims to strengthen and/or upgrade 90 value chains at both local and national levels. This could also include components of value chains depending on the availability and size of funding. Partners working under Output 1.1 will be encouraged to ensure that the businesses they support are guided into shifting to key value chains with high potential for the creation of employment opportunities. The sector will promote equal access for women-led businesses to the support provided, as well as increase youth involvement via innovative solutions. Key areas of intervention include:

1. Implementing inclusive assessments to identify value chains with potential growth in need of support.
2. Supporting knowledge and compliance with quality standards to improve exports.
3. Strengthening market linkages and seeking new approaches to cluster support, either within the same value chains or between different entities across the country, to ensure complementarity between interventions.
4. The Livelihoods sector will continue to work closely with other relevant sectors, including Social Stability, Food Security and Agriculture, and Protection, to achieve the outcomes of this strategy.

### Output 1.3 – Vulnerable men and women have access to Cash for Work in productive public infrastructure and environmental assets that have a local economic and stabilisation impact.

This output aims to engage **50,000** individuals from the most vulnerable groups, including women (30%) and persons with disabilities (5%), in decent immediate CfW opportunities. Partners can also temporarily subsidise wages through their cash-for-work interventions to support job retention in MSMEs and cooperatives. When identifying projects, the sector will ensure that they address local municipal as well as governmental priorities to reduce tensions. Coordination will be close with the Food Security and Agriculture cluster and the Ministry of Agriculture on projects related to agriculture, and with the Ministry of Environment/Environment Task Force to evaluate the possible environmental impacts of the interventions. Partners will facilitate women's inclusion and ensure gender and Gender-Based Violence (GBV) mainstreaming by following the gender and GBV tip sheet and other gender resources provided by gender and GBV focal points and the livelihood coordinator. Support to parents through child support will enable better participation of women in CfW or temporary employment activities.

### Outcome 2 – Improve Workforce Employability

To alleviate poverty and counter dependency on aid, the sector will focus on increasing the employability of women, youth, individuals over 50, and persons with disabilities, by bridging the gap between labour force demand and supply. Additionally, partners will support 2,200 beneficiaries in starting their own home-based income-generating activities.<sup>89</sup> Partners are encouraged to mainstream sensitisation on decent work conditions across all activities under this outcome. This will be achieved through the following outputs:

#### Output 2.1 – Vulnerable men and women have strengthened and appropriate technical skills to match the needs of the job market

To increase their employability, the Livelihoods sector will provide market-based skills training<sup>90</sup> to **16,500** beneficiaries. For displaced Syrians, training activities will focus on the three sectors of the economy in which they can access more freely as per Ministry of Labour policies.<sup>91</sup> Through guidance notes and technical support, the sector will ensure that partners consider gender-transformative programmes for women participants and promote engagement of women in the green economy to transform potential energy solutions into women's economic empowerment. It will also emphasise the need to counter factors limiting women's participation in skills development opportunities, such as the provision of safe transportation and childcare services. Furthermore, the sector will foster and facilitate communication and coordination between partners implementing activities related to supporting businesses and those under this output, to support in designing projects that respond to market needs.

87 Business-to-business, cross sectors, within the same value chain, or with foreign markets. It could also mean strengthening linkages between businesses and support functions.

88 Unlike home-based income generating activities, the beneficiaries of the start-up businesses are not recipients of market-based skills training or work-based learning activities.

89 These should be beneficiaries of Market-based skills training activities.

90 ILO Mapping of training and post-training service providers in collaboration with the Ministry of Labour [https://ilo.org/beirut/publications/WCMS\\_861817/lang--ar/index.htm](https://ilo.org/beirut/publications/WCMS_861817/lang--ar/index.htm)

91 Agriculture, construction, and environment.

### Output 2.2 – Career guidance, awareness-raising sessions, job matching, financial literacy, and work-based learning opportunities offered to job seekers

For 2025, the sector targets **30,000** individuals across the three activities under this output (16,000 in career guidance and job matching, 10,000 in work-based learning, and 4,000 job seekers starting their own businesses).<sup>92</sup> To ensure a higher potential for employment, partners are advised to strengthen linkages between market-based skills training and work-based learning. This will expose the beneficiaries to both the theoretical and the practical sides of the training subject. Like Output 1.1, partners will also be encouraged to link between their work-based learning programmes and support to business programmes, as the former aims to equip beneficiaries with skills needed in the market, while the latter aims at supporting businesses to create employment opportunities.

The sector also recommends programmes that prioritise targeting new entrants to the labour market, such as youth, as well as women (including female heads of households) or over-50 breadwinners, whose ability to generate income will be crucial to lifting themselves and their families out of poverty. The sector will make efforts to shift training contents for women and girls to sectors required by the labour market, in line with recent market assessments, while also ensuring that women have access to safe transportation and childcare. This will be done alongside skills leading to home-based opportunities (within the sectors specified by the Ministry of Labour for Syrians) updated annually according to the Minister of Labour's decisions to ensure that competition over jobs with host communities is not exacerbated. Furthermore, partners are recommended to mainstream financial literacy training in all training modules to build beneficiaries' capacities in better managing their scarce financial resources. Financial literacy for participants and households is also important so beneficiaries can spend more on crucial and essential items. This will require close collaboration with the MoL and its national and regional employment offices (NEOs).

### Outcome 3 – Strengthen policy development and foster an enabling environment for job creation

This outcome will be achieved through two outputs:

#### Output 3.1: The Government of Lebanon (GoL) supported to approve decrees/regulation/awareness-raising material on decent work conditions

This output will be addressed by working with the MoL, at both the policy and enforcement levels, with a particular focus on increasing the financial and technical capacity of labour inspections. In addition, the Livelihoods sector will work with Lebanese-owned enterprises and cooperatives to improve decent work conditions (and support the formalisation of businesses, which should also contribute to this objective), while

engaging in advocacy and awareness-raising activities focusing on minimum labour standards and regulations. This will require close collaboration with the MoL and its national and regional employment offices (NEOs). The Ministry, as the key authority in the field of labour responsible for employment conditions, labour relations, and for shaping employment policy, will be supported in developing and implementing labour policies within Lebanese laws. This will notably require financial and technical support to enhance the capacity of labour inspections to ensure the enforcement of labour regulations that protect employees and employers and uphold the principles of decent work for both Lebanese and Syrian workers.

#### Output 3.2: Policies, strategies and plans supporting job creation, MSMEs and livelihoods developed to improve the business eco-system

The sector will encourage the development of policies and strategies, as well as institutional support, to improve the enabling environment for job creation.<sup>93</sup> Overall, the sector aims to support the development, amendment, and proposition of four policies, strategies, and plans to the government. This could include supporting the Ministries in adopting gender-responsive policies to strengthen women's access to the labour market, including in non-traditional sectors such as plumbing, the digital economy, paint production, and transport; supporting women-led enterprises working in renewable energy; and strengthening the fight against harassment in the workplace, including the implementation of the 2020 law on sexual harassment. Provisions against harassment will also be included in the Labour Code. Finally, the Ministry of Economy and Trade and its network of local Chambers of Commerce and the Association of Lebanese Industrialists (ALI) will be supported in implementing the SME strategy. A goal under this output is to work towards easing the start-up and registration of businesses. Consideration will also be given to easing accessibility to remittances and addressing any constraints whether at the national or local level.

### Identification of Sector Needs and Targets at Various Levels

The Livelihoods sector has formulated its assessment of needs and set targets by relying on key metrics such as Labour Force Participation Rates (LFPR), population figures within the age brackets of 15 to 64, and unemployment rates. Through this approach, the sector determined the number of individuals who are unemployed and fall within the working-age demographic, actively participating in the labour force, and seeking employment opportunities. For displaced Syrians, two additional indicators related to adults and minors working in precarious conditions were added to the calculation. However, this was not applicable to Lebanese or Palestine Refugees in Lebanon (PRL) and Palestinian Refugees from Syria (PRS) as the same indicators were not available. This methodical calculation provides a nuanced understanding of the specific

92 For the displaced Syrians these will be limited to the three sectors as per MoL policies.

93 <https://www.labor.gov.lb/Temp/Files/e6c49b3c-ec31-4604-a76f-f02ca3210220.pdf> MoL three-year plan to improve employment and employment opportunities.

challenges within the labour market, enabling the sector to tailor interventions and strategies that address the actual needs and dynamics of the workforce.

The sector encountered challenges in delineating the distinct population figures for Palestinian Refugees from Syria (PRS) and Palestine Refugees in Lebanon (PRL), as their data were initially combined. To overcome this limitation, the sector adopted a strategic approach by determining the proportion of the Palestine Refugees in Lebanon (PRL) and Palestinian Refugees from Syria (PRS) populations within the overall combined demographics. This calculated ratio was then employed to estimate the approximate numbers of individuals in need and set targeted goals for both groups separately.

Partners execute their activities across various governorates and districts, albeit at differing intensity levels determined by available funds and compliance with donor requirements. The decentralized nature of implementation ensures flexibility and responsiveness to local needs, enabling partners to allocate resources efficiently based on the specific demands and priorities of each region.

The sector will provide further guidance to support partners in geographical targeting, including the use of the Integrated Food Security Phase Classification (IPC) results.<sup>94</sup> This approach prioritises areas with higher food insecurity (Phase 3+) under the assumption that food insecurity is, for most, the result of economic vulnerability. Another source that the sector recommends for geographical targeting is the Tensions Monitoring System (TMS), which helps identify areas with heightened tensions related to economic competition. For the micro-level selection, i.e., beneficiaries, partners will continue to use their socio-economic vulnerability assessments; however, the sector will continue to encourage and support partners in identifying the most vulnerable through several tools, such as the guidance note to identify caregivers of children engaged in labour, introducing organisations that provide services to people with disabilities, and enhancing the referral system in coordination with the Protection sector. While dealing with limited data for businesses, partners will continue to rely on their internal assessments, focusing on supporting businesses with high potential for growth and job creation or assisting businesses that require support to prevent closure or downsizing, recognising the importance of sustaining employment opportunities. The sector will also take into consideration job loss and its impact on MSMEs due to the escalation of hostilities throughout 2023 and 2024.



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### 3. MAINSTREAMING OF GENDER AND GBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, ENVIRONMENT

In the context of a cessation of hostilities, mainstreaming gender, GBV protection, conflict sensitivity, prevention of sexual exploitation and abuse (PSEA), and environmental considerations in the livelihood sector becomes even more critical. The cessation of hostilities provides a unique opportunity to rebuild and strengthen communities, ensuring that all interventions are inclusive and sensitive to the needs of all population groups. It is essential to integrate gender equality and women's rights into all livelihood programmes, providing targeted support to female-headed households and vulnerable women.

#### Gender, Protection, and GBV

The Livelihoods Sector has identified Gender-Based Violence (GBV) risks and addressed them through the gender and GBV focal points (FPs) appointed to the sector. Through the FPs, risks are identified, partners are made aware and trained, and a tip sheet is provided to enhance GBV risk mitigation measures. The gender and GBV focal point of the Livelihoods sector supports the sector coordinator in integrating and mainstreaming gender and GBV measures into the strategy and activities. Protection measures against GBV, protection from sexual exploitation and abuse, and sexual harassment must be reinforced, with explicit policies and strict enforcement of national laws to create a safe working environment and uphold global standards on zero tolerance of SEA. The measures and actions to integrate GBV and gender considerations are informed by the gender analysis brief of the sector, which will be updated regularly to ensure that the sector's interventions address gender inequalities and the GBV risks. In addition, resources like the GBV tip sheet and gender action plan will be updated to guide the sector partners in fostering gender equality within the programmes and ensuring that GBV risk mitigation measures are in place.

To ensure enhanced protection mainstreaming, a protection risk analysis will be conducted by the sector, linking specific mitigation measures as activities within the work plan. The sector will collaborate with partners to improve referrals and achieve more impactful outcomes. Additionally, there will be a focus on combating child labour by involving caregivers in livelihood activities, promoting the use of *"The Joint Guidance note on the integration of child Labor into livelihood sector's assessments"* to facilitate the identification of beneficiaries who are caregivers of children engaged in labour which was jointly developed by the Livelihood sector and the Child Protection sub-sector in 2023.<sup>95</sup> Building on the work initiated by the Protection sector,

the Livelihoods sector will further explore Integrated Protection Programming, which incorporates protection objectives into the programming of livelihood-specific responses to achieve protection outcomes (reducing risks).

Cash-for-Work (CfW) programmes must prioritise gender equality in the workplace and protect women's rights, especially since female-headed households are statistically more vulnerable than male-headed ones. To enhance women's participation in CfW, it is crucial to provide childcare and care for older persons where applicable, in coordination with the Protection sector, and resources have been allocated to this by partners. Sexual harassment is a widespread issue in Lebanon, with few businesses having protective policies. Therefore, any livelihood projects must include explicit anti-harassment policies and enforce national laws.

#### Working Conditions and Child Protection

Child labour must be prevented, with a minimum working age of 18 years to ensure children's health and safety. It is essential to respect the prevailing minimum wage for both skilled and unskilled workers, and all CfW participants should sign contracts outlining their rights and obligations in a language they understand (typically Arabic). Working hours should not exceed eight (8) hours per day, with a maximum of 12 hours in exceptional and justified cases and should be compensated accordingly. Work should not exceed six days per week.<sup>96</sup> Ensuring the safety of work sites is paramount. Additionally, a grievance mechanism should be an integral part of the programme, allowing beneficiaries to voice their concerns anonymously and confidentially. Partner organisations and NGOs are responsible for mobilising this mechanism, ensuring the confidentiality of all complaints and addressing relevant issues promptly.

According to the ILO's definition, decent work means opportunities for work that are productive and deliver a fair income, security in the workplace, and social protection for workers and their families, as well as better prospects for personal development and social integration, freedom for people to express their concerns, organise and participate in decisions that affect their lives, and equality of opportunity and equal treatment for all women and men. The sector will support efforts to follow the protection of child, women, the

95 [Document - Integration of Child Labour Questions into Livelihoods actors assessments-Guidance tool \(unhcr.org\)](#)  
96 ILO's recommendations

elderly, and people with disabilities, ensuring minimum wages, minimum working age, and other decent work guidelines set and revised periodically by the ILO and other partners.

## Conflict Sensitivity

Within this volatile context, there is a risk that tensions could heighten around access to livelihood opportunities and jobs. Capacity-building opportunities in Conflict Sensitivity and Do-No-Harm principles will therefore continue to be extended to partners in the Livelihoods sector in collaboration with the Social Stability sector. This includes attending training sessions, sector-specific roundtables, and the development of thematic guidance notes. Conflict analyses produced by the Tensions Monitoring System will be utilised to inform decision-making, serve as an early action system, and engage partners in more conflict-sensitive programming. By aligning their strategies with emerging needs and trends identified through this analysis, partners can enhance effectiveness and compliance with the Do-No-Harm principle. This proactive approach ensures that interventions are not only responsive to current dynamics but also strategically positioned to navigate and mitigate potential tensions related to economic competition.

## Environment

The Livelihoods sector will continue to support environmental protection through the implementation of labour-intensive interventions, such as forest management and reforestation projects, land restoration activities (e.g., restoration of terraces), water conservation measures (e.g., shallow ponds for conserving soil moisture, re-building of stone weirs), and litter-cleaning campaigns (along waterways and roadsides). The Environmental Task Force highlighted the need for sector partners to ensure that labour-intensive activities include control mechanisms to ensure that they remain in line with environmentally approved plans. The sector will work with the Environment Task Force at the Ministry of Environment on how partners can implement such mechanisms. Livelihoods actors will also focus on promoting climate-sensitive value chains and sectors to promote a circular economy, increase the efficiency of resource management, and limit production waste.



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## 4. LOGFRAME

### OUTCOME 1: Stimulate local economic growth and market systems to foster income-generating opportunities and decent and safe employment

Indicator 1.1	Description	MoV	Unit	Frequency
60% target Lebanese Businesses that report increased performance and expanded market access (new clients, contracts, market access) as a result of programme activities	Supported Lebanese Businesses who report increasing profitability / production / expanded market access (new contracts, clients, market) 6 months after receiving support. This does not include start-ups under the assumption that they do not have a baseline to compare or report increased revenues	Activity Info reporting Partners	%	Yearly



Baseline	Target 2024	Target 2025
60%	45%	60%

### OUTCOME 2: Improve workforce employability

Indicator 2.1	Description	MoV	Unit	Frequency
Vulnerable men and women in all their diversity and abilities have strengthened and appropriate technical skills to match the needs of the job market	Beneficiaries who are able to find a job or start their own business (home-based or non-home-based business) after completion of activities	Activity Info Reporting Partners	%	Yearly



Baseline	Target 2024	Target 2025
60%	33%	60%

### OUTCOME 3: Strengthen policy development and enabling environment for job creation

Indicator 3.1	Description	MoV	Unit	Frequency
Revised and/or drafted policies specifically designed to enhance the business and labor market ecosystems	Revising existing policies or drafting new policies with a targeted focus on improving and optimizing the business and labor market ecosystems. Strategically crafted to create an environment that supports sustainable economic growth, fosters job creation, and ensures the well-being of the workforce including decent work, contributing to the overall development of a robust and dynamic business and labor market landscape	Activity Info Reporting Partners	#	Yearly



Baseline	Target 2024	Target 2025
3	-	3



# PROTECTION

## PEOPLE IN NEED



**3,235,661**

## PEOPLE TARGETED



**1,502,655**

## SECTOR APPEAL



**\$183,504,216**

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## SECTOR OUTCOMES

### OUTCOME 1:

Affected people have increased knowledge of their rights and have access to an effective justice and protection system

- **Output 1.1:** Individuals at heightened risk are provided within information on their rights and have access to effective legal aid services
- **Output 1.2:** Protection legal and policy frameworks and national protection institutions are strengthened
- **Output 1.3:** Protection risks are monitored and advocacy and technical support provided to relevant actors to mitigate the risks

### OUTCOME 2:

Affected people are safe, supported, and empowered in their community to contribute to positive change







- **Output 2.1:** Affected people are provided with information services and rights and benefit from inclusive and accessible community protection initiatives
- **Output 2.2:** Affected people are engaged in social and behavior change on protection issues including equality, GBV, and child protection
- **Output 2.3:** Effective and accessible feedback and response mechanisms, including to address Protection from Sexual Exploitation and Abuse (PSEA) and child safeguarding, are in place

### OUTCOME 3:

Individuals at heightened risk have access to quality specialized protection response services and durable solutions

- **Output 3.1:** Quality protection, Child Protection, and GBV case management, psychosocial support, protection cash, and other specialised services are available and accessible to individuals at heightened risk
- **Output 3.2:** Syrian Displaced and Refugees have access to durable solutions including complementary pathways and resettlement
- **Output 3.3:** Migrants have access to safe and dignified return assistance to their countries of origin

## POPULATION BREAKDOWN

	PIN 2025	TARGET 2024	TARGET 2025
 PERSONS DISPLACED FROM SYRIA	1,099,997	1,086,998	856,533
 VULNERABLE LEBANESE	1,833,877	371,537	516,395
 PRS	19,206	22,625	19,206
 PRL	169,619	43,290	59,052
 MIGRANTS	102,945	42,647	44,969
 OTHER	10,020	12,370	6,500

# 1. SITUATION ANALYSIS

The protection situation of vulnerable Lebanese, displaced Syrians, Palestine refugees in Lebanon, Palestine refugees from Syria, migrants and refugees of other nationalities has dramatically deteriorated in 2024 due to socio-economic factors, political instability, increased social tensions and the escalation of hostilities with Israel, particularly in the last quarter of the year. The escalation of the conflict and resulting displacement created new protection challenges and exacerbated pre-existing protection concerns and vulnerabilities for displaced Syrians, vulnerable Lebanese, refugees of other nationalities and migrants. Drivers of protection risk include the impact of the armed conflict, an overall volatile environment with ongoing displacement, socio-economic vulnerabilities, existing communal conflicts and limited access to national social security schemes, as well as harmful social norms, including gender inequality between men and women, norms justifying violence against women and children and discriminatory attitudes towards marginalised groups.

The Protection sector strategy considers the needs of all population groups residing in the country. At the same time, the LRP accounts for the likelihood of cross-border movements between Lebanon and Syria, including potential spontaneous returns to Syria as well as small-scale influx to Lebanon due to pre-emptive escape from Syria. As the situation in Lebanon and the region remains fragile and volatile, continued displacement is expected 2025. Therefore, the sector aims to address three main protection risks while ensuring an age, gender, and diversity approach in the analysis, prevention and response programmes developed to mitigate and reduce those risks.

## **Lack of safety and displacement due to armed conflict**

Persisting intra- and inter-communal tensions are expected to continue, depending on national and regional developments, including anti-refugee rhetoric and limited acceptance of those displaced in safer areas. While the protection situation for all affected population groups within the country for 2025 remains uncertain, the direct impact of armed conflict may reduce if the cessation of hostilities holds, resulting in:

- A reduction in armed conflict-related casualties or injuries.
- Increased return of internally displaced persons (IDPs) to their homes or areas of origin.
- Gradual stabilisation of the post-conflict situation.
- Improved humanitarian access to conflict-affected communities.

In this scenario, injuries related to unexploded ordnance and damaged infrastructure should also be reduced as clearance,

repair, and reconstruction are scaled up. However, large numbers of persons with disabilities due to the conflict, will need support. Mental health and psychosocial needs, particularly in the most conflict-affected areas, are likely to continue to remain high, particularly in the first half of the year and are both a cause and consequence of other protection issues.

As many areas in the South remain inaccessible, and the situation in Syria continues to develop, the situation is likely to continue to create stress and limit returns. For instance, 10 per cent of displaced Syrians and 4 per cent of Lebanese nationals reported in early December 2024<sup>103</sup> that uncertainty about the conflict was the second most common reason for not returning home, after the damage or destruction to their residence. In the most conflict-affected areas, those who remained during the conflict and those who cannot return (as 100,000 housing units have been damaged, some of which will be unable to be quickly repaired due to major structural damage) will continue to be among the most vulnerable and of need of support, including front line protection staff who remained or returned to these areas. Moreover, housing, land, and property rights will be an area of concern for all population groups in 2025, with rental disputes already in evidence following the cessation of hostilities in 2024, looting and the destruction of ownership documentation due to the conflict. Lack of safety and limited access to people living in hard-to-reach areas also impact protection services and delivery of partners with community centres, safe spaces and access points being destroyed or closed, and partner staff unable to operate.

In this context, displaced Syrians, refugees of other nationalities, and migrants face heightened risks. The escalation of hostilities has further exacerbated this situation, as these groups: 1) faced difficulties accessing emergency services, such as collective shelters; 2) had limited support from community networks. Moreover, their presence in hard-to-reach areas pre-conflict is high, with some 340,000 refugees known to reside in areas most affected by airstrikes, exposing them to killing and injuries.<sup>104</sup>

## **Unequal access to services and rights and community tensions**

Exacerbated by the war and conflict in 2024, several pre-existing drivers of protection risks are likely to persist or even worsen in 2025. These include governance issues, limited accountability means/ tools, and strained capacities of governmental and non-governmental service providers, particularly concerning basic services such as electricity, water and waste management. Housing-related protection risks are likely to intensify due to pressure on housing, overcrowding and inability to pay rent, increasing the risks of exploitation. Unequal access to adequate shelter remains a concern for Syrians, Palestine refugees in Lebanon, Palestine refugees from Syria, refugees of other nationalities, and migrants. Of particular concern:

103 Returning IDPs Preliminary Findings, December 2024, Protection Working Group

104 See UNHCR Q3 Protection Monitoring Report: [Document - Lebanon: UNHCR - Protection Monitoring Findings - Q3 2024](#)

- Restrictions imposed by 26 Municipalities on Syrians returning to their homes, if not lifted, will continue to hinder returns and/or increase protection risks.
- In areas of return, limited and substandard shelter options for non-Lebanese populations will continue to put displaced Syrians and migrants at risk of eviction, overcrowding and homelessness.

Unequal access to services for displaced Syrians, Palestine refugees and migrants will continue to create high levels of protection risks among these populations. Those include, but are not limited to, limited access to legal residency, with only 18 per cent of displaced Syrians having legal residency in 2024, down from 20 per cent in 2023, which has profound negative implications on their safety and protection situation, freedom of movement and access to livelihoods and housing.<sup>105</sup>

The absence of a legal framework and system to seek asylum and restrictions on refugee registration with authorities or UNHCR mean that the percentages of displaced Syrians with irregular status is likely to remain high (even if absolute numbers decrease if safe and dignified return to Syria is possible for some displaced Syrians in 2025). Other restrictive measures, including searches at checkpoints, house raids, and risks of detention and deportation of displaced Syrians may be expected to continue, as social tensions and pressure them to return to Syria may continue into 2025, in particular, if the situation in Syria stabilises. Economic and sexual exploitation of migrants, particularly domestic workers and agricultural workers, remains a high risk due to inadequate legal protection and enforcement of existing laws. Social tensions continued to rise throughout 2024, including within different segments of Lebanese society and between Lebanese nationals and displaced Syrians, and are expected to continue in 2025. For displaced Syrians, access to civil registration increased in 2024, with 42 per cent of marriages registered (compared to 37% in 2023) and 50 per cent of births registered (compared to 41% in 2023) in the Foreign Registry.<sup>106</sup>

### Exacerbated violence, exploitation and exclusion

Overall, exposure to non-conflict-related violence, exploitation and exclusion of the affected population, particularly the most vulnerable, increased in 2024. The levels of feeling safe walking in their area declined for women, girls, men and boys, as did the proportion of households that reported not having any safety concerns for these four groups.<sup>107</sup> Levels of criminality increased and this trend is expected to continue in 2025, including reports of kidnaps for ransom. Other forms of violence and exploitation that affect all population groups but disproportionality affect displaced Syrians, migrants and other marginalised groups include labour exploitation, encompassing child labour, as well as other forms of violence and exploitation against children and GBV (see below).

Pre-existing risks of exclusion, isolation and exploitation affecting persons with disabilities, the elderly, and other marginalised groups were exacerbated by displacement and conflict in 2024. Persons with disabilities faced social isolation, lack of access to basic needs such as food and water, movement limitations due to lack of accessible shelter and sense of being a burden on their family.<sup>108</sup> Lack of capacity of the humanitarian actors to implement inclusive responses together with social stigma further heightened the risks for persons with disabilities, as well as their reported exclusion from assistance and programmes.

### Child Protection

After two months of the conflict escalation in 2024, 240 boys and girls were killed, more than 1,400 were injured, and more than 400,000 were out of school. Children accounted for one-third of all displaced populations. Exposure to bombing, shelling, the loss or impairment of family members, the forced movement, and the destruction of homes and villages, caused a serious disruption to their normality and sense of security. Global estimates indicate that 15 to 20 per cent of children exposed to such extreme situations develop acute distress and 3 to 5 per cent may develop severe mental conditions requiring focused and/or specialised support to recover.<sup>109</sup>

While efforts have been undertaken to reopen schools and register students, by the end of 2024 more than 300,000 children have not been able to resume their education. This is exacerbated for refugee children, who face documentation barriers as well as additional challenges to re-enrol, especially after a secondary displacement. Already in 2023, the World Bank estimated that about a third of households had less than acceptable food consumption scores, rising to 45 per cent for displaced Syrian families. Coupled with the deterioration of the economy, the tripling of poverty levels in ten years (to reach 44% in 2022) and the rise of informal labour, this situation exposes children to heightened risks of labour, child marriage, and trafficking. Boys and girls involved in labour activities represent the highest proportion of children under individual case management support (28%), followed by emotional abuse (22%), domestic violence (15%), and neglect (14%).<sup>110</sup>

In its latest annual report from June 2024, the UN Secretary-General expressed concern about a rise in verified grave violations, notably the recruitment and use of children and the killing and maiming of children in Lebanon, which as, noted above, significantly increased in October and November. Following the cessation of hostilities, despite the reduction of conflict intensity, the remaining military presence in the southern border, sporadic aerial bombardments and exchange of fire, contamination by unexploded ordnances and prolonged presence of the Israeli military in Lebanese territory continue to pose a risk of injury or death to children. Children are disproportionately vulnerable to accidents by unexploded

105 VASyR 2024.

106 Ibid.

107 Ibid.

108 PWG Survey of the protection partners in Bekaa, November 2024.

109 WHO, UNHCR (2012): [Assessing mental health and psychosocial needs and resources | UNHCR](#).

110 [Lebanon CPWG dashboard](#).

ordnances. Military presence is likely to increase in the South, with the redeployment of the Lebanese army and the reinforcement of UNIFIL contingents south of the Litani River. If conflict escalates again, children's exposure to grave violence will increase significantly.

Refugee children, displaced Syrian children and migrant children face considerably higher risks of exposure to violence, neglect, and exploitation due to their status in the country and limited access to national systems including education. Although progress has been made in birth registration, only 41 per cent of Syrian children born in Lebanon are fully registered. This lack of documentation denies children a key form of identity documentation and age-specific rights and can hinder their access to essential services, including education. High poverty rates force many displaced Syrian families to rely on child labour as a survival strategy, a situation worsened by restrictive measures throughout the year that have limited the movement of adult male family members. Financial pressures and cultural norms have also contributed to a rise in early marriages, with 27 per cent of Syrian girls aged 15-19 married, curtailing their education and increasing their exposure to gender-based violence. About half of primary school-aged Syrian children remain out of school, exposing them to greater risks of violence, exploitation, and child labour. Unaccompanied and separated children, in particular, face heightened risks of abuse and exploitation. Furthermore, violence in the home continues to increase, with 61 per cent of Syrian displaced children experiencing violent discipline. Psychological distress among children and their families is pervasive, driven by economic instability, uncertain legal status, and violent conflict.

### Gender-Based Violence

War and displacement have exacerbated risks of gender-based violence in Lebanon, including physical assault, sexual exploitation, and physical and sexual harassment and abuse, which disproportionately affect women and girls. GBV IMS data as of mid-2024 indicated an increase in forced marriage and sustained levels of physical assault or psychological/emotional abuse, mainly perpetrated by an intimate partner/spouse.<sup>111</sup> Intimate partner violence (IPV), including through emotional, physical and sexual abuse by the intimate partner/spouse is one the most reported GBV type recorded by GBV IMS user organisations in Lebanon, highlighting the systemic inequality between men and women in the society and families. Partners inform about increased emotional violence against displaced women, including refugees and other groups, and higher frequency and severity of intimate partner violence, both in conflict-affected regions and in places of displacement. Those remaining in conflict-affected areas and/or unable to relocate are experiencing increased risks, including conflict-related sexual violence. These encompass safety and security risks due to proximity to airstrikes and bombardment, high risk of harm for perceived affiliation to one of the parties

of the conflict, and lack of access/availability of services.<sup>112</sup> Child marriage has further increased due to large-scale socio-economic vulnerabilities, harmful social norms, and unequal perceptions of power and rights between men and women. Women and girls displaced in collective shelters or hosted by relatives, friends, or neighbours reported various concerns, including lack of privacy, inadequate hygiene conditions, lack of safe spaces, and exposure to harassment. Women and girls returning to their areas of origin also face high risks of GBV where houses, windows and doors have been destroyed and lack basic security and privacy measures while dealing with the consequences of displacement risks and disclosures of exposure to GBV during displacement. GBV partners working in collective shelters also increasingly reported sexual assault against women and children in collective sites. Displacement of communities, including GBV staff, and destroying safe spaces and community centres has disrupted access to essential GBV services. Marginalised groups (including survivors with disabilities, mental health issues, migrant domestic workers in exploitative conditions, and non-Lebanese populations) are facing the greatest barriers in accessing services. Insecurity has impacted the work modalities and functioning of several safe spaces, necessitating increased support and a transition to mobile service delivery.

In 2025, GBV survivors will continue to face challenges in claiming rights within the national system due to the limited availability of legal services and court representations caused by the paralysis of the legal system in Lebanon. Despite available legal services supporting GBV survivors, the issuance of protection orders or due process for GBV perpetrators is directly affected by the shortage of services in the judiciary system.<sup>113</sup> Traditional and gender norms have influenced the way and ability of women and girls to seek and exercise their rights. Patriarchal and gender-normative structures also affect the participation and agency of women, girls and other marginalised groups within the society. Groups that have faced specific risks and require involvement and access to tailored programmes include refugees, returnees, displaced persons, migrants and others marginalised or discriminated against based on age, gender, disability, nationality, legal status, or other diverse backgrounds, resulting in barriers in accessing information and services. An ongoing negative gender discourse is likely to fuel community resistance to gender equality, women empowerment and GBV prevention programmes, significantly impacting the safe implementation of programmes and safety of staff. Additionally, migrant domestic workers, excluded from the Labour Law, are not protected under Law 205, which criminalises sexual harassment. This exclusion limits their access to justice. The context and socio-economic situation remain unstable and fluid, with limited prioritisation of services for GBV survivors and Sexual and Reproductive Health/ Menstrual Hygiene (SRH)/MHM needs within affected families and limited awareness of available services, particularly for marginalised groups.

111 GBV IMS Mid-year 2024: [Document - Lebanon: Gender-Based Violence Information Management System Mid-Year Narrative Report - 2024](#).

112 [Document - Lebanon: UNHCR - Protection Monitoring Findings - Q3 2024](#).

113 GBV IMS Mid-year 2024 Report: [Document - Lebanon: Gender-Based Violence Information Management System Mid-Year Narrative Report - 2024](#).

### Stretched national protection systems

The limited resources and capacities of the judicial and social welfare structures have further eroded trust in public protection institutions and national systems. As to the access to justice, strikes and delays, high costs, lack of legal residency, and limited knowledge and awareness of legal aid services, as well as distrust in the overall system, have remained major impediments to effective judicial remedies. Overcrowding and long pre-trial detention periods are significant challenges for those detained or apprehended. While the national legal and policy framework for the protection of children, women and other vulnerable groups is largely protective, important gaps remain, such as the widespread use of institutional care for children without parental care. The financing and capacity-building of the social welfare workforce relies on international support to civil society case management organisations, and several of the national protection centres have been damaged or are not functioning due to the conflict at the end of 2024. Gender and social norms normalising violence are common, which means that many survivors are unaware of their rights and how to claim them or are unable to receive assistance with perpetrators not held accountable, particularly for violence within the family.

Displaced Syrians and other nationalities of refugees in Lebanon face increasingly limited pathways to achieving a durable legal status that ensures protection of their civil, cultural, economic, political, and social rights. Lebanon is not a party to the 1951 Convention Relating to the Status of Refugees or has a

developed national refugee policy governing asylum. Two of three durable solutions are accessible to displaced Syrians or refugees in Lebanon: voluntary return facilitated by the Government and resettlement in another country. However, despite the challenges outlined above and the Government's enforced call for the international community to find durable solutions, it remains committed to the principle of non-refoulement, providing protection to those in need.

However, with the increased socio-economic and political crises affecting Lebanon, as well as the conflict and regional developments, the Government maintains the need to foster access to durable solutions for displaced Syrians in Lebanon, including their safe, dignified, and non-coercive return to their country of origin, by international law and the principle of non-refoulement.

While the situation in Lebanon remains fragile and monumental political shifts happened in Syria in December 2024, there is an anticipation of positive changes and stabilisation after years of war inside Syria. Millions of Syrians feel hopeful yet cautious about the immediate and long-term future of the country, as they continue to evaluate the safety conditions and their return options. Advocacy efforts will continue to emphasise that all returns must be voluntary, safe, and dignified. The protection sector will support the protection situation analysis and monitor return-related trends and needs, while aiming to create a conducive environment during this transitional period.



## 2. OVERALL SECTOR STRATEGY

### Protection Sector Strategy

The objective of the Protection sector is to ensure that individuals at heightened risk from affected populations, in all their diversity, live in a safe, dignified, inclusive, and protective environment where their fundamental rights are respected, they are meaningfully engaged, and they have access to quality protection response services. This result will be achieved through three outcomes outlined below:

**Outcome 1** will result in a more effective **national protection system** through support to legal and policy reform and/or implementation, institutional capacity and provision of legal services at the national and local levels. This includes access to justice and legal aid, civil registration, housing land and property rights, legal residency and national laws, policies and services to protect children and prevent and respond to GBV. This will result in the affected populations, particularly the most at risk, having access to a more effective justice and protection system. Under this objective, CP GBV and Protection actors aim to strengthen the capacities of all actors, including governmental and non-governmental stakeholders. It also includes monitoring, analysing protection risks, and addressing them through advocacy, ensuring the centrality of protection within the overall response, protection mainstreaming and GBV risk mitigation within other humanitarian sectors/ clusters.

**Outcome 2** – outlines the **community-based protection** approach to strengthen community resilience and ensure community members are able to contribute to: 1) positive change through provision of information; 2) support to community-based protection networks and initiatives; 3) community-based psychosocial support and social and behaviour change initiatives. This will contribute to women, men, girls and boys being meaningfully engaged in protection, safe and supported by their communities. Tailored prevention programmes, including awareness sessions at the community level or through engaging men and boys in gender discussions and programmes, aim to reduce GBV across communities.

**Outcome 3** – ensures that **quality response services** are accessible and inclusive across the affected population, such as case management services and specialised support to individuals at heightened risk of violence, exploitation, abuse, and neglect and supports durable solutions for refugees and migrants. Survivors will be comprehensively supported to regain confidence and reestablish their lives. This will mitigate the harm to women, men, girls and boys and support enhanced resilience of the affected population most at risk to protection risks.

The above approach ensures a balance between investing in strengthening sustainable national protection systems and community capacities (Outcomes 1 and 2) and responding

to the humanitarian protection needs created by the armed conflict and displacement (Outcomes 2 and 3). The emergency protection responses outlined in the Flash Appeal will transition into the longer-term protection responses outlined in this LRP.

The sector's strategy ensures complementary and sustainable interventions are delivered with and through other sectors, government, non-government entities, and other response frameworks, including:

- Strong partnerships with the Ministry of Social Affairs (MoSA) and other relevant ministries and local government entities, and support to strengthen national protection systems to bridge the humanitarian-development continuum.
- Sustained investment in localisation including partnerships with local civil society, community-led and women-led organizations, and strengthening the leadership role of NGOs and CSOs in the sector, especially those focusing on individuals with specific needs or those at heightened risk of marginalisation (e.g. Organization for Persons with Disability or older persons, etc.).
- Maintain a human rights-based and conflict-sensitive approach through the timely identification and mitigation of risks through comprehensive and regular protection analysis of the threats, vulnerabilities and coping capacities of different age, gender, ability, and diversity groups.
- Multisectoral approach to mitigating the drivers of protection risks through Inter-Sectoral collaboration with Social Stability, Basic Assistance, Livelihood, Shelter and Site Management, Education, and Health sectors, through provision of protection analysis, support to protection mainstreaming, and tailored support to ensure age, disability, gender, and diversity inclusive responses.
- Ensure non-discrimination and cross-population approach that ensures inclusiveness of all affected populations, including Lebanese nationals, displaced Syrians, Palestine refugees (in Lebanon and from Syria), refugees of other nationalities, migrants and stateless persons. Ensuring a focus on the most at-risk segments and individuals within the affected population.
- Identification and prioritisation of those most at risk of protection violations, including the most conflict-affected IDPs, displaced Syrians, other refugees and migrants without legal residency, female-headed households, persons with disabilities, older persons without support and persons with diverse sexual orientations.

### General Protection Results

Sector	People in need of protection services	Protection target	Requirements in USD	Operational Partners
Protection	3,406,004	879,627	126,012,600	40

#### Outcome 1 – Strengthening national protection systems and access to justice and legal aid

- Provide all affected populations, in all their diversity, with access to information on their rights and legal procedures in relation to legal residency, civil documentation, and housing, land and property (HLP).
- Ensure that all affected populations have access to quality legal counselling, assistance and representation, including survivors of gender-based violence (GBV), victims of trafficking and exploitation, as well as children in conflict with the law, and particularly in relation to matters of civil documentation, legal residency, housing, land, and property rights (HLP).
- Conducting and/or supporting the authorities to undertake registration and protection assessments for IDPs, displaced Syrians and other refugees.
- Legal, policy reform and advocacy to strengthen alignment with international protection standards on forced displacement, justice, civil registration and rights of persons with disabilities.
- Capacity building for national protection institutions, local NGOs and CBOs on protection standards and programming, including identification and referral of protection cases.
- Technical and financial support in the development and implementation of national protection strategies and plans, including costing.
- Support civil registration authorities to scale up access to civil documentation and address policy and practice barriers for affected populations, particularly displaced Syrians, other refugees and migrants, access civil documentation.
- Protection coordination, mainstreaming, monitoring of protection risks and human rights violations, protection advocacy and cross-sectoral coordination and risk mitigation, and technical support for the centrality of protection.

#### Outcome 2: Community-Based Protection

- Information Provision and Sensitisation to communities and humanitarian actors on protection principles and PSEA, as well as providing information on access to services, legal support, HLP, documentation, and risks from unexploded ordinances and damaged buildings.

- Community Engagement and Support, including activities involving strengthening community structures through outreach, two-way communication, AAP mechanisms, and supporting CBOs through training, mentoring, and minor repairs to community centres.
- Technical and/or financial support to refugee, IDPs, or migrant-led organisations and protection initiatives.
- Social and behaviour change communication initiatives to address exclusion and reduce violence against different population groups, including marginalised groups.

#### Outcome 3: Protection Response services and durable solutions

- Protection Response services include protection case management, psychosocial support, tailored assistance for persons with disabilities and cash for protection.
- Support displaced Syrians and other refugees with access to durable solutions, including resettlement and assisted voluntary return for migrants.
- Voluntary repatriation for vulnerable migrants to return to their country of origin.

### Child Protection Strategy and Results

Sector	Children In Need	CP target	Requirements in USD	Operational Partners
Child Protection	976,251	337,607	47,000,000	42

Humanitarian partners will aim to provide essential child protection services to 338,000 children and caregivers affected by the crisis and in need of protection from violence, abuse, neglect and exploitation. In line with the national protection strategy, the sub-sector has three strategic priorities: i) strengthen the protective environment of children, through awareness-raising and preventive measures, as well as capacity strengthening of formal and informal child protection systems; (ii) provide multilayered psychosocial services to affected children, by strengthening community-based protection mechanisms and offering structured support for their well-being and recovery; iii) support children at heightened risk, and provide them with quality multi-sectoral assistance to meet their protection and essential needs. 80 per cent of targeted children reside in 10 districts, namely: Sour, Saida and El-Nabatieh in Southern Lebanon; Baabda, Aley and Chouf in Mount Lebanon; Zahle in Bekaa; and Akkar and Tripoli in the North. A significant number of children to be supported reside in the Greater Beirut agglomeration, including in the city of Beirut.

#### Outcome 1:

- Support local and municipal entities in reinforcing their social service workforce and legal mechanisms to protect children and implement contingency and early action measures in case of massive new population displacements.

- A key priority will be to improve the coordination and response for children with disabilities to respond to the significant increase in the number of children with disabilities.

### Outcome 2:

- Engage girls, boys, and caregivers in community-based activities in community centres, including CDCs, SDCs, and collective shelters. Adopt mobile child protection activities in hard-to-reach areas.
- Support social and behaviour change initiatives to prevent harm to children and address negative coping mechanisms.
- Provide children and caregivers with Explosive Ordnance Risk Education outside of schools.
- Monitor and report on grave violations of children's rights in conflict areas, train duty bearers on IHL considerations with regard to children's protection and mobilise influential community members and families to prevent the occurrence of such violations against children.

### Outcome 3

- Provide individual support to girls and boys at heightened risk or with vulnerability to access essential services from other sectors and specialised child protection services, including case management, tracing and reunification, alternative care, response to abuse and violence against children, emergency cash and in-kind assistance, among others.
- Provide focused psychosocial support to children at medium to high risk of CP-GBV violations, which focused on emotional and peer support.
- Provide training to partners and frontline staff on using national child protection standard operating procedures, case management tools, focused psychosocial support curriculums, and strength and difficulties questionnaires, among others.

### GBV Strategy and Results

Subsector	Total PIN	GBV Target	Budget Requirement in USD	# of operational Partners
GBV	1,990,028	285,569	28,917,600	35

Under the overall strategy and framework of the Protection Sector of the LRP, the GBV sub-sector will work on the three complementary outcomes: strengthening national systems and the protective environment and legal framework; preventing GBV through community engagement and social and behaviour change initiatives; and provision of lifesaving, survivor-centred inclusive response services.

### Outcome 1:

To achieve this in 2025, the GBV sub-sector will continue to support the national and sub-national systems to enhance access of survivors to protective legal systems through:

- Capacity development of law enforcement/security, public institutions, and judicial actors to improve gender-sensitive and survivor-centred reporting of incidents and judicial procedures.
- Support to the MoSA in the coordination, leadership, and technical capacity on GBV provided at the national level and through SDCs (review of SDC framework including access to/provision of Case Management services).
- Development, review and roll-out of the national GBV SOPs and other relevant guidelines.
- Training initiatives to enhance the knowledge, skills and capacities of GBV response actors, including non-LRP partners, specifically local Women-led Organisations.
- Engage proactively with academic institutions to support/advance on curriculum development.

### Outcome 2:

In support of the longer-term goal of the GBV sub-sector to prevent and reduce GBV incidents and create an environment free of gender-based violence, Outcome 2 focuses on preventing gender-based violence from happening through community-level engagement, empowerment, and social behaviour change involving men and women, as well as girls and boys. With cultural and social norms prevalent, which normalise violence against women and girls, prevention programmes are critical interventions to reduce GBV through longer-term programmes at the community level. In 2025, GBV actors will continue to invest in a range of successful GBV prevention programs, including addressing IPV and child marriage through women and girls' empowerment, skill building, and engaging men and boys and community leaders to be champions of social behaviour change. Below outlines a non-exhaustive list of community-level GBV activities aiming at enhancing access to information on GBV services and social behaviour change programmes.

- **Information provision and awareness on GBV risks** and where and how to seek support through information and awareness sessions across communities, including those displaced, returning and others affected using the GBV sector flyer and specific referral pathways to link women and girls and others at risk of GBV to Women and Girls Safe Spaces (WGSS) and quality services.
- **Implementation of various targeted prevention programs which can include: Safe at Home model**, which aims to reduce intimate partner violence (IPV) by fostering safe household environments and addressing power dynamics within families through conflict resolution skills and strengthening family bonds,

including populations at higher risk, such as women and children with disabilities and older persons; **Girl Shine Program** aiming at empowering girls by educating them about their rights and how to protect those, providing life skills sessions, mentoring programmes and a curriculum on the prevention of child marriage rolled out with caregivers of adolescent girls; **Women Economic and Social Empowerment (EASE)** combining livelihood support with social empowerment to reduce GBV risks. Ongoing skills training sessions will be linked with the programme's vocational skills training, financial literacy workshops, and psychosocial support; **EMAP** aims at shifting harmful gender norms through reflective dialogues and mentorship programmes targeting men and boys.

- Cross-sectoral linkages with other social behaviour-change programmes such as the Qudwa programme that targets religious and community leaders.

The GBV sub-sector will strengthen the monitoring of the impact of longer-term, community-level prevention programmes based on which a prevention strategy will be developed by the sub-sector aligned with the MoSA.

### Outcome 3:

GBV is a serious human rights violation that has a profound negative and often long-lasting impact on the survivors. Immediate access to comprehensive, quality, survivor-centred services is a critical priority under the sub-sector. GBV actors ensure inclusive and equal access to GBV services including:

- GBV case management (CM) services based on the wishes and needs of the survivor; the case worker assigned to the individuals is responsible for ensuring the survivor's access to key GBV response services, including health, legal, safety, and security, as well as social work and financial support.
- In close collaboration with relevant sectors, such as health and the national MHPSS task Force, psychosocial support services such as individual counselling and psychological support are provided and integrated into GBV CM programmes, where possible.
- Provision of financial support through protection cash in line with the Protection sector Cash SOP to address an immediate risk and recurrent protection cash to sustain the impact and ensure the survivors' longer-term financial security and independence.
- Health and Clinical Management of Rape (CMR) service provision through the acknowledged and trained Ministry of Public Health Primary Health Care Centres and Clinics.
- Legal aid services provided by specialised lawyers and GBV specialists.

Through the log frame and development of sector-specific tools, progress on the above objectives shall be monitored by GBV actors. These tools include:

- Revised reporting results framework.
- Monitoring framework assessing barriers to access national systems, quality of response activities, and long-term impact on behaviour change programmes.
- Mapping tools on the engagement of women-led organisations.
- Mapping of WGSS and other GBV-related safe spaces.

The overall aim of GBV response services is to address the GBV risk and immediate needs, reduced risk of harm, support the recovery from shocks and improve self-reliance. All services should be inclusive to cater for the needs of all population groups regardless of the place of location, nationality, gender, age, or nationality/ status. Close collaboration will be done with SRH/health and CMR task forces and sectors to ensure alignment, common advocacy and identification of common needs and gaps. GBV actors will place a specific focus on ensuring all information material is inclusive of the different vulnerabilities of persons with disability and other marginalised groups.

In 2025, the sector is re-focusing on the quality-of-service provision for GBV survivors with dedicating monitoring tools in place to indicate satisfaction of survivors with the services. This shall be analysed regularly and used to enhance access and service provision throughout the year.

## Cross-Cutting Areas

### Sectoral Cash Assistance to address and mitigate protection risks

The Protection Sector maintains its comprehensive Protection Cash SOP, which will be updated to reflect the necessary changes and developments that have led to the amendments to the two Protection Cash modalities: one-off emergency cash assistance and recurrent cash assistance. The aim of protection cash is to support highly vulnerable individuals and families, who have experienced a shock, threat or protection risk and are unable to cope through their own or community resources. Cash assistance under the Protection Sector is a critical life-saving intervention which is implemented by all sub-sectors and reflected and reported in the sector log frame. Protection Cash is based on sectoral vulnerability and targeting criteria outlined in the SOPs and additional emergency-specific guidelines. It is, as such, complementary to cash assistance of other sectors, such as food and basic assistance, which is primarily based on socio-economic vulnerability of households. However, in line with other sectors' cash modalities and national cash assistance schemes, the Protection sector aims at aligning its transfer value (TV) to the national social protection scheme (ESSN) under the MoSA. The Cash for Protection procedures and harmonisation is ensured through the Protection Cash task force with members of all protection sub-sectors.

## Assumptions and Risks

The Protection Sector strategy is underpinned by five key assumptions/risks for 2025. For each assumption or risk, mitigating measures are outlined below:

### 1. Assumption: the cessation of hostilities will hold, and there will be no further large-scale internal displacement.

- Mitigating measures for this risk include: the sector will maintain design protection programmes flexibility to allow for potential changes in the context; based on learning from the 2024 escalation, key preparedness actions will be undertaken in Q1 of 2025 to ensure the sector is as prepared as possible for any potential escalation/population displacement; advocacy will be undertaken with donors to ensure flexible funding; capacity-building and coaching will be provided to CBOs in the most conflict-affected areas and to site management partners to prepare for potential escalation.

### 2. The situation in Syria remains fluid and to be observed to either stabilise, allowing for spontaneous returns, some individual voluntary repatriation in safety and dignity, or if the situation in Syria deteriorates, the expected smaller-scale influx of displaced Syrians to Lebanon should be considered.

- Mitigating measures, as above, includes advocacy to ensure safe, voluntary, and dignified return. In addition, ongoing advocacy and communication with the Lebanese stakeholders will be undertaken by UNHCR and HC to mitigate the risks of pressure of premature returns on displaced Syrians in Lebanon.
- Advocacy to ensure access to the territory and asylum for small-scale cross-border movements and the influx of those displaced Syrians pre-emptively fleeing from Syria or those with strong connections to Lebanon.

### 3. Despite declining intra- and inter-communal relations, social tensions will be contained with medium-impact incidents.

- Mitigation measures: programmatic adaption, protection and conflict-sensitivity mainstreaming and improved joint analysis between both Protection and Social Stability sectors.
- Ensure that the focus is on conflict-sensitive and community-based programming, building further social stability.

### 4. The Government of Lebanon, along with its local level structures, will continue to facilitate access to essential and quality protection services to all population groups despite the multiple challenges which public institutions face. Yet, the capacity of the national protection institutions will continue to be stretched. The scale of the protection risks and demand for protection services will

likely continue to exceed the capacity of the national protection system and the humanitarian protection response.

- Mitigating measures: the Protection sector will maintain a coordinated approach with relevant line ministries, particularly the MoSA and the Ministry of Interior and Municipalities at the local level. Advocacy with donors to support the Protection sector will be regularly undertaken to increase adequate and multi-year funding for protection interventions and other sectors critical to mitigating the drivers of protection risks. In addition, the Protection sector will maximise efficiency through coordination, collaboration and emphasis on localisation.

### 5. Community attitudes to sensitive protection issues will continue to limit access to key protection services, particularly for GBV survivors and child victims of family violence.

- Mitigating measures: Protection actors will conduct various activities with communities to build trust and support disclosure and referral of survivors/victims to key services.

## Identification of Sector Needs and Targets at Various Levels

The calculation of People in Need (PiN) for the Protection sector was done using the below-outlined approach and three different data points across CP, GBV and Protection sub-sectors:

- Severity of Areas Most Affected by the Conflict:** Data on the intensity and frequency of shelling at the district level was analysed to assess its direct impact on the population and infrastructure.
- Displacement Data:** The extent of displacement within each district was considered, including the movement of populations from high-risk areas to safer regions and the resulting strain on host communities.
- 2024 Overall Severity:** A comprehensive assessment of vulnerabilities and needs was conducted based on existing 2024 data, capturing economic, social, and security-related challenges across districts.

Additional considerations to confirm the final PiN:

- The highest value among these three indicators was selected for each district to determine the final severity level. This approach prioritised the most critical area/indicator influencing the PiN.
- Once the final severity categories were determined, specific percentages were assigned to each category to represent the proportion of the population likely to be in need of protection based on their specific characteristics and

vulnerabilities. These percentages were then multiplied by the population figures for each population group (e.g., displaced Syrians, Lebanese nationals, Palestine Refugees from Syria, Palestine Refugees in Lebanon, and Migrants) within each district.

- Finally, the results were aggregated across all districts to calculate the total PiN for the analysed population groups.

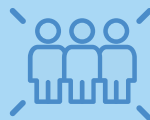
Sector	PiN	Target LRP	Target Flash	Budget LRP	Budget Flash
Protection	3,406,004	337,607	47,000,000	42	
	879,627	200,000	126m	10m	
GBV	1,990,028	285,569	80,000	28.9m	7.5m
Child Protection	976,251	337,607	130k	47m	9.5m

### Protection Flash Appeal

Linkage between LRP and the Flash Appeal: Flash Appeal activities include a similar but prioritised list of priority activities. These activities focus on ensuring access to information and awareness on GBV/CP and Protection risks and services, coupled with the provision of dignity kits. They also focus on ensuring access to case management services and protection cash at communal and safe spaces, such as women and girls safe spaces, safe shelters, and social development or community centres. Protection, CP, and GBV activities under the Flash Appeal are therefore embedded in and complementary to the ongoing LRP regular programming that addresses immediate and emergency-related risks across population groups.

## Flash Appeal

### Total Sector:



**TARGET:**  
200,000



**BUDGET:**  
USD 27M

### GENERAL PROTECTION



**TARGET:**  
200,000



**BUDGET:**  
USD 10M



**SECTOR LEADS:**  
UNHCR, NRC

### Sectoral Impact:

- Displacement and conflict have created a wide range of conflict-related protection risks and have exacerbated pre-existing protection risks
- Conflict-related protection risks include deaths and injuries as well as damage to civilian infrastructure, widespread psychosocial distress, increase in the numbers of persons with disabilities, exposure to unexploded ordnances, and loss of documentation.
- Displacement has undermined community support networks and increased family separation.
- All forms of violence, abuse and exploitation including labour exploitation, GBV and violence and exploitation of migrants and marginalized groups have increased
- Increase in social and communal tensions results in unequal access to services and shelter, including evictions and restrictive measures limiting return for Syrians who were displaced
- Increased isolation, exclusion and exploitation of persons with disabilities and older persons as a result of social norms and lack of inclusive shelter and humanitarian assistance
- Migrants stranded in unsafe conditions face immediate protection risks and limited access to services

## Immediate Needs:

- Access to information on services and rights for the displaced, returning and conflict affected populations
- Access to community-based protection interventions including community outreach volunteers, community centers, identification of persons with specific needs and referral to multisectoral services and support to CBOs, authorities and NGOs to reestablish protection services in conflict-affected locations
- Protection response services, including emergency case management, legal aid, psychosocial support, and protection cash to those most at risk, evacuation support as needed
- Increased support to specialized services for older persons and persons with disabilities, including assistive devices, non-food items and social support
- Monitoring and analysis of key protection risks to inform accountability mechanisms and intersectoral response to mitigate protection risks

## Priority Activities:

- Providing information to communities and humanitarian actors, on protection principles, and PSEA, as well as providing information on access to services, legal support, HLP, documentation, and risks from unexploded ordnances and damaged buildings.
- Strengthening community structures through outreach, two-way communication, and AAP mechanisms, alongside supporting CBOS through training, mentoring, and minor repairs to community centers.
- Emergency Response and Individual Support, including protection case management, psychosocial support, tailored assistance for individuals with specific needs, legal aid for documentation and eviction issues, cash for protection (emergency and recurrent), migrants previously registered for evacuations are provided with return to country of origin.
- Protection coordination, mainstreaming, monitoring of risks and human rights violations, cross-sectoral information sharing, and advocacy for the centrality of protection.

## CHILD PROTECTION



**TARGET:**  
130K



**BUDGET:**  
USD 9.5M



**SECTOR LEADS:**  
MOSA, UNICEF,  
TDH-ITALY

## Sectoral Impact:

- Exposure to armed conflict, forced displacement and destruction increases psychosocial distress and the need for comprehensive mental health and psychosocial support for children and caregivers.
- Children are at disproportionate risk of dangers and injuries from unexploded ordnances and unsafe and unstable infrastructure. Continuation of hostilities and heightened presence of military personnel and activity comes with inherent risks on the respect of children's rights and integrity.
- Prolonged displacement and hostilities increase the vulnerability of unaccompanied and separated children (UASC).
- Disrupted community networks, schooling and family unity create challenges in maintaining specialized services, care and safe environments.

- Children affected by the conflict face heightened risks of violence, abuse, neglect and exploitation, including the worst forms of child labor, trafficking and child marriage. Disruption of education and barriers for refugee or migrant children to resume learning increase the risk of exclusion and school drop-out.

### Immediate Needs:

- Immediate access to emergency case management for children at risk, including UASC those requiring alternative care solutions, family tracing and reunification, and access to essential goods and services to address their basic needs and resume education.
- Provision of PSS and psychological first aid (PFA) for affected children and caregivers, and for effective identification and referrals, including by school personnel and frontliners from other sectors.
- Support community-based protection mechanisms to identify children at risk and mobilize key stakeholders for their protection. Enhanced outreach, mobilization and communication on CP issues.
- Access to specialized services for child survivors of violence, including gender-based violence and mental health care.
- Establishment of safe and child-friendly spaces within shelters and informal collective sites, with dedicated facilitators and material. Ensure inclusion and adequate access and care of children with disabilities and specific needs.

### Priority Activities:

- Provision of emergency CP case management, including emergency cash, for UASC and other children at risk of violence, abuse, neglect, and exploitation.
- Provision of multi-layered psychosocial support interventions, with a growing emphasis on focused support for the most affected children and their caregivers.
- Dissemination of information on available CP services, access to CP services, the dangers of landmines, white phosphorus and explosive remnants of war.
- Equipping safe spaces and training of frontliners and community members on PSEA, child safeguarding, child friendly PFA and safe identification and referrals of children at risk.
- Supporting the monitoring, advocacy and trainings for the respect of children's rights, including on IHL, and in particular on the grave violations against children.

## GENDER-BASED VIOLENCE



**TARGET:**  
80K



**BUDGET:**  
USD 7.5M



**SECTOR LEADS:**  
UNFPA, UNHCR

### Sectoral Impact:

- Armed conflict and displacement disproportionately impact women and girls, placing them at increased risk of sexual exploitation, harassment, abuse and conflict-related sexual violence.
- Returning women and girls face high risks in specific areas in the South, Bekaa and Southern Suburbs of Beirut, where houses have been destroyed, centers have remained closed or inaccessible, increasing the need for services and assistance.
- Displacement of communities, staff and the destruction of safe spaces has disrupted access to essential GBV

services, such as case management, CMR, PSS, and safe shelters, with marginalized groups (including survivors with disabilities, mental health issues, migrant domestic workers in exploitative conditions, and non-Lebanese populations) facing significant barriers to accessing services.

- Insecurity has impacted the work modalities and functioning of several safe spaces, necessitating increased support and a transition to mobile service delivery.
- Context and socio-economic situation remain unstable and fluid with limited prioritization of services for GBV survivors and SRH/ MHM needs within affected families and limited awareness on available services, particularly for marginalized groups.

### **Immediate Needs:**

- Timely refer those at risk to effective and lifesaving GBV response services.
- Support the menstrual hygiene needs of women and girls and provide information on GBV.
- Increase community awareness on GBV and PSEA available services in accessible ways.
- Expand existing safe spaces including support repair needs to increase and reestablish access to GBV services as well as PSEA awareness.
- Capacity building for GBV responders, including training on case management, safe referrals, basic psychosocial support, and support to child survivors.
- Coordination with stakeholders to ensure GBV services are integrated across the response.

### **Priority Activities:**

- Information and awareness on GBV prevention and response activities.
- Distribution of dignity kits for women and girls of reproductive age.
- Provision of GBV case management including through emergency/ remote modalities.
- Distribution of emergency cash assistance for GBV survivors and those at risk of GBV.
- Provision of PSS interventions including in women and girls' safe spaces (WGSS).
- Upscaling and rehabilitating conflict-damaged safe shelters and safe spaces, with a focus on enhancing accessibility for survivors with disabilities.
- Capacity building of front-line workers and community groups on GBV.
- Enhance GBV coordination, Risk Mitigation and GBV risk assessments to inform the response.

### 3. MAINSTREAMING OF GENDER AND GBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, AND ENVIRONMENT

The Protection sector will continue the efforts and achievements made under the protection mainstreaming responsibility, particularly in ensuring the centrality of protection, gender and GBV, and PSEA. The Sector has two complementary responsibilities on protection mainstreaming:

a) Supporting other sectors' efforts and responsibility to mainstream protection in all their interventions by ensuring that protection principles are upheld and integrated into their work. This includes ensuring meaningful access, without discrimination, to all humanitarian assistance; prioritising safety, dignity and avoiding harm; promoting participation and empowerment of the community; and maintaining accountability to affected people. The Protection sector will support sector coordinators and specific focal points to develop a risk matrix based on which key humanitarian and protection principles should be upheld, and sectors are enabled to correct and address gaps or risks identified.

b) Continuing the ongoing work in the Protection sector to champion the mainstreaming of Gender, GBV, PSEA age, and disability, as well as enhance the mainstreaming of Conflict Sensitivity and Environmental issues. The Protection sector commits to continuing its mainstreaming efforts of related aspects, such as PSEA with close linkages with the PSEA Network and Network Coordinator, Environment, and Conflict Sensitivity.

**In 2025, the protection sector will focus on the following key mainstreaming priorities:**

- **A protection risk matrix for non-Protection sectors** was developed with support of Core Group members and UNOHCHR. Sector coordinators were consulted to increase risk analysis and development of mitigation measures.
- **Protection Mainstreaming Focal Points** will be identified across sectors and trained to support their sector's protection mainstreaming function, including through dedicated actions in each sector's work plan. The FP system will be linked to the Protection Mainstreaming Community of Practice to exchange good practices across organisations and sectors.
- **Build on existing protection analysis** to enhance an inter-sectoral approach to analysing age, gender, disability, and diversity protection risks across population groups where possible. This includes filling identified data gaps

and ensuring protection risks are considered and mitigated across sectors.

- **Accountability to Affected Populations:** enhanced IM capacity, analysis of current feedback and complaint mechanisms and two-way feedback tools will be implemented. Data on the Inter-Agency referral system will be analysed to identify community concerns and trends in service feedback for course correction. Trainings on the Inter-Agency referral tools, maintaining and updating the Inter-Agency online service mapping and referral reporting system will be reviewed and rolled out.

#### Conflict Sensitivity

- The conflict in the South and subsequent escalation across most parts of the country has resulted in **increased intra and inter-communal tensions, requiring a careful analysis of communal dynamics** to avoid any potential risks caused by protection programmes. Through protection monitoring activities, risks and drivers for community tensions are identified and addressed within protection programmes.
- Protection programming will be closely informed by **appropriate tension monitoring and conflict analysis** in a context where tensions related to perceived bias in aid provision are increasingly a source of tension. In 2025, the sector will ensure risk mitigation measures are in place to address risks resulting from its interventions, such as cash assistance and other targeted programs, to put in place adaptation or mitigation measures and prevent contributing to exacerbating tensions.
- **The Protection and Social Stability sectors** will continue working together to reduce the harmful impact of conflict, regional dynamics and instability, mitigating inter-community relations, safety and security incidents, and restrictive measures on the **lives of different affected groups, including displaced Syrians and refugees of other nationalities, migrants and other excluded groups**. In 2025, through dedicated Protection Monitoring programmes, the Protection sector will continue to **monitor conflict-specific communal tensions impacting affected groups, as well as pre-existing and continuing discriminatory and restrictive measures** specifically targeting the most excluded groups, such as access to humanitarian assistance

and shelter, forced individual and collective evictions, movement restrictions, economic measures, and others, to complement the analysis of the Social Stability sector and the Tensions. This information will be shared with relevant sectors for action to promote inclusion.

- The sector will also support its members by disseminating relevant guidance on conflict sensitivity, and up-to-date tensions report, as well as sharing opportunities for training on individual and institutional levels.

## Age, Gender, Diversity

- The Protection sector takes an intersectional approach to vulnerability, which includes disaggregation of all relevant interventions. This enhances age, gender, and disability analysis in order to identify protection risks and develop mitigation measures adapted to the diverse needs of women, girls, men, and boys, as well as to promote gender equality, particularly throughout its interventions.
- Protection programming aims to be gender-transformative; at minimum, however, it should be gender-responsive, avoid reinforcing existing stereotypes, and make efforts to understand the perspectives and experiences of diverse women, men, girls, and boys. Existing gender norms, including entrenched masculinity models, will be more systematically assessed and consistently addressed to ensure that the sector tackles gender dynamics, which are the root cause of some of the most complex protection issues, such as child marriage. The sector will promote the inclusion of gender mainstreaming and targeted action for gender equality and empowerment of women and girls in all protection mainstreaming activities.
- The sector will continue to support GBV risk mitigation and mainstreaming activities in line with the Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action. The sector will increasingly engage with grassroots women's organisations in order to support them and strengthen their capacities. The sector will also work on strengthening referrals, building capacity of humanitarian workers, and sectoral risk mitigation interventions based on localised safety audit results. In addition, a network of gender and GBV Focal Points was created in 2022 and will continue to be supported by the GBV WG and Gender WG.
- The GBV Coordinators will ensure that all sectors have appointed gender and GBV focal points who support the coordinator and members in mainstreaming gender and GBV into protection work. A gender and GBV Tipsheet has recently been developed, and training continues to be conducted for the sector's members. The GBV WG will continue technically supporting the gender and GBV focal points, developing key GBV mainstreaming tools, and delivering joint gender and GBV mainstreaming trainings for sector members in cooperation with the Gender Working Group.

- Persons with disabilities and their caregivers will be more systematically consulted, and their contributions will be reflected in programme design, implementation, and monitoring.
- The Inter-Agency mapping of services 24 will be regularly reviewed to ensure specialised services for persons with disabilities are identified, strengthened, and included in referral pathways.
- The sector will actively promote the use of contextually appropriate and verifiable data collection tools in the Protection and other sectors, as well as through inter-sectoral tools. This will allow for greater identification, better understanding of barriers to services, and equitable humanitarian activities for all.
- Closer attention will be paid to ensuring that programmes are accessible and inclusive across sectors, including the inclusive design of communication and information channels and materials and through the development and dissemination of adapted guidance.

## PSEA

The Protection sector, including all sub-sectors, reports on specific PSEA awareness activities with community members and on adhering to standards to ensure zero tolerance of SEA within the response. The Protection sector ensures the assessment of SEA-related risks, alignment to the PSEA SOPs for the Lebanon Response Plan, and regular review of feedback and complaints mechanisms for corrective actions by sector members where relevant. In addition, the GBV sector closely collaborates with the PSEA Network chairs. It ensures that response-specific referral pathways are updated, regularly circulated, and presented to the members of the PSEA network.

## Environment

Given the implications of environment-related issues on protection risks, including the displacement, destruction during the war, maintained threats of collective evictions and community tensions, the Protection sector will strengthen its coordination with the Social Stability sector on aspects of Solid Waste Management and WaSH to mitigate protection concerns. It will ensure that protection risks are included in the prioritisation of sites. Hygiene-related and environment-specific awareness messages will be delivered to all population groups, including children, through community structures to foster behaviour change regarding waste awareness and environmental risks.

# 4. LOGFRAME

## OUTCOME I: Affected people have increased knowledge of their rights and have access to an effective justice and protection system.

Indicator 1.1	Description	MoV	Unit	Frequency
% of persons with legal residence OR ID for LEB	For Syrians, refugees and migrants this refers to the % of the population who have legal residency. For Lebanese it refers to % who have valid identification. For definitions see UNHCR mandatory outcome indicators: 4.3b Number of refugees for whom residency status is granted or confirmed and for Lebanese: 1.3 Proportion of people with legally recognized identity documents or credentials	VASYR/ MSNA	%	Yearly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
18%	-	20%	NA	-	NA	1%	-	5%	1%	-	5%	70%	-	75%	-	-	-

Indicator 1.2	Description	MoV	Unit	Frequency
% of children under 5 whose births are registred	Standard global indicator of UNICEF and UNHCR. Refer to organisations indicator guidance for description	VASYR/ MSNA	%	Yearly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
56%	-	60%	99%	-	99%	99%	-	99%	NA	-	NA	49%	-	55%	-	-	-

Indicator 1.3	Description	MoV	Unit	Frequency
% of children under the age of 18 who experienced violent disciplinary practices	See indicator definition in MICS	VASYR/ MSNA	%	Yearly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Indicator 1.4	Description	MoV	Unit	Frequency
# of group evictions	NEW INDICATOR	UNHCR tracking tool	#	Monthly

SYR		
Baseline	Target 2024	Target 2025
89	-	-80

Indicator 1.5	Description	MoV	Unit	Frequency
Percentage of women (20-24) married before 18	% disaggregated by nationality, age and disability	VASYR/ MSNA	%	Yearly / every 2 year

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
-	-	4%	-	-	30%	-	-	15%	-	-	10%	-	-	3%	-	-	-

## OUTCOME 2: Affected people are safe, supported, and empowered in their community to contribute to positive change

Indicator 2.1	Description	MoV	Unit	Frequency
% of women, men, girls, and boys who report knowing how to report a complaint or provide feedback on humanitarian assistance	Cross-sectoral	VASYR/ MSNA GBV/ PRT/CP	# of individuals by nationality; women and men; disabilities.	quarterly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
71%	-	70%	NA	-	80%	NA	-	80%	NA	-	80%	NA	-	80%	NA	-	80%

Indicator 2.2	Description	MoV	Unit	Frequency
% of HH who are aware of specialized GBV services	Reflects the number of persons assessed through surveys who can direct to GBV services	VASYR/ MSNA GBV ONLY	% by nationality; women, men, boys, girls; and disability	yearly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
45%	-	58%	35%	-	46%	13%	-	25%	53%	-	68%	28%	-	35%	-	-	-

Indicator 2.3	Description	MoV	Unit	Frequency
# of sectors/clusters that included GBV risk mitigation actions in their response plan	Number of sectors of total humanitarian sectors with dedicated tipsheets, gender, and GBV FPs, protection mainstreaming activities included in strategy and work plan	GBV WG	# of sectors	bi-annually

NA		
Baseline	Target 2024	Target 2025
4	-	9

## OUTCOME 3: Individuals at heightened risk have access to quality specialized protection response services and durable solutions

Indicator 3.1	Description	MoV	Unit	Frequency
% of persons receiving protection and emergency cash assistance who report it contributed to addressing their protection risk/incident	Objective: This indicator looks at whether protection and emergency cash assistance provided under the protection sector is successful at addressing individual protection needs. It is measured through a scale. See below indicator guidance for support and to standardize reporting:  TOOL: Question: To what extent did your cash assistance contribute to addressing your protection situation?  OPTIONS: 1. significantly 2. somewhat 3. not at all  NUMERATOR: Number of respondents that answer 'significantly' or 'somewhat'  DENOMINATOR: Number of respondents  UNIT OF MEASURE: Percentage (%)  DISAGGREGATED BY: nationality and sex.  SUGGESTED DATA COLLECTION METHOD: Household visit or phone call  SUGGESTED DATA SOURCE: Outcome monitoring surveys	Activity Info through PDOM	% disaggregated by gender and disability	Bi-annually

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
90%	-	90%	90%	-	90%	90%	-	90%	90%	-	90%	90%	-	90%	90%	-	90%

Indicator 3.2	Description	MoV	Unit	Frequency
% of children aged 5-17 engaged in child labor	Standard global SDC indicator. Refer to global guidance	Child Protection/ VASYR/ MSNA	% disaggregated by gender, age, and disability	Annually

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
7%	-	-	5%	-	-	6%	-	-	7%	-	-	4%	-	-	NA	-	-

Indicator 3.3	Description	MoV	Unit	Frequency
% of survivors who are satisfied with GBV case management services	The indicator measures satisfaction with the quality of GBV case management services. The framework for reporting is included in the GBV M&E toolkit and GBVIMS online version  Partners report on # of persons receiving services and # of those satisfied with the service	GBV WG Partners	% disaggregated by gender, age, and disability	Quarterly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
NA	-	85%	NA	-	85%	NA	-	85%	NA	-	85%	NA	-	85%	NA	-	85%



@UNDP



## PEOPLE IN NEED

 2,081,603

## PEOPLE TARGETED

 547,350

## SECTOR APPEAL

 \$106,537,027

## CONTACT

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## SECTOR OUTCOMES

### OUTCOME 1:

Reduce immediate protection-related shelter needs of the most vulnerable households

- **Output 1.1:** Temporary shelters (informal settlements and non-residential buildings) and residential shelters (for protection/referral cases) hosting vulnerable populations are maintained in liveable and safe conditions

### OUTCOME 2:

Improve access to adequate shelter in disadvantaged areas for enhanced social stability







- **Output 2.1:** Residential shelters for vulnerable communities in disadvantaged areas are upgraded
- **Output 2.2:** Multi-sectoral assessments are produced for areas of vulnerable populations to facilitate sectorally integrated responses

### OUTCOME 3:

Enhance the contribution of national institutions and organizations to Lebanon's shelter and housing response

- **Output 3.1:** Capacity-building support to national organizations and institutions contributing to Lebanon's shelter response

## POPULATION BREAKDOWN

	PIN 2025	TARGET 2024	TARGET 2025
 PERSONS DISPLACED FROM SYRIA	786,000	442,007	316,042
 VULNERABLE LEBANESE	1,218,346	63,828	195,975
 PRS	6,613	3,145	3,145
 PRL	57,440	24,588	24,500
 MIGRANTS	13,204	7,688	7,688
 OTHER	-	-	-

# 1. SITUATION ANALYSIS

The multiple crises that have accumulated in Lebanon in recent years have led to an increase in poverty across all population groups, further straining vulnerable communities' access to basic services and housing. These challenges have been intensified by the escalation of hostilities over the past year, which resulted in the destruction of numerous buildings, loss of lives, and displacement of families, further overwhelming an already fragile shelter and service systems.

This critical situation is exacerbated by the country's acute shortage of adequate<sup>114</sup> and affordable housing – a longstanding deficit driven by a complex interplay of economic, political, and social factors. In 2024, an estimated 46 per cent<sup>115</sup> of people across all population groups live in inadequate<sup>116</sup> shelter conditions. Neighbourhood profiles<sup>117</sup> of vulnerable urban and peri-urban areas provide insight into the difficulties low-income Lebanese and non-Lebanese communities face in accessing secure, adequate, and affordable housing. These challenges have been worsened by the escalation of hostilities since October 2023 and their intensification in September 2024. This has resulted in the damage of 99,209 housing units,<sup>118</sup> loss of thousands of lives, and displacement of over 899,000 individuals,<sup>119</sup> placing additional strain on already fragile housing and service systems.

By November 25 of the year, the majority of displaced individuals (62%) were hosted in five districts: Chouf, Beirut, Aley, Saida and Akkar. Additionally, 64 per cent of displaced persons were forced to accept overcrowded living situations, with 33 per cent hosted by other households – an arrangement that increases the risk of tension, particularly in cases of prolonged displacement. Twenty-nine per cent of households resided in rented accommodation, while 21 per cent sought temporary refuge in over 1,015 collective shelters, many of which were of physically substandard.

Following the cessation of hostilities, 786,443 returning Internally Displaced Persons (IDPs) were recorded, while 201,820 individuals remained internally displaced, likely due to their homes being uninhabitable or located in inaccessible border areas. Among those still displaced, 8,972 individuals continue to reside in 151 collective shelters.<sup>120</sup>

Simultaneously, over the past year, the housing affordability crisis for the majority of vulnerable populations has worsened significantly.<sup>121</sup> This is particularly evident among displaced Syrians, whose rental costs increased by over 40 per cent<sup>122</sup> across all shelter types,<sup>123</sup> with similar rises impacting other vulnerable groups.<sup>124</sup> Anecdotal reports suggest that rents have tripled in areas where IDPs sought refuge, although concrete data to substantiate this remains unavailable. Additionally, there has been a substantial increase in dollarized rent, which reached 90 per cent<sup>125</sup> by June 2024 across all population groups, compared to 76.5 per cent during the same period in 2023. This shift is primarily driven by property owners and/or landlords seeking to safeguard their income streams in an increasingly volatile economic environment. The high cost of essential services, such as electricity and water, further compound shelter affordability challenges, with utility expenses surpassing rent in some regions.<sup>126</sup>

In 2024, approximately two per cent of displaced Syrian households were evicted<sup>127</sup> and an additional 1.5 per cent are expected to change accommodation in early 2025, mainly due their inability to pay rent. Given that 83 per cent of displaced Syrian households rent accommodation,<sup>128</sup> more than 60 per cent have incurred rental debt (ranging between 29.6 per cent for 1-2 months and 5 per cent for more than 6 months). Other vulnerable groups also face eviction risks, primarily due to their inability to pay rent. Among those renting, three per cent of migrants and nine

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- 114 None of the following conditions are present: structure in a dangerous condition, physical quality of shelter below shelter standard, overcrowding (<4.5 sqm per person).
- 115 This is a cross-population calculation (includes Lebanese, displaced Syrians, migrants, Palestine Refugees in Lebanon, and Palestinian Refugees from Syria) based on findings from VASyR and the MSNA, both conducted in 2023.
- 116 One or more of the following is present: structure in a dangerous condition, physical quality of shelter below shelter standard, overcrowding (<4.sqm per person).
- 117 UN-Habitat and UNICEF, 2021.
- 118 As of October 27<sup>th</sup>, 2024, as recorded by the Lebanon Interim Damage and Loss Assessment (DaLA), World Bank.
- 119 As of November 25<sup>th</sup>, 2024, as recorded by the International Organization for Migration's (IOM) Displacement Tracking Matrix (DTM) report, Round 65.
- 120 As of December 4<sup>th</sup>, 2024, as recorded by the International Organization for Migration's (IOM) Displacement Tracking Matrix (DTM) report, Round 66.
- 121 Women's groups in South Lebanon reported a stark increase in rental fees due to the displacement in the region, leaving many households even more vulnerable to the ongoing conflict, especially female-headed households at heightened risk of gender-based violence (GBV). Gender Alert on the Conflict in South Lebanon. December 2023. UN Women.
- 122 This represents a USD rent comparison between the third quarter of 2023 and 2024.
- 123 The sector recognises three shelter types: residential, non-residential, and non-permanent shelters. UNHCR, UNICEF, WFP, and VASyR 2024.
- 124 Multi-Sector Needs Assessment (MSNA), 2023.
- 125 UNHCR, UNICEF, WFP, VASyR 2024.
- 126 UNHCR, UNICEF, WFP, VASyR 2024.
- 127 UNHCR, UNICEF, WFP, VASyR 2024.
- 128 UNHCR, UNICEF, WFP, VASyR 2024.

per cent<sup>129</sup> of Palestine Refugees in Lebanon are at risk of eviction. Similarly, 15 per cent of Lebanese households rent their accommodation,<sup>130</sup> with three per cent facing eviction risks.<sup>131</sup>

The escalation of hostilities has resulted in the partial or complete destruction of more than 20,000 housing units,<sup>132</sup> further increasing pressure on the already strained housing market. As a result, competition for rental properties has intensified, driving up rental costs and reducing affordable housing options for vulnerable populations. This surge in demand is likely to increase evictions and deepen housing insecurity, particularly for vulnerable groups. In response, landlords may be incentivized to evict current tenants to rent their properties at higher rates, exacerbating the housing insecurity faced by vulnerable households. Moreover, a considerable number of Lebanese households, predominantly located in Beirut, are at risk of sudden eviction due to the potential expiration of the 1992 rental law. Originally introduced to safeguard vulnerable households during periods of inflation, the cessation of this law, without the possibility of extension, will likely lead to a sharp increase in rental costs for households that have benefitted from controlled rent since 1992.

Seventy-three per cent of displaced Syrians live in residential shelters while 10 per cent reside in non-residential shelters, and 17 per cent live in non-permanent structures in informal settlements. Notably, female-headed households are more likely to reside in informal settlements than male-headed households (24.9 vs. 16.4%). Overall, 52.4 per cent<sup>133</sup> of displaced Syrians

live in inadequate shelter conditions across the three shelter types.<sup>134</sup> The highest level of shelter inadequacy is observed in informal settlements, primarily due to the makeshift construction of shelters and the ad-hoc planning of site layouts. The large proportion of households residing in substandard shelters and accumulating rental debt highlight displaced Syrians' struggle to access affordable and adequate shelter.

Lebanese, Palestine Refugees in Lebanon, and migrants predominantly live in residential units, with less than 1.5 per cent residing in non-permanent or non-residential units. Forty-three per cent of Lebanese households and 43.7 per cent of migrant households live in inadequate conditions. Additionally, 42.6 per cent of Palestine Refugees in Lebanon shelter conditions are inadequate. These conditions are categorized as either at risk of collapse or uninhabitable due to leaks and unhygienic conditions and are often overcrowded.<sup>135</sup>

Amongst Palestinian refugees from Syria, 41 per cent are hosted in the twelve official Palestine refugee camps, which also accommodate 45 per cent of Palestine refugees in Lebanon. The remaining Palestine refugees in Lebanon and Palestine refugees from Syria live in areas adjacent to camps or other locations. In the Palestinian camps, the vast majority of the 14,000 buildings and 40,000 shelters were built without proper planning and safe engineering practices. They were constructed without a foundation using low-quality and inappropriate construction materials. As a result, many of them have cracks, leakages and in many instances structural failure' (UNRWA, 2017).<sup>136</sup>



129 Multi-Sector Needs Assessment (MSNA), 2023.

130 Multi-Sector Needs Assessment (MSNA), 2023.

131 Housing can be a factor in GBV survivors' abilities to leave violent home situations. Women often depend on their families for housing and lack rights to their homes. Usually, they may not be named on any lease agreement and do not have a separate income or ability to pay rent.

132 As of October 27th, 2024, as recorded by the Lebanon Interim Damage and Loss Assessment (DaLA), World Bank.

133 This is based on direct observations by VASyR 2024 enumerators when visiting the shelters.

134 15.1 per cent of Syrian female-headed households, compared to 5.8 per cent of male-headed households, report being hosted for free, raising a potential for exploitation that requires further exploration. This is particularly concerning also in relation to GBVIMS data, which shows a high percentage of sexual assault and exploitation perpetrated by landowners.

135 Multi-Sector Needs Assessment (MSNA), 2023.

136 UNRWA (2017), Inventory and Needs Assessment on Environmental Infrastructure and Environmental Health in the twelve Palestine refugee camps in Lebanon, Response Plan 2018 – 2021, Field Infrastructure and Camp Improvement Programme.

## 2. OVERALL SECTOR STRATEGY

### Theory of Change

The Shelter sector is committed to enhancing the protection of vulnerable populations in all their diversity, including gender, age, and disability, while fostering social stability through improved access to physically adequate shelters with secure tenure. The objective of improving access to adequate shelters is rooted in providing protection-focused assistance that addresses the shelter inadequacies among vulnerable households. This objective will be achieved through three interconnected entry points:

1. If the Shelter sector addresses immediate shelter needs during emergencies<sup>137</sup> by improving living conditions, then women, girls, boys, and men will have access to safe, private, and secure spaces. This will reduce physical and psychosocial health risks while fostering a sense of safety and well-being within their living environments, contributing to immediate relief and recovery.
2. If the Shelter sector adopts an integrated multisectoral approach in disadvantaged geographic areas, working collaboratively with other sectors to address shelter disparities, then the needs of vulnerable women, girls, boys, and men in these underprivileged regions will be met more effectively. This will not only improve shelter conditions but also promote peaceful coexistence and social stability, addressing broader social inequities.
3. If the Shelter sector invests in capacity development at national and sub-national levels, then local institutions and organisations will be better equipped to serve vulnerable populations. This will enhance the sustainability of interventions, strengthen institutional resilience, and pave the way for durable solutions to long-term shelter challenges.

### Assumptions and Risks

The following scenarios and associated risks may reduce the ability to achieve the above:

The Shelter sector strategy assumes a sustained cessation of hostilities, which would enable the return of IDPs. In collaboration with relevant authorities, sector partners will continue addressing the needs of affected populations in conflict-affected areas and those displaced to other regions. Should hostilities resume, whether in the South or across the country, increased displacement to host households, collective shelters, unfinished buildings, and informal settlements

is anticipated. As demonstrated in 2024, the Shelter sector will activate interventions outlined in the 'Emergency Shelter Strategy' that was developed for the hostilities response. The sector remains committed to updating plans to the evolving context, ensuring a timely coordinated response to meet the shifting needs of affected populations. Probability: Medium; Impact: Very high.

The Shelter sector assumes that funding for urban shelter interventions will help slow down or even reverse the trend of downgrading shelter types and conditions, including for those affected by the escalation of hostilities. The destruction of housing units and shelters has displaced thousands, necessitating immediate interventions, including conditional cash assistance, to support affected populations in returning to their homes safely and with dignity. However, a further reduction in funding available to the sector has limited partners' ability to assist households with shelter vulnerabilities, leaving some districts currently without any Shelter sector partner coverage. The sector will continue to advocate with donors on the protection dividends of adequate shelter, tenure security, and the criticality of the housing sector in fostering sustainable development generally. Probability: High; Impact: Very high.

A key assumption for the sector is the ability to provide conditional cash assistance at a sufficient level to mitigate evictions by assisting in vulnerable households with rental payments. The transfer value of the Cash for Rent (CfR) programme is directly linked to the residential rental market, which has become almost entirely dollarized and is rapidly adjusting to pre-economic crisis prices. Rent prices have also increased drastically in many regions due to the growing demand for affordable housing, driven by the displacement of thousands of households following the recent escalation in hostilities. This poses a risk to the effectiveness of CfR transfers in mitigating eviction risks, as rising rental costs may outpace assistance levels. Through establishing a 'Cash for Rent Transfer Value Dashboard', the sector has worked to harmonise the Cash for Rent amounts since February 2022.<sup>138</sup> The adopted methodology has been integral in responding to the challenges of the rental market fluctuations and the regional differences between governorates. Probability: Very high; Impact: Very high.

The sector assumes shelter interventions will improve the accessibility of female-headed households, women at risk, groups facing social challenges, persons with disabilities, and older people to adequate shelters. The significant rise in poverty over the past five years, combined with the destruction of thousands of housing units during the hostilities, and the subsequent increase in competition for affordable housing, will inevitably limit the ability of vulnerable populations to secure adequate shelter. This strain is likely to result in pressure

<sup>137</sup> This includes responding to the escalation of hostilities and adapting shelter interventions to meet the urgent needs of displaced populations.

<sup>138</sup> Rent disbursement maximums are set at the governorate level using quarterly average rent data from the Protection Monitoring Survey and then validated by regional coordinators and partners. Dashboard [link](#)

to downgrade shelter standards or reduce access to essential services to meet other basic household needs. The impact can be expected to disproportionately affect female-headed households, persons with disabilities, and the elderly. The sector will continue to prioritise these demographics for tailored assistance. It will also collaborate with the Protection sector to raise awareness of Housing Land and Property (HLP) rights amongst households, property owners, and relevant national entities. Probability: High; Impact: Very high.

The successful implementation of integrated multi-sectoral interventions depends on the Inter-sector's adoption of the approach. The sector will work to demonstrate the added value of adopting an area-based, multi-sectoral, and coordinated response, as failure to do so may compromise partners' ability to secure funding. The sector will formulate good practice guidelines, including local case studies for dissemination amongst donors, other sectors, and local entities. Challenges in securing adequate funding remain the largest obstruction to sustainable results. Probability: Medium; Impact: High.

The Shelter sector recognises the importance of ensuring local availability of construction and shelter materials for the successful implementation of shelter programming. However, the sector also acknowledges the impact of the hostilities on the market, as the damage of thousands of housing units has driven up the demand for construction materials, causing significant price surges, particularly in governorates most affected by conflict. To mitigate these challenges, the sector will collaborate with relevant sectors conducting market assessments to track price fluctuations and evaluate their potential impact on shelter programming. Additionally, the sector will closely monitor the procurement of shelter materials, ensuring alignment with the winterisation programme to facilitate timely interventions. Priority will be given to procuring materials for urgent needs. Lastly, the sector will update contingency stock databases and assess warehouse capacities across the different regions to enable efficient prepositioning and distribution of shelter stock. Probability: Medium. Impact: High.

The sector assumes that shelter programming will proceed without major disruptions to its work schedule. However, the escalation of hostilities has led to road blockages and accessibility constraints, adversely affecting the sector's service delivery. Furthermore, increased governmental procedures linked to security concerns in the past year have also impacted the timely implementation of the shelter winterization programme. In response, the sector is committed to maintaining updated business continuity and contingency plans, ensuring their relevance to effectively mitigate the impacts of operational disruptions while maximising service delivery. Probability: High; Impact: High.

## Sectors Results: LRP impacts, sector Outcomes, Outputs

### Expected Results

The Shelter sector contributes to all four of the LRP's Strategic Objectives:

- Strategic Objective 1 'Ensure protection of vulnerable populations'
- Strategic Objective 2: 'Provide immediate assistance to vulnerable populations'
- Strategic Objective 3: 'Support service provision through national systems'
- Strategic Objective 4: 'Reinforce Lebanon's economic, social, and environmental stability'

The sector's response is structured around three key outcomes:

#### **Outcome 1: Reduce immediate protection-related shelter needs of the most vulnerable households.**

This outcome contributes to Impact 1 of the LRP: *Vulnerable populations live in a safe protective environment*. The objective is to mitigate the deterioration of shelter conditions and/or reduce tenure insecurity for households with acute needs by providing protection-focused shelter assistance.

Providing humanitarian shelter assistance to households in residential buildings, non-residential buildings, and informal settlements, where hazardous conditions are prevalent, can positively impact the overall well-being and contribute to the physical protection of vulnerable households. Delivering protection-focused shelter assistance will safeguard vulnerable households' health, privacy, safety, security, and dignity. Such assistance can mitigate the impact of emergencies such as fires, floods, evictions, adverse weather events, and secondary displacement. It also helps mitigate the knock-on effect of shelter inadequacy on vulnerable households, including worsening the protection and health needs.<sup>139</sup>

For the outcome to be achieved, it is assumed that:

- Assisted households will properly utilise shelter materials or cash assistance in line with sectoral guidance.
- Landlords, particularly those owning low-quality shelter units, will be incentivised to reduce rental fees and formalise rental agreements in exchange for shelter upgrades or cash assistance.

<sup>139</sup> For instance, sealing of shelters (weatherproofing) can enhance the effectiveness of the winter support activities of the Basic Assistance sector, such as cash for fuel or the provision of stoves. Also, installing partitions within a shelter to separate the sleeping spaces can reduce the risk of GBV.

These interventions will prioritise female-headed households, persons with specific shelter-related risks, and socially excluded groups.

**Output 1.1: Temporary shelters (informal settlements and non-residential buildings) and residential shelters (for protection/referral cases) hosting vulnerable populations are maintained at liveable and safe conditions.**

The Shelter sector utilises several modalities to improve the shelter conditions of vulnerable households residing in informal settlements. These modalities include:

- The provision of shelter materials (weatherproofing) through in-kind assistance.
- The provision of fire-fighting equipment coupled with fire prevention sensitisation.
- The improvement of site conditions to enhance accessibility and facilitate assistance delivery.

In 2024, the Shelter sector updated the weatherproofing guidance note and assessment while also tightening the eligibility criteria for the distribution of shelter kits to enhance prioritisation.<sup>140</sup> To ensure effective weatherproofing, the sector shared technical guidance and manuals with beneficiaries on recommended practices in shelter maintenance.<sup>141</sup>

Non-residential structures (such as schools, garages, factories, workshops, etc.) are not originally designed for residential use and are considered unsuitable for living by default. These shelters are severely underserved by the response,<sup>142</sup> creating hidden pockets of vulnerability due to low visibility and the need for recurrent shelter assistance to maintain acceptable living conditions.

The hostilities have displaced vulnerable households in conflict-affected areas, forcing them to seek refuge in individual or collective non-residential shelters,<sup>143</sup> which often lack safe spaces for women and girls. These shelters are found to be critically substandard,<sup>144</sup> presenting significant protection vulnerabilities linked to safety and privacy due to shared facilities such as toilets and kitchens. Additionally, environmental risks are heightened, considering the precarious state of infrastructure in such locations.

Effective shelter and WaSH interventions can improve living conditions in these shelters. Activities such as weatherproofing and minor repairs, as well as utilising construction material, are implemented to seal shelters from external elements and improve their privacy, safety, and security.<sup>145</sup>

In 2024, the sector leveraged conditional cash assistance to mitigate eviction threats and respond to actual evictions amid worsening economic conditions.<sup>146</sup> In 2025, the sector will continue to provide Cash for Rent (CfR) as:

- A standalone intervention in adequate residential shelters.
- A combined intervention alongside shelter upgrades in substandard residential shelters.

Assistance will focus on socio-economically vulnerable households struggling to meet their rental obligations. The aim is to effectively mitigate eviction risk and offer a temporary rent safety net for up to 12 months, particularly for households recovering from shocks or emergencies, including those displaced due to the escalation of hostilities.

This intervention will be implemented as part of a holistic approach in collaboration with the Basic Assistance and Protection sectors to mitigate the impact of evictions. The sector will also explore leveraging Cash for Rent (CfR) to facilitate the relocation of vulnerable households from collective shelters to more stable and dignified living arrangements.

Coordination with the Protection sector is essential to effectively identify and address potential protection risks associated with cash assistance for eviction prevention. This includes revising and implementing mitigation measures outlined in the “National Guidance Note on Individual Forced Eviction.” Similarly, collaboration with the Cash Working Group (CwG) is crucial to ensure complementarity, alignment, and harmonisation of cash assistance efforts across sectors.

The sector will also address shelter needs of vulnerable households living in inadequate residential shelters by implementing physical upgrades coupled with tenure security enhancements.<sup>147</sup> This approach involves conducting due diligence checks and collaborating closely with the protection sector, especially legal actors. Shelter partners will facilitate the

140 Eligibility for shelter kit assistance is based on the Informal Settlement’s location and size. Sites with fewer than five tents or not forming a cluster of at least nine tents within 200 meters are excluded. Additionally, the sector considers previous years’ household eligibility in the assessment and selection process for equitable support.

141 People with specific needs, such as older persons and female-headed households, often face challenges in weatherproofing shelters due to limited skills or abilities. This reliance on external help can increase exploitation risks, particularly for women and girls. To address this, the sector will offer tailored assistance and labour support.

142 Despite extensive advocacy by the Shelter sector to highlight the needs and vulnerabilities of households residing in non-residential shelters, funding for repairs remains critically low.

143 In factories, farms, resorts, hotels and schools, households share facilities such as the kitchen and/or bathrooms.

144 During the 2024 hostilities, the shelter sector repaired and upgraded temporary collective shelters to ensure safe, dignified living conditions. In 2025, efforts will focus on supporting those still in use through repairs, maintenance, and support for displaced individuals.

145 Additionally, attention must be given to the 2 per cent of displaced Syrians residing in non-residential collective shelters before the Lebanon-Israel conflict, as these shelters may become overcrowded with the influx of more internally displaced households.

146 Collaborative dispute resolution (CDR) will be employed, including legal mediation between tenants and property owners, where its impact has been demonstrated in specific circumstances such as overturning eviction, extending eviction notice, drafting a rent instalment plan, and supporting retrieval of confiscated belongings or documentation.

147 Through the provision of a dedicated cash mechanism, refer to the technical note on the upgrading of residential shelters.

signing of lease agreements between landlords and tenants for a minimum of 12 months following the completion of shelter improvements. This will include strengthening safe access for women to rent in their names.

### **Outcome 2: Improve access to adequate shelter in disadvantaged areas<sup>148</sup> for enhanced social stability.**

This outcome contributes to Impact 4, 'Mitigated deterioration in the economic condition of vulnerable populations', and Impact 5, 'Social Stability is strengthened in Lebanon'. It will be achieved by improving access to affordable housing that meets minimum<sup>149</sup> or mainstream<sup>150</sup> shelter standards for vulnerable populations. This will be done through targeting geographic areas of multi-sectoral vulnerability and through multi-sectoral assessments/profiling and upgrading of vulnerable areas.

An area-based coordination enables a holistic, multi-sectoral assessment to identify needs and provide targeted assistance to vulnerable households within a defined geographic area. Area-based coordination mechanisms can provide a useful framework to promote joint leadership with national partners and local authorities. Through collaborative efforts with municipal authorities tasked with the medium to long-term development of a neighbourhood or municipality, area-based coordination mechanisms create opportunities to align humanitarian responses with the goal of fostering long-lasting benefits.

For this outcome to be achieved, it is assumed that:

- Involved sectors will coordinate successfully towards implementing a multi-sectoral programme.
- Landlords will approve shelter upgrades in exchange for favourable tenure conditions benefiting the targeted population.

#### **Output 2.1: Residential shelters for vulnerable communities in disadvantaged areas are upgraded.**

In 2025, the Shelter sector will continue working towards sustainable living conditions by improving access to adequate shelters in disadvantaged areas. This will be achieved through:

- Repairing or upgrading of residential shelters to ensure they meet minimum or mainstream standards.
- Improving common areas within substandard residential and non-residential shelters.

This approach is rooted in understanding the multi-sectoral needs of vulnerable areas (e.g., disadvantaged neighbourhoods, areas affected by the latest conflict, adjacent areas of Palestinian refugee camps and villages). It will serve as a basis for coordinating and implementing shelter repair or upgrading either through a single-sector approach or within a multi-sectoral area-based framework that augments the stock of low-income housing in coordination with other sectors, mainly Protection, Water and Social Stability.

Additionally, the sector will collaborate with municipalities and other service providers to strengthen their capacity in leading these processes. This will help mitigate multi-dimensional risks facing urban vulnerable households through sustainable and accountable institutional structures.

Moreover, the sector will encourage partners to focus on sectoral and geographical coordination, particularly in dense, urban areas where:

- Vulnerable households are not readily distinguishable from other households through visual inspection.
- Communities are mixed and inter-communal tensions may exist.
- Competition over basic services and resources is increasingly quoted as a tension driver.
- Governance institutions with mandates over the area may lack the capacities to regulate and/or deliver public services and goods.

To improve coordination, partners will use area-based coordination mechanisms as an organizing framework for enhanced collaboration between the humanitarian community and national institutions and organisations in ways that contribute to stabilisation.

#### **Output 2.2: Multi-sectoral assessments are produced for areas of vulnerable populations to facilitate sectorally integrated responses.**

In geographically defined disadvantaged areas,<sup>151</sup> partners will

- Gather and/or use existing multi-sectoral data to analyse key factors affecting shelter conditions.
- Assess population characteristics, demographic pressure on basic services, housing stock quality, rental market trends,

148 Disadvantaged areas are regions that experience social, economic, and/or environmental challenges, leading to limited access to basic services, infrastructure, and opportunities for residents. These areas often have high poverty rates, inadequate housing, poor healthcare and education systems, limited employment opportunities, and vulnerability to environmental risks.

149 This refers to shelters that provide a baseline level of protection and dignity for those in need of shelter assistance. These standards ensure basic level of safety, security, and functionality in shelters.

150 This refers to shelters that meet commonly accepted or widely recognised standards for quality, safety, and functionality. These standards may encompass considerations such as structural integrity, protection from the elements, provision of basic amenities, and adherence to safety and hygiene requirements.

151 Areas will be identified through the Inter-sector's mapping of the most vulnerable cadastres, utilising a multi-vulnerability index indicator to ensure a targeted and data-driven approach.

governance characteristics, and intercommunity tensions.

Partners will use such holistic understanding to programme shelter interventions that support both host and displaced communities. These interventions will also include identifying and implementing community support projects at the building, plot, and community/neighbourhood level spaces driven by community involvement,<sup>152</sup> engagement, and (where possible) utilising the skillsets of local tradesmen.

### **Outcome 3: Enhance the contribution of national institutions and organisations to Lebanon's shelter and housing response.**

This outcome contributes to Impact 3: *Vulnerable populations have equitable access to basic services through national systems.*

This will be achieved by:

1. Promoting knowledge generation through national studies and reports on shelter and housing.
2. Strengthening partnerships with national and subnational organisations and institutions.<sup>153</sup>
3. Advancing localisation efforts by strengthening national NGO engagement in coordination and response mechanisms.

Additionally, localising humanitarian response is a process of recognising, respecting, and strengthening leadership by local authorities and the capacity of local civil society<sup>154</sup> in humanitarian action to better address the needs of affected populations. As such, the Shelter sector will continue to build on cumulative efforts of the Inter-Agency to promote locally-led assistance provided through national systems to improve the shelter and housing situation in Lebanon.<sup>155</sup>

For this outcome to be achieved, it is assumed that:

- National institutions and organisations will actively participate in capacity-building initiatives such as training sessions and workshops<sup>156</sup> held by the Shelter sector.
- The Government of Lebanon will maintain its interest in exploring steps towards establishing a national housing policy.

#### **Output 3.1: Capacity-building support to national organisations and institutions contributing to Lebanon's shelter response.**

In 2025, the Shelter sector will reinforce its commitment to localisation by strengthening the capacities of Lebanese entities and organisations. This will enhance efficiency and contribute to stabilisation efforts through targeted capacity-building in

two key areas:

1. Addressing the shortage of adequate and affordable shelter, ensuring accessibility for vulnerable households.
2. Strengthening emergency response capabilities, as demonstrated during the latest Israeli conflict, particularly in delivering emergency shelter support to affected households, including on-site coordination and management of collective shelters, where needed.

This will involve initiatives such as sensitisation, information generation and dissemination, GBV protection, and capacity-building exercises.

In collaboration with national organisations and institutions, the sector will promote knowledge generation and management by conducting national studies and reports relevant to shelter and housing.<sup>157</sup> In 2025, this body of knowledge will be consolidated, synthesised, and augmented by partners to deepen the understanding of Lebanon's housing sector in terms of both short-term shelter needs and longer-term housing market supply-demand issues. A robust evidence base will be necessary to inform the Government of Lebanon's national housing policy discussions, and for development-orientated actors.

## **Identifying Vulnerability and Complementary Targeting: Linkages to Water, Site Management and Coordination (SMC), Livelihoods, Social Stability, and Protection.**

### **Social Assistance and Services: Linkages with WaSH, SMC, Social Stability, and Livelihoods.**

The Shelter sector will closely collaborate with the above sectors at the national and sub-national levels to foster efficient joint coordination and programming to pursue the following:

#### **WaSH Sector:**

- Coordinating efforts to improve water and sanitation in residential and non-residential buildings. The Shelter sector will focus on unit and building-level interventions, while the WaSH sector will handle infrastructure upgrades beyond

<sup>152</sup> Including women's voices regarding safety, facility design, and accessibility.

<sup>153</sup> National NGOs as well as public, private, and academic sector entities.

<sup>154</sup> In a demographically representative manner.

<sup>155</sup> Involved stakeholders will be encouraged to serve the most vulnerable based on common targeting and eligibility criteria.

<sup>156</sup> Collaboration with other sectors/entities will be sought as needed to enhance the effectiveness of these initiatives.

<sup>157</sup> Like all shelter products, such information production and dissemination will be managed in ways that do no harm social cohesion.

the building, such as connections to public networks. This collaboration is particularly crucial in high-pressure, underserved areas. For the hostilities response, roles are outlined in the Collective Shelter Repair Guidance Document to ensure effective coordination and resource use.

- In informal settlements, site improvements and flood risk mitigation will involve separate but coordinated activities. The Shelter sector will align its activities, such as weatherproofing, site upgrades, and fire risk mitigation, with the WaSH sector's ongoing needs assessments, prioritising disaster-prone areas to minimise environmental impacts.
- The Shelter sector will upgrade common areas within buildings, including repairs to water and sewage pipes, stairwells, and lockable doors/gates. Buildings without public water/sewage network connections will be referred to the WaSH sector for appropriate intervention.

#### **Site Management and Coordination Sector (SMC):**

- Through collaboration with the SMC sector, collective sites are adequately prepared and maintained to accommodate displaced households, ensuring a stable and organised shelter environment.
- This coordination aligns with minimum standards for site management, addressing critical needs in protection, privacy, health, and safety.
- The SMC sector actively monitors shelter conditions and identifies major repair<sup>158</sup> needs that exceed standard care,<sup>159</sup> allowing the Shelter sector to respond swiftly and maintain safe, dignified conditions for displaced families.
- The decommissioning of collective shelters is spearheaded by the SMC sector, with the Shelter sector providing implementation support upon formal request and under SMC sector guidance, contingent on the availability of funding.
- The SMC sector is planned to transition back under the leadership of the Shelter sector as a Technical Committee following the conclusion of the Flash Appeal period, provided that the situation does not necessitate the sudden activation of a large number of collective sites.

#### **Livelihoods Sector:**

- Shelter activities are also an opportunity to generate income in areas with high unemployment. The sector will actively inform the Livelihoods sector of urban areas where livelihoods have emerged as a crucial need as identified through area-based assessments and interventions. To maximize the impact of the sectors'

respective interventions, the possibility of providing trainees/beneficiaries of Livelihood sector activities with employment opportunities through shelter contractors will be explored.

- The sector will work closely with the Livelihood sector to identify programmes that could enhance shelter beneficiaries' ability to self-sustain following the end of the shelter assistance period. Priority will be given to opportunities in the circular economy sphere, achieving joint social and environmental benefits.

#### **Social Stability Sector:**

- Collaborative efforts to establish guidelines and recommendations on dismantling vacant tents and decommissioning latrines in informal settlements. This includes working with the Social Stability sector on solid waste management—mainly construction and shelter materials—and with the Livelihoods sector to identify skilled workers who can be employed to implement the required work as defined in the guidelines.

#### **Protection Sector**

To achieve its strategic outcomes for the protection of vulnerable populations, the Shelter sector will continue to prioritise coordination with the Protection sector in the following key areas:

- Strengthening referral pathways between Shelter and Protection sectors, in particular for cases of forced evictions and people with specific needs, including older persons at risk, female-headed households, and persons with disabilities. Ensuring timely and coordinated referrals is crucial for achieving effective cross-sectoral eviction prevention and response intervention with the Protection and other relevant sectors to achieve eviction deviation, relocation, and mitigation of impacts. This includes collaborative dispute resolution, legal counselling, and providing assistance and representation for housing, land, and property rights (HLP) as required, all contributing significantly to mitigating eviction risks.
- Close coordination and collaboration between the Shelter, Protection and Social Stability sectors through the Eviction Task Force to update the jointly developed "National Guidance note on individual forced eviction." This includes revising the response to individual evictions<sup>160</sup> and continuously updating the sector's roles and responsibilities regarding preparedness, prevention, and the promotion of a cross-sectoral response.
- Recognising their pivotal role in facilitating access to adequate housing, ensuring security of tenure, and

<sup>158</sup> Such as partitioning, roofing, water and sewage connection repairing, and electrical work.

<sup>159</sup> The Shelter and SMC sectors will develop a note on the classification of care and maintenance work that could be addressed by the site management agency.

<sup>160</sup> Including the revision of the Cash for Rent technical guidance document.

addressing broader Housing, Land, and Property (HLP) considerations are critical areas for engagement with the Protection sector. In 2025, Shelter and Protection sectors will jointly work on HLP issues through regular thematic discussions between partners to ensure a strong and collaborative cross-sectoral response to eviction prevention and response. HLP rights will be mainstreamed throughout sector interventions, with sensitisation programming already undertaken by some partners, to be adopted more widely. Shelter partners will be supported to conduct information and awareness sessions on the HLP rights sector. They will continue to work closely with the Protection sector to update HLP technical guidelines<sup>161</sup> that foster tenure security, especially for female-headed households, Persons with Specific Need, and socially excluded groups.

## Identification of Sector's Needs and Targets

In 2025, the Shelter sector will be targeting 613,908<sup>162</sup> individuals, including Lebanese, displaced Syrians, Palestinian households, and migrants. This represents a 13.4 per cent increase from 541,256 individuals targeted in 2024.

While targets for all population groups have been adjusted downward to reflect the progress achieved in 2024, stricter eligibility criteria for weatherproofing assistance in informal settlements have resulted in a reduced target for displaced Syrians. However, these reductions have been offset by increased shelter needs among vulnerable individuals impacted by hostilities, leading to an overall rise in the sector target to address evolving shelter needs.

The Shelter sector strategy integrates the following considerations when planning and prioritising targeted shelter interventions for vulnerable households:

- The Shelter sector revised its weatherproofing guidance and assessment and refined shelter kit eligibility criteria to improve prioritisation, while government restrictions on shelter materials in informal settlements remain in place.
- While efforts to reduce overcrowding in residential and non-residential shelters are supported in principle, this has proven achievable only when available housing options are adequate and affordable. The sector recognises that households favour to remain within their existing social, work, and educational opportunities except when facing a threat to their physical safety or other serious protection risks.
- Some substandard buildings, particularly those in the non-residential category, offer such inadequate living conditions that the cost and legal documents/permits required to upgrade them to minimum standards are to be deprioritised and will be considered out of scope for Shelter partners.
- Buildings in dangerous conditions<sup>163</sup> requiring extensive evaluations and investments beyond the sector's capacity will be excluded, with advocacy for household relocation undertaken with authorities and landlords.
- Urban and peri-urban interventions will prioritise those at heightened risk, including individuals facing eviction-related protection risks (e.g., extortion, forced labour, GBV, and homelessness) and marginalized groups such as persons with disabilities, older persons, and survivors of abuse.
- Regarding shelter assistance for households affected by the escalation of hostilities, targeting will focus on landlords whose homes have been lightly or moderately damaged. Assistance will be provided directly to landlords in the form of repair or rehabilitation support. This methodology differs from the LRP shelter targeting, which prioritises vulnerable households renting shelters as the primary beneficiaries, rather than landlords.
- Within the targeted cohorts, the Shelter sector will further prioritise its interventions for individuals with specific shelter needs due to certain common characteristics and/or circumstances. This includes female-headed households, households with at least one person with specific needs, such as those living with disabilities, older persons at risk, individuals from socially excluded groups, and survivors of GBV (including sexual exploitation and abuse).<sup>164</sup>

## Target Figures by Nationality

Targets by shelter intervention at the country level are as follows:

### Displaced Syrians

The shelter needs for displaced Syrians in 2025 build on those identified through the 2024 VASyR (Vulnerability Assessment of Syrian Refugees in Lebanon) and are extrapolated to encompass the entire displaced Syrian population, estimated at 1.5 million individuals.

161 An HLP Temporary Technical Committee will be reactivated in order to help address HLP issues and advise on integrating HLP programming into the planned shelter rehabilitation and repair program.

162 This excludes the 227,500 individuals budgeted for assistance under the Flash Appeal as part of the emergency response to the border hostilities. Details on targeting are mentioned in a separate section below.

163 Shelters that have structural or other physical damage that might pose a threat to residents. This applies only to residential and non-residential buildings.

164 Activities reported on ActivityInfo are set up to be disaggregated by nationality cohort, gender [female-headed household] and Persons with Specific Needs.

The identified figure for people in need (786,000 individuals) is derived from the 52.4 per cent<sup>165</sup> of displaced Syrian households residing in inadequate shelter conditions,<sup>166</sup> regardless of their registration status. Given the minimal variation in VASyR results between 2023 and 2024, the sector's 2025 target is an extension of the 2024 target. This target has been refined through strategic considerations previously outlined and adjusted to account for the sector's achievements in 2024. This approach aligns with the two-year LRP cycle, ensuring a targeted response to address both remaining gaps and emerging priorities.<sup>167</sup>

As a result, the sector will target a total of **382,600**<sup>168</sup> displaced Syrians with shelter assistance (2024: 442,007; 2023: 561,660; 2022: 587,560; 2021: 573,445) as per the following breakdown:

- 167,053 individuals<sup>169</sup> (11% of all displaced Syrians) living in informal settlements (2024: 223,098; 2023: 277,379; 2022: 260,087; 2021: 252,000; 2020: 240,000 individuals; 2019: 246,000 individuals; 2018: 208,800 individuals).
- 81,336 individuals<sup>170</sup> (5.4% of displaced Syrians) living in substandard physical conditions in residential buildings (2024: 84,595; 2023: 96,957; 2022: 152,737; 2021: 133,665; 2020: 237,374 individuals; 2019: 225,300 individuals; 2018: 182,998 individuals).
- 71,564 individuals<sup>171</sup> (5% of displaced Syrians) living in substandard conditions in non-residential buildings (2024: 72,585; 2023: 84,856; 2022: 81,452; 2021: 74,520; 2020: 53,198; 2019: 87,400 individuals; 2018: 67,680 individuals).
- 62,647 individuals (4% of displaced Syrians) to be assisted with Cash for Rent. (2024: 61,729; 2023: 102,468; 2022: 82,055; 2021: 65,320; 2020: 22,500).

## Vulnerable Lebanese

The figure for people in need (1,218,346 individuals) is based on the 25.6 per cent<sup>172</sup> of vulnerable Lebanese residing in structures that are either in dangerous conditions or physically substandard across all governorates, excluding the South and El Nabatieh.

In these two governorates, the needs surpass the MSNA estimates due to the significant destruction caused by the hostilities, which have impacted the homes of nearly 401,796 individuals.<sup>173</sup> This number has been incorporated into the overall people in need figure.

The 2025 target, in the absence of updated MSNA results, is an extension of the 2024 target,<sup>174</sup> adjusted to account for the sector's achievements in that year. Additionally, it includes assistance for Lebanese families whose homes were moderately or lightly damaged during the hostilities and are not covered under the Flash Appeal 2025.<sup>175</sup> Based on the above, the sector will target the following:

- 33,862 vulnerable Lebanese individuals living in substandard physical conditions in residential buildings located in disadvantaged areas (2024: 36,978; 2023: 59,849; 2022: 101,302; 2021: 118,237; 2020: 77,280; 2019: 77,280; 2018: 74,166; 2017: 77,298).
- 95,000<sup>176</sup> Lebanese individuals whose homes were moderately or lightly damaged.
- 67,113 vulnerable Lebanese to be assisted with Cash for Rent.

## Palestinian refugees from Syria (PRS) and Palestine refugees in Lebanon (PRL)

The 2023 Multi-sectoral Needs Assessment (MSNA) has provided an indicative population in need figure of 57,440

165 UNHCR, UNICEF, WFP, VASyR 2024.

166 One or more of the following is present: structure in dangerous condition, physical quality of shelter below shelter standard, overcrowding (<4.sqm per person).

167 These include the needs that have arisen from the escalation of hostilities since October 2023.

168 The overall figure, however, excludes the 75,000 individuals budgeted for assistance in the case of security-related evictions as a contingency plan.

169 54 per cent of the 244,932 displaced Syrians in informal settlements are assumed to require shelter assistance based on unified assessments undertaken by Shelter partners in 2024. This is a yearly planned intervention and is thus not based on the 2024 target and the assistance provided in that year.

170 This represents the target established for 2024, adjusted to account for progress made during the year, ensuring alignment with the two-year LRP cycle and highlighting unaddressed gaps. For context, the 2024 target was 8 per cent of the 1,060,161 displaced Syrians residing in residential shelters are living below minimum physical humanitarian standards (2023 VASyR). These individuals are housed in shelters with at least four substandard physical conditions out of the eight criteria established by the sector to assess shelter vulnerability severity.

171 This represents the target established for 2024, adjusted to account for progress made during the year, ensuring alignment with the two-year LRP cycle and highlighting unaddressed gaps. For context, the 2024 target was 53 per cent of the 136,335 displaced Syrians in non-residential structures are assumed to be below physical humanitarian standards (VASyR, 2023).

172 Multi-Sectoral Needs Assessment 2023.

173 This corresponds to 81 per cent of housing units out of the 99,209 housing units that were assessed to be damaged according to the Lebanon Interim Damage and Loss Assessment (DaLA) World Bank 2024.

174 The 2024 target was based on the shelter needs of 8.7 per cent (MSNA 2023) of extremely vulnerable households, assumed to be residing in rented shelters that are physically substandard and situated in the 332 most vulnerable cadastres.

175 Hostilities response activities under the LRP will begin in April 2025, following the completion of the Flash Appeal response.

176 This calculation is based on the World Bank's estimate of 99,206 housing units destroyed, with 49.71 per cent completely or partially destroyed (estimated based on the UN-Habitat Lebanon, University of Balamand, and the Centre for Environmental Research of the Eastern Mediterranean at Saint Joseph University (2024) Lebanon – Building Destruction and Debris Quantities Assessment: South, El Nabatieh and Baalbek-El Hermel Governorates), leaving approximately 49,000 units moderately or lightly damaged and in need of shelter support. Of these, 30,000 families are targeted under the Flash Appeal 2025, with the remaining 19,000 planned for coverage under the LRP.

(28.72 per cent) of Palestine refugees in Lebanon (PRL) who are assumed to be living in structures that are either in dangerous conditions or are physically substandard and are therefore considered as people in need.

For 2025, the sector will continue to focus on addressing the shelter needs Palestine refugees in Lebanon and Palestine refugees from Syria populations targeted in 2024,<sup>177</sup> adjusted to account for the progress and achievements made during that year. Based on the above, the sector will target:

- 3,145 of the most vulnerable Palestinian refugees from Syria (PRS) living in substandard shelter conditions (13.66% of the 23,026 Palestinian refugees from Syria).
- 24,500 of the most vulnerable Palestine refugees in Lebanon (PRL) residing in substandard shelter conditions (12.3% of the 200,000 Palestine refugees in Lebanon).

### Migrants

In 2025, the Shelter sector will continue to target live-out migrants who rent substandard shelters. The 2023 Multi-sectoral Needs Assessment (MSNA) has provided an indicative population in need figure of 13,204 (22 per cent) who are assumed to be living in structures that are either in dangerous condition or are physically substandard and therefore considered as people in need. However, the sector will focus on addressing the shelter needs of 11 per cent<sup>178</sup> of extremely vulnerable households, assumed to be residing in rented shelters that are physically substandard.

- 6,665 migrants living in substandard shelter conditions (11% of the 60,598<sup>179</sup> live-out migrants).
- 1,023 migrants<sup>180</sup> to be assisted with Cash for Rent.

## Escalation of Hostilities – Flash Appeal:

In the second Flash Appeal for Q1 2025, the Shelter sector will target assistance for 227,500 individuals, including IDPs, returning IDPs, and other vulnerable groups such as Lebanese, displaced Syrians, Palestinian households, and migrants. The sector will provide Cash for Shelter support to IDPs hosted by families or renting homes, as well as to returning IDPs unable to return to their residences. Minor repairs for lightly damaged homes will begin during the Flash Appeal period, alongside detailed assessments to rehabilitate moderately damaged homes. Needs unaddressed by March 2025 will be carried forward under the LRP.

For collective shelters, the Shelter sector will work closely with the SMC sector to address the needs of 5,300 IDPs out of 6,261 identified people in need (4,262 in government-managed sites and 2,000 in non-governmental sites). Key objectives of the SMC strategy<sup>181</sup> include:

- **Site Preparation and Maintenance:** Ensuring safety and quality in collective shelters through partner collaboration.
- **Coordination and Monitoring:** Strengthening partnerships with government and NGOs for effective service delivery oversight.
- **Community Engagement:** Enhancing participation and communication with affected populations.
- **Preparation for Return and Reintegration:** Providing timely information and skills-building to support IDPs' return or reintegration.
- **Capacity Building:** Empowering local stakeholders to respond effectively to displacement needs.

177 The 2024 target was based on 13.66 per cent of PRL population who are estimated to be extremely vulnerable and residing within or adjusting to Palestinian camps. For parity, the same percentage of Palestinian refugees from Syria (PRS) are considered in need of shelter assistance.

178 Considering that the MSNA result for those residing in shelters with four shelter conditions or more is extremely low at 1.69 per cent, the sector will prioritise targeting half of those who reside in shelters with three conditions or more.

179 34.4 per cent of the 175,947 migrants residing in Lebanon as per the population package.

180 56.3 per cent of live-out migrants reside in adequate shelters, with 3 per cent of them identified as at risk of eviction (MSNA 2023). These individuals will be targeted for Cash for Rent assistance.

181 The SMC standalone strategy emphasizes preparedness for future displacements, adaptable site management practices, and robust risk management to address challenges such as potential security deterioration and economic instability. These activities align with the Lebanon Response Plan (LRP), fostering community cohesion, equitable resource allocation, and sustainable solutions for displaced populations.

## Flash Appeal



**TARGET:**  
227,500



**BUDGET:**  
USD 39.3M

### Sectoral Impact:

- The hostilities have caused severe destruction, forcing families into difficult decisions between unsafe, damaged shelters or alternative, often substandard accommodations - displacing over 200,000 people in need of urgent shelter support amid Lebanon's socio-economic crisis.
- Non-structural damages like broken roofs, doors, and windows demand immediate repairs to restore basic living conditions. The economic crisis has left many families unable to afford self-repairs, increasing reliance on aid.
- Around 60 government-recognized and several non-government shelters remain active. Families in these shelters need continued support, as their homes are uninhabitable or destroyed.
- Vulnerable groups, including female-headed households, persons with specific needs (PwSN), and those facing protection risks, are disproportionately impacted by loss of property, reduced livelihoods, and financial strain, limiting access to shelter.
- Economic strain and displacement have heightened eviction risks, forcing families to compete for expensive rental housing after losing homes and properties.

### Immediate Needs:

- Advocate for flexible funding to prioritize urgent needs and adapt to changing circumstances.
- Ensure access to affected areas for timely and effective shelter responses.
- Conduct rapid assessments to identify unsafe buildings and eligibility for repairs.
- Provide temporary shelter solutions, including cash assistance, for IDPs and returning IDPs in uninhabitable homes.
- Implement immediate repairs for basic safety, addressing broken windows, doors, and sanitation.
- Coordinate with the Protection sector to mitigate eviction risks and support sustainable returns.
- Prioritize vulnerable groups, tailoring support to their specific needs for inclusive shelter solutions.
- Develop plans to phase out collective shelters and transition to durable housing for displaced populations.

### Priority Activities:

- Provision and Installation of Emergency Shelter Kits (ESK) to weatherproof shelters and mitigate safety and privacy risks in lightly and moderately damaged homes. Direct installation support will be provided for vulnerable groups like persons with disabilities (PWD) and the elderly.
- Cash for Shelter to aid displaced families in rented accommodations or hosted settings, as well as returning IDPs staying with other households. It supports expenses for repairs, rent contributions, or utility bills to stabilize living conditions.
- Minor repairs of damaged homes, targeting lightly damaged homes. Minor repairs improve safety and protection standards. Assistance will be delivered as direct cash to landlords, covering painting, window and door repairs, and plumbing and electrical fixes.
- Emergency rehabilitation of moderately damaged homes, ensuring they meet safety and protection standards. Interventions will be contractor-led or landlord-driven, covering blockwork, plastering, window and door repairs, and plumbing and electrical fixes.
- Repair of collective shelters, with a focus on collective shelters expected to remain operational, prioritizing the creation of safe and private spaces for women and girls whenever possible.

# 3. MAINSTREAMING OF GENDER AND GBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, ENVIRONMENT

## Protection (including Accountability to Affected Populations)

In 2025, the Shelter sector is committed to reinforcing the integration of core protection principles into all its activities. This includes ensuring meaningful access without discrimination,<sup>182</sup> safety, dignity, do-no-harm, accountability, and participation and empowerment. A comprehensive protection risk analysis will be conducted to identify emerging risks and establish mitigation measures. The sector will prioritise inclusive and accountable programming, ensuring that data collected is disaggregated by gender, age, and disability. Tools such as the WaSHington Group Questions will be employed to identify and report on disability perspectives. Additionally, needs assessments and post-monitoring forms will collect information on qualitative indicators related to the impact of shelter arrangements on privacy, safety, and security, considering the age, gender, and protection profile of the served population.

To strengthen complaint and feedback mechanisms (CFM), the sector will advocate for adopting the Inter-Agency Minimum Standards on Complaints and Feedback Mechanisms. Reporting mechanisms will be enhanced to facilitate complaints and grievances, particularly for households and individuals at risk of exploitation and/or abuse, considering age, gender, and other diversity factors. Overall, the sector is committed to monitoring and evaluating activities to ensure their alignment with sector standards and contribute to achieving overarching objectives.

By relying on the protection risk analysis (PRA), jointly developed with the Protection sector in 2021, the Shelter sector will understand the protection vulnerabilities of those in need of shelter assistance. This will ensure the sector's adherence to protection principles and other cross-cutting issues.

Lastly, in 2025, the sector will work closely with the Protection sector and Protection from Sexual Exploitation and Abuse (PSEA) focal points to ensure robust, responsive, and inclusive reporting mechanisms are in place. The sector will aim to support partners in this regard through the rollout of the Inter-Agency Standard Operating Procedures (SOPs) on PSEA, for which partners should be trained.

## Gender Mainstreaming and GBV Risk Mitigation

In 2025, the Shelter sector will continue integrating gender needs assessments into shelter evaluations and activity design. The sector will focus on incorporating gender-based violence (GBV) guidelines into shelter programming, particularly considering gender dimensions in the revision of existing technical guidelines, which is especially crucial amid recurring power cuts due to reduced fuel subsidies. The sector aims to enhance field staff's awareness of shelter-related GBV issues and improve their knowledge of referral pathways for GBV survivors through training.

Gender mainstreaming and GBV risk mitigation in shelter activities are essential for delivering a more effective and inclusive response, creating safer and more dignified living environments for women, girls, boys, and men. The specific needs of women, girls, boys, and men are carefully considered in the sector's guidelines, addressing spatial separation for privacy, installation of lighting and lockable doors, providing labour assistance where needed, especially for female-headed households. For those eligible for relocation, the sector emphasizes informed decision-making through consultation and counselling on available shelter options. Collaboration with the Protection sector is emphasized to ensure the informed decision-making of vulnerable households choosing to share a shelter.

## Conflict Sensitivity

The Shelter sector will prioritise beneficiaries who are severely or highly vulnerable through an inclusive process, encompassing displaced Syrians, Palestinian refugees from Syria (PRS), Palestine refugees in Lebanon (PRL), migrants, and vulnerable Lebanese households.

Identified shelter needs also consider regional and local contexts, regardless of nationality. Both these approaches adhere to conflict sensitivity standards. Additionally, shelter interventions mitigate tensions between communities of different gender and age groups by reducing frictions, particularly related to the security of tenure and evictions that result from the inability to pay rent. Area-based multi-sectoral assessments will actively

<sup>182</sup> Close collaboration with the protection sector to identify access related issues for different population groups and through which activities that can be achieved. Eviction, displacement, lack of equal access and GBV risks in shelters were the most concerning risks within the shelter sector to be addressed in 2024.

identify inter-community connectors and dividers to inform conflict-sensitive community-level responses and respect the do-no-harm principle.

The sector will also continue to participate in conflict sensitivity trainings and commit to regular information sharing with the Social Stability (SoST) sector on tension drivers linked to assistance delivery and rental/housing market inequity. Furthermore, the sector will advocate for more funding for Lebanese and other population groups, as discrepancies in funding between nationalities can be a major driver of inter-communal tensions. Finally, the sector will continue to adapt the collaborative dispute resolution (CDR) mechanisms employed to suit the changing context when needed.

## Energy

Advocating with landlords for the instalment of legal electrical connections to the national grid in line with guidance from the Energy Task Force. The Shelter sector also promotes installing proper electrical connections and lighting in buildings and informal settlements. This includes assisting in the following: 1) installing lighting in latrines and common areas to mitigate GBV risks as well as enhance accessibility for the elderly and people with disabilities; 2) improving the wiring to enhance the safety of the connection within residential and non-residential shelters; and 3) raising the wiring in informal settlements, to mitigate shelter safety risks including that of fire.

In 2025, the sector, in partnership with key stakeholders, will explore initiatives to develop mitigating solutions to the intermittent and unaffordable energy supply by exploring the mixed use of solar panels, batteries, and low-energy products.

## Environment

The Sector will collaborate and coordinate with the inter-sectoral Environmental Task Force (ETF) based at the Ministry of Environment to mainstream environmental considerations, seek their guidance on environmental policies, apply the environmental marker guide, and ensure the response to all complaints that may arise. In addition, the ETF will be involved in capacity-building and providing training regarding relevant environmental safeguards, particularly in informal settlements.

In collaboration with other sectors - namely Social Stability and WaSH - the Shelter sector contributes to minimising the negative impacts on the environment through the following:

- Site improvement activities are conducted to mitigate flooding risks in informal settlements during the winter season. This activity is achieved by levelling and gravelling the ground and maintaining proper water circulation through opening/enlarging and cleaning ditches and irrigation canals. Moreover, this activity improves site access and access to the WaSH services.
- Furthermore, the sector will continue its partnership with the ETF to develop a safe and accessible method to dispose of shelter material, particularly weatherproofing kits.<sup>183</sup> With the increasing price of fuel, major environmental and health hazards are expected to arise from the foreseen burning of shelter materials discarded when materials are replaced due to wear and tear or when informal settlements are dismantled. The sector will advocate for and raise awareness of the need to ban burning weatherproofing materials discarded during the refurbishment or evacuation of shelters.
- In residential and non-residential buildings, the sector will advocate for energy-efficient solutions, in terms of both materials and techniques, within given resource constraints. This will be at the levels of minor and major repairs.
- Fire risks are notably high in informal settlements due to ad-hoc planning and the lack of space between tents, as well as in substandard buildings where poor-quality or damaged doors allow fires to spread quickly. To address this, the Shelter sector, in collaboration with the Lebanese Civil Defense (LCD) and the Lebanese Red Cross (LRC), has developed technical guidelines and IEC materials to raise fire safety awareness. The initiative includes training at-risk populations to combat fires effectively and use fire-fighting kits installed in informal settlements and substandard buildings.

183 Kits are composed of Plastic Sheeting and Timber.

# 4. LOGFRAME

## OUTCOME 1: Reduce immediate protection-related shelter needs of the most vulnerable households.

Indicator 1.1	Description	MoV	Unit	Frequency
% of most vulnerable households whose shelters are in informal settlements, substandard residential buildings, or non-residential buildings have improved privacy, safety, and security.	Shelter assistance that addresses climate and fire risks, eviction risks, and partitioning and security of access needs.  = $\frac{[\text{total HHs reached}]}{([\text{total targeted HHs in IS}] + [\text{total targeted HHs in non-residential}] + [\text{ALL female-headed HHs in residential buildings and ALL PwSN-affected HHs in residential buildings}])} * 100$	Activity Info-Responsibility of the Shelter Sector	% HH	Yearly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
40%	28.71%	36.34%	4%	-	6%	15%	-	13%	15%	-	13%	27%	-	23%	-	-	-

Indicator 1.2	Description	MoV	Unit	Frequency
# of IDP households (outside of CS) affected by the hostilities who were provided with shelter support to improve their shelter conditions	Shelter assistance to households (IDPs) that were affected by the hostilities. This includes: cash for shelter, cash for minor repair and moderate repair of damaged homes.	Activity Info-Responsibility of the Shelter Sector	#HH	Yearly

All		
Baseline	Target 2024	Target 2025
-	-	44,000

## OUTCOME 2: Improve access to adequate shelter in disadvantaged areas for enhanced social stability.

Indicator 2.1	Description	MoV	Unit	Frequency
% of households living in residential shelters in disadvantaged areas benefit from shelter upgrades to minimum standards.	The upgrading of residential shelters to minimum standards in accordance with Shelter sector guidelines in disadvantaged areas.  = $\frac{[\text{total HHs reached}]}{[\text{total targeted HHs in substandard residential buildings in disadvantaged areas}]} * 100$  NB Excludes FHH/PWSN residential upgrading for protection/referral cases covered in objective 1. NB The denominator in the above is assumed to be equivalent to all substandard residential buildings accommodating all cohorts.	Activity Info-Responsibility of the Shelter Sector	% HH	Yearly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
3%	-	15%	1%	-	6%	9%	-	30%	9%	-	30%	7%	-	35%	-	-	-

Indicator 2.2	Description	MoV	Unit	Frequency
% of 332 most vulnerable localities (cadastral level) containing a multi-sectorally assessed or profiled area.	Localities in Lebanon listed amongst the 332 most vulnerable, with a high percentage of vulnerable populations, contain areas that are profiled in a multi-sectoral manner; or their shelter and other needs are assessed in such a manner that the main results are compatible between the assessments and profiles.  = $\left(\frac{\text{[total number of cadastres containing assessed areas]}}{\text{[total number of cadastres with a high percentage of vulnerable households in Lebanon in accordance with the 332 list]}}\right) * 100$	Activity Info-Responsibility of the Shelter Sector	% of 332 most vulnerable localities in Lebanon	Yearly



Baseline	Target 2024	Target 2025
5%	15%	15%

### OUTCOME 3: Enhance the contribution of national institutions and organizations to Lebanon’s shelter and housing response.

Indicator 3.1	Description	MoV	Unit	Frequency
% of institutions and organisations participating in the Shelter sector response are Lebanese.	Lebanese institutions and organisations include national state entities and local and national NGOs.  = $\left(\frac{\text{[number of Lebanese institutions and organizations participating in the Shelter sector]}}{\text{[total number of institutions and organizations participating in the Shelter sector]}}\right) * 100$	Activity Info-Responsibility of the Shelter Sector	% of all institutions and organisations	Quarterly



Baseline	Target 2024	Target 2025
50%	-	50%

Indicator 3.2	Description	MoV	Unit	Frequency
# of Lebanese institutions and organisations with improved ability to contribute to the shelter and site management response, including for emergencies.	Lebanese institutions and organisations include national state entities as well as local and national NGOs.  A list of Lebanese entities with an existing or potential housing-related mandate will be compiled, maintained, and actively targetted for remote dissemination of shelter/housing programming and policy-relevant reports and studies.  = # of Lebanese institutions and organisations identified and actively in receipt of new housing-related evidence	Activity Info-Responsibility of the Shelter Sector	# of institutions and organizations	Yearly



Baseline	Target 2024	Target 2025
20%	-	20%



# SOCIAL STABILITY


## PEOPLE IN NEED

 **3,998,973**

## PEOPLE TARGETED

 **3,402,685**

## SECTOR APPEAL

 **\$200,871,000**

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## SECTOR OUTCOMES

### OUTCOME 1:

Strengthen municipalities, national and local institutions' ability to alleviate resource pressure, reduce resentment, and build peace

- **Output 1.1:** Services delivered based on participatory processes at the municipal level
- **Output 1.2:** Integrated solid waste management services provided to reduce social tensions
- **Output 1.3:** National and local institutions have capacity to provide operational support and guidance for local crisis response
- **Output 1.4:** Community police have strengthened capacity to ensure community security

### OUTCOME 2:

Strengthen municipal and local community & resources' capacity to foster dialogue and address sources of tensions and conflicts







- **Output 2.1:** Municipalities, local conflict prevention mechanisms and CSOs have strengthened capacities for dialogue and conflict prevention
- **Output 2.2:** Youth are enabled to positively engage, participate in their communities, and build bridges with youth across dividing lines
- **Output 2.3:** National, local and social media actors capacitated to defuse tensions

### OUTCOME 3:

Enhance the abilities of LRP partners and public institutions on conflict analysis and sensitivity mainstreaming

- **Output 3.1:** LRP partners have improved skills, capacities and practices for conflict analysis and conflict sensitivity mainstreaming

## POPULATION BREAKDOWN

	PIN 2025	TARGET 2024	TARGET 2025
 PERSONS DISPLACED FROM SYRIA	1,500,000	1,305,197	1,400,000
 VULNERABLE LEBANESE	1,500,000	1,538,372	2,200,000
 PRS	27,700	23,026	23,026
 PRL	180,000	145,000	200,000
 MIGRANTS	-	31,736	175,947
 OTHER	-	-	-

# 1. SITUATION ANALYSIS

In 2024, the social stability landscape in Lebanon remained highly complex, marked by fragile communal relations across many parts of the country. Economic factors continued to be perceived as the main drivers of tensions. The situation was further strained by hostilities along the southern border, which began in October 2023 and culminated in widespread conflict across the country by late September 2024. This escalation not only exacerbated socioeconomic pressures and heightened insecurity across most areas of Lebanon, but also led to large-scale internal displacement within the country and increased cross-border movement to Syria. These developments placed additional strain on already fragile resources and infrastructure. Moreover, recent developments in Syria added another layer of complexity to the regional landscape.

At the municipal level, municipalities are increasingly challenged to deliver services within their mandate, such as solid waste management and municipal policing. Financial and technical resource shortage have left municipalities increasingly unable to respond effectively to the pressure on the ground. Additionally, the postponement of municipal elections and the dissolution of over 100 municipalities have further undermined public trust in local authorities. By September 2024, only 18 per cent of Lebanese said they ‘strongly agreed’ and ‘agreed’ with the statement, ‘The municipality is doing the best it can to respond to the needs of people in this community’, compared to 56 per cent in July 2019.<sup>184</sup>

In light of the situation and political discourse regarding returns to Syria, anti-refugee rhetoric grew, materialising in the stringent application of restrictive measures and negative social media sentiments toward persons displaced from Syria. **Relations between displaced Syrians and host communities in Lebanon continued on a negative trajectory. In September 2024, around 37 per cent of respondents reported negative or very negative inter-communal relations.** Although negative sentiments prevailed across the country, they were particularly pronounced in districts such as Jezzine, Zahle, El Hermel, West Bekaa, Rachaya, and Saida. However, the last months of 2024 witnessed a relative decrease in such tensions, as attention shifted towards managing the impacts of the war in Lebanon.

Tensions in 2024 were primarily driven by economic factors, with “competition for lower-skilled jobs” continuing to be the most frequently cited source of inter-communal tensions (48.5%). However, “competition for services and utilities” has notably increased, reaching 47 per cent in September 2024. In fact, in 2024, perceptions regarding the quality of basic services, including electricity, water, and health, remained predominantly negative. These pressures often manifested as intra- and inter-communal tensions, with frustrations growing over disparities in service provision amidst Lebanon’s compounded crises.

Solid waste management was a particularly critical area of concern. By 2024, 51 per cent perceived those services as poor or very poor.<sup>185</sup> In addition to tensions, the gaps in solid waste services led to additional challenges, including the risk of service halting, intermittent access issues for partners, community backlash over waste accumulation, and spillover effects such as dumping in rivers and water canals. Competition between informal individual collectors and households over waste collection, as well as informal fee collection for municipal services, also emerged in some areas. In certain cases, threats to cease waste collection were issued if payments were not made.

**Simultaneously**, over the past five years, intra-Lebanese relations have fluctuated, previously showing increasing negativity. However, recent improvements were observed during the period of escalating conflict in 2024. By September 2024, 25 per cent of respondents reported negative relations, a decline from 32 per cent in both March 2024 and October 2023. This improvement was largely linked to solidarity initiatives that emerged during the crisis. Concurrently, reports of “no tensions” rose from 20 per cent in October 2023 to 26 per cent in September 2024.

While economic competition remains the primary driver of tensions, its perceived impact decreased from 60 per cent to 50 per cent over the same period. Political and sectarian conflicts also declined as tension drivers, from 53 per cent to 35 per cent. However, “war or threat of war” emerged as a significant new factor (36%). Regional disparities persist, with higher levels of negativity recorded in El Hermel, Jezzine, West Bekaa, and Saida. Internal displacement has also triggered intra-communal tensions, reflecting historical grievances and the influence of divisive political rhetoric.

In parallel, the online space became increasingly polarised in 2024, mirroring existing societal and political cleavages. The absence of political consensus regarding the presidential election, government formation, and crisis response policies has fuelled heated online debates. Misinformation, hate speech, and online attacks have continued to shape digital discourse. Additionally, online gender-based violence (GBV) targeting women in politics and women’s rights defenders persisted and increased during the year.

The situation has also contributed to worsening perceptions of physical safety and security. By September, 69 per cent of respondents reported feeling unsafe or very unsafe in their neighbourhood during the night. Women reported higher feelings of insecurity (72%) compared to men (67%). Concerns about crime reached an unprecedented level, with 83 per cent of respondents expressing worry about crime “sometimes,” “often,” or “all the time.” This marks a sharp increase from 57 per cent in 2017. These heightened fears have frequently led

184 UNDP/ARK Regular Perception Survey on Social Tensions Wave XIX, September 2024.

185 UNDP/ARK Regular Perception Survey on Social Tensions Wave XVII, October 2023.

to the scapegoating of displaced Syrians, further intensifying inter-communal tensions and contributing to the growing sense of insecurity.

In terms of gender dimensions of the conflict, humanitarian crisis and broader tension landscape, a higher percentage of female-headed households (50%) identified “competition for services and utilities” as a point of tension, compared to 45 per cent in male-headed households, reflecting a gender disparity in this concern. Furthermore, women’s participation in local and national governance, decision-making, and peacebuilding mechanisms remains very low. Findings from UN Women’s most recent Gender Alert indicate that women-led organisations have been particularly active in delivering protection-related services,

food assistance and distributing essential non-food items.<sup>186</sup> At the individual level, women peacebuilders, mediators and leaders have been at the forefront of the humanitarian response, providing life-saving assistance and promoting social cohesion, particularly within collective shelters and host communities. In 2024, the National Commission of Lebanese Women initiated the development of Lebanon’s second-generation NAP<sup>187</sup> on WPS, conducting a series of consultations across sectors. The cessation of hostilities, announced on 27 November 2024, offers an opportunity to address long-standing gender inequalities and to enhance gender transformative approach in all phases of early recovery processes.



186 UN Women (2024). Gender Alert – On the Frontlines: Women-Led Organizations Central to Lebanon’s Crisis Response | Publications | UN Women – Lebanon.

187 The NAP (2019-2023) is the only peacebuilding framework officially endorsed by the Lebanese Government and prioritises the participation of women in all decision-making spaces, including in the military and security sectors and peacebuilding efforts- [NCLW-NAP-1325-EN-report-Combined.pdf](#)

## 2. OVERALL SECTOR STRATEGY

### Theory of Change

The continued escalation of tensions, insecurity, and violence, including gender-based violence, is likely to persist or increase in 2025. This underscores the importance of further enhancing social stability across Lebanon. Social tensions are affected by a myriad of factors that complicate the overall operating environment, especially since the sector cannot address all of these factors. However, the sector will prioritise interventions in areas with the greatest potential to mitigate rising tensions and foster a more peaceful and stable society. By strengthening local institutions, the sector aims to enhance social and institutional stability. The sector will focus on both immediate and medium-term solutions, while contributing to Lebanon's recovery and longer-term development. Hence, the Social Stability sector's overall objective remains to mitigate communal tensions, avoid further deterioration, and support social and institutional stability.

The Social Stability sector's theory of change recognises the essential role of public service delivery, participatory, gender-responsive, and inclusive approaches, as well as community empowerment in reducing tensions. Enhancing social stability in Lebanon is amplified by supporting public service delivery at the local level, including the provision of essential infrastructure, community security, and solid waste management. Equally, the sector will continue supporting institutions to manage crises and advance recovery and stabilisation efforts at the local level.<sup>188</sup> Sustaining and expanding these services is expected to help preserve the legitimacy of public institutions, notably municipalities and unions of municipalities, while alleviating pressure on resource. This, in turn, fosters increased trust in public entities and the state. Furthermore, adopting an inclusive and a participatory approach is central to mitigating both horizontal (within communities) and vertical tensions (between communities and institutions). This approach reinforces social connections. Social stability in Lebanon also requires enhancing the capacity of local communities to prevent and manage tensions, and to strengthen peacebuilding efforts. This will involve the mobilisation of volunteers and the expansion of women-led platforms to scale-up service delivery and emergency response. These efforts will actively engage community focal points, including women, youth, CSOs municipalities, public institutions, media outlets, and national institutions, to reinforce resilience at the local level.

The continuous provision of regular and comparative data and analysis on tensions remains a critical element in the theory of change. This evidence base enables partners to adapt their responses, prioritise interventions, and integrate of conflict sensitivity in programming across all sectors. By adopting this strategic approach, the sector aims to minimise potential harm, maximise positive impacts, and sustain stability across Lebanon.

### Assumptions and Risks

**The Social Stability sector strategy is built upon the following key assumptions:**

In terms of local-level service provision, it is assumed that **municipalities and the Union of Municipalities will continue to face challenges in delivering services under their mandates** due to the compounded crises. This situation will likely increase tensions, lead to gaps in services, and increase pressure on partners to respond to requests that often exceed their capacities. However, partners are expected to sustain support for local-level projects that municipalities can absorb. As a consequence of the recent violent escalations—mainly impacting the South, El Nabatieh, Bekaa, and Beirut Suburbs—and in light of the ongoing fluid situation, barriers to return and continued internal displacement are likely to fuel both inter-communal and intra-communal tensions. Simultaneously, negative sentiments are anticipated to grow, driven by rapidly dwindling resources, the collapse of institutions, and the limited capacity of local authorities to respond effectively to emergencies and needs.

**The compounded financial, economic, and political crises will continue with minimal breakthroughs.** As a result of incremental pressure on resources parallel to the ongoing political stalemate, some deterioration in communal relations and a shrinking space for protection are expected. This is exacerbated by increased aid perception bias and heightened negative online sentiments.

Finally, it is assumed **that there is sufficient operational space for LRP partners.** However, it is recognised that the operational space is being challenged in 2025, as observed during 2024. This is attributed to continuous resource shortages at the municipal level, low levels of funding, and the economic crisis, which collectively impact municipalities' ability to engage fully in sector partners' interventions.

**With the deteriorating situation, key foreseen risks within the sector in 2025 include:**

**Firstly, there is a risk of continued instability and violence.** Lebanon remains vulnerable to political instability, internal conflict, or further escalation into a broader war or regional conflict. A renewed escalation of hostilities would have multiple impacts, including on tensions and institutions.

**Secondly, there is a risk of continued community insecurity and constrained security institutions.** In the current context, security institutions, including municipal police, continue to operate under mounting pressure, facing severe

<sup>188</sup> Noting that other services like water, wastewater, and energy are equally important and are covered under the Social Stability sector and other LRP sectors.

resource and operational constraints. This has weakened their capacity to provide community security services. The continued community insecurity has reportedly led to increased feelings of unsafety across all populations, fostering self-protection mechanisms and self-imposed movement restrictions in certain places. Mitigation measures will include continuing the provision of support to the municipal police in tensions hotspot areas to enhance their capacity for gender- and conflict-sensitive community policing, while promoting more inclusive security practices.

**Thirdly, there is a risk of increased gaps in municipal service provision, resource shortages, and limited funds.** Such gaps can lead to various challenges, including tensions, service collapse, and increased pressure on partners. For example, as seen in 2024, local authorities increasingly sought support beyond partners' capacities and mandates, including requests for salary support, fuel, solar panels, maintenance, and operational assistance. To mitigate this risk, partners will prioritise municipalities' needs and adopt the following approaches:

- i) Design projects with minimal operational and management costs to reduce the financial burden on municipalities;
- ii) Integrate income-generation components into basic service projects, focusing on the most marginalised groups, including persons with disabilities, female-headed households, elderly women, women widows;
- iii) Explore impactful activities and replicate previously successful models to attract funding opportunities;
- iv) Enhance local technical capacity for the maintenance and repair of machinery and vehicles;
- v) Support municipalities in gender-response business planning and financial management;
- vi) Involve community members in all stages of the projects.

Continuous coordination and communication with the Ministry of Interior and Municipalities (MoIM) and the Ministry of Social Affairs (MoSA) will ensure that sector interventions align with applicable national laws, regulations, and international standards. This includes adherence to the Municipal Law and all relevant MoIM circulars.

**The fourth risk is the continued deterioration of communal relations, where tensions have risen** over the past years, primarily driven by worsening socio-economic conditions. These tensions have materialised into clashes, restrictive measures, and negative online sentiments. This indicates a continued risk in 2025, as resource scarcity will continue to drive tensions between people on a micro level. Mitigation measures will be:

- i) Continue monitoring both online and offline tensions to identify potential hotspots requiring intervention.

- ii) Implement conflict mitigation actions aimed at de-escalating tensions, including social and peace dialogues.

- iii) Leverage existing groups and informal community structures working on conflict mediation and reconciliation, as these actors are well-connected and accepted by their respective communities.

- iv) Ensure balanced, and conflict-sensitive support to communities and geographic areas to reduce tensions and maximise positive impacts.

- v) Establish and maintain conflict mitigation and mediation mechanisms at the local level to facilitate de-escalation, strengthen conflict analysis, and ensure dialogue within communities.

## Sector Results: LRP Impact, Sector Outcomes, and Outputs

The Social Stability sector strategy for 2025 is aligned with the Lebanon Response Plan (LRP) Strategic Objective 4, "Reinforce Lebanon's economic, social, and environmental stability", and Strategic Objective 3, "Support service provision through national systems". The Social Stability sector also contributes to three impact statements:

- Impact 3: Ensure vulnerable populations have equitable access to basic social services and public utilities and infrastructure (including health, education, water, energy, solid waste, shelter, and social protection) through national (public and private) systems.
- Impact 5: Strengthen social stability in Lebanon.
- Impact 6: Mitigate the environmental impact of the Syria crisis to prevent further degradation of the natural ecosystem and ensure its long-term sustainability.

At the outcome level, the sector's interventions contribute to three impact statements as follows:

- **Outcome 1 contributes to Impact 3 and Impact 6:** Developing the capacities of national and local institutions, including solid waste management, reduces vulnerability and ensures populations have access to basic services through national systems, while mitigating the environmental impact of the Syria crisis.
- **Outcomes 2 and 3 contribute to Impact 5:** Building the capacity of local communities and municipalities to address sources of tensions, along with capacitating LRP partners on tension monitoring and mainstreaming conflict sensitivity, fosters the strengthening of social stability.

In alignment with its contribution towards LRP strategic objectives, the Social Stability sector strategy for 2025 also advances Lebanon's development plan by contributing to SDG 11 and SDG 16. Furthermore, the sector also contributes to UN Security Council Resolutions 2250 (Youth, Peace & Security)<sup>189</sup> and 1325 (Women, Peace & Security).<sup>190</sup>

## Expected Results

The Social Stability sector aims to achieve three outcomes through the implementation of this strategy. Given the challenging context, supporting municipalities, unions of municipalities, public institutions, Governors' offices, communities, and national and local systems remains critical. This support will ensure gender-responsiveness, inclusivity, continuity of services, and strengthened capacity to address potential sources of tension and prevent conflicts. The sector strategy's overall impact at the outcome level will be measured based on several indicators, including:

- Perception of affected populations regarding the legitimacy and effectiveness level of municipal institutions.
- Degree to which competition for services is perceived as a driver of tension.
- Percentage of individuals capable of identifying conflict resolution mechanisms/actors they would turn to within their community.
- Percentage of individuals identifying factors that could improve inter-community relationships.
- Percentage of partners reporting improved knowledge on integrating conflict sensitivity into programming.
- Number of LRP sectors integrating conflict sensitivity into their strategy, workplan or implementation.<sup>191</sup>

### Outcome 1: Strengthen municipalities and national and local institutions' ability to alleviate resource pressure, reduce resentment, and build peace.

According to the sector's Theory of Change, challenges in service provision persist at both the national and local levels. This necessitates sustained support for corresponding national institutions to fulfil their mandate and contribute to mitigating social tensions. This outcome therefore contributes to Impact 3, which aims to ensure vulnerable populations have access to basic social services and public utilities and infrastructure (including health, education, water, energy, solid waste, shelter, and social protection) through national (public and private) systems. Additionally, it contributes to Impact 5, which focuses

on strengthening social stability in Lebanon, and Impact 6, which aims to mitigate the environmental impact of crises to prevent further degradation of the natural ecosystem and ensure its long-term sustainability under the LRP. Continuous coordination and communication with the MoIM and MoSA will ensure that sector interventions align with applicable national laws, regulations, and international standards, including the Municipal Law and relevant MoIM circulars.<sup>192</sup>

### Output 1.1 – Services are delivered through participatory processes at the municipal level

The sector will support municipalities, Unions of Municipalities, and other public institutions to ensure the delivery of essential basic services through participatory and inclusive processes. These services include –but are not limited to– the construction, rehabilitation, and provision of systems, equipment, and vehicles for wastewater systems, water supply, energy, economic/ agricultural assets, firefighting and environmental protection, education, health, , renovation of public spaces, and social development.

Sector partners will build on existing and ongoing participatory and gender-responsive approaches to ensure that interventions are prioritised in an inclusive manner.<sup>193</sup> Where possible, sector partners will prioritise interventions with the highest impact on tensions and projects with low-cost maintenance. Partners will work collaboratively to complement each other's interventions, focusing on ensuring the functionality and sustainability of previously implemented interventions, rather than investing in new projects when existing ones are non-functional. Adopting a multi-sectoral and geographic clustering approach is recommended.

Partners will support municipalities and local communities in strengthening their resource management capabilities, promoting innovative and sustainable solutions, including tailored, needs-based trainings. Income generation is recognised as a key element in ensuring the long-term operation, management, and sustainability of interventions, as well as providing income for the community and municipality staff. Sector partners will, therefore, also liaise with the Livelihoods and Food Security & Agriculture sectors to link up to cash-for-work interventions, social and green enterprises, and food-for-work activities.

Additionally, the sector will foster the engagement and mobilisation of local resources, including volunteering activities already supported under the sector, to address staffing shortages in municipalities and public institutions. Building on lessons learnt and existing youth engagement platforms, the sector will provide local structures with opportunities to support municipalities in basic service delivery and emergency response. These local structures include youth-led initiatives, local/municipal conflict prevention mechanisms, and CSOs.

189 Available at: [https://www.un.org/en/ga/search/view\\_doc.asp?symbol=S/RES/2250\(2015\)](https://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/2250(2015)).

190 Available at: [https://www.un.org/en/ga/search/view\\_doc.asp?symbol=S/RES/1325\(2000\)](https://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/1325(2000)).

191 While acknowledging the inherent challenges in measuring conflict prevention.

192 Find the Municipal Law on this [Google Doc](#).

193 Mechanisms for Stability and Local Development (MSLD) is an example of a practical participatory approach due to its effectiveness.

The sector will implement inclusive and integrated projects that ensure the participation of women, youth at risk, persons with disabilities, migrants, displaced persons, and refugees, to prevent their marginalisation and promote their positive engagement in communities. Furthermore, private sector and diaspora engagement will be sought to mobilise technical and financial resources that can support the sustainability of projects, particularly those involving investments in economic assets, such as the rehabilitation of public markets, green and eco-tourism economy, etc.

Support to municipalities for winter preparedness will remain a priority in 2025, in particular for storm-affected areas (such as high-altitude regions, areas near rivers, or localities with inadequate drainage or solid waste management services). Interventions will focus on:

- Constructing and rehabilitating rain drainage and stormwater canals.
- Managing riverbanks and degraded areas.
- Providing municipalities and union of municipalities with snow removal trucks/machinery and jetting trucks to clear clogged canals.

Linkages will be established with the Livelihoods sector to create cash-for-work opportunities for road clearance and winter preparedness interventions.

In 2025, the sector will target the 332 municipalities identified as the most vulnerable under the 332 Localities Map.

#### Output 1.2 – Integrated solid waste management services are provided to reduce social tensions

The Social Stability sector will support integrated solid waste management services in close coordination with the Ministry of Environment (MoE), focusing on innovative cluster approaches. Interventions will closely align with the MoE's National Action Plan of 2024 and will be coordinated through the Solid Waste Management Task Force.<sup>194</sup> However, while the MoE has prepared a draft law proposing additional municipal fees for solid waste management, this measure faces significant in gaining public and parliamentary support. The sector will continue to monitor the progress of this legislation, recognising the urgent need for a sustainable solution to Lebanon's solid waste situation. On the other hand, the MoE has finalized the Integrated Solid Waste Management Strategy and its Strategic Environmental Assessment (SEA). Both documents have been submitted to the Council of Ministers (CoM) for approval, marking a significant step towards establishing a structured and sustainable waste management framework. This progress is expected to reduce environmental risks and foster resilience within communities.

The sector aims to engage more women-led organisations and groups, facilitating women's access to jobs within solid waste management services, such as recycling. Additionally, the sector will explore opportunities in the circular economy, in coordination with the Environmental Task Force, and implement them through collaboration with the Livelihoods sector under Cash for Work schemes, thus achieving both environmental and social benefits. Furthermore, linkages will be established with the Child Protection sub-sector to ensure that children are not hired to work as collectors in ongoing programmes.

Prioritised solid waste management interventions will include:

**1) Provision of collection trucks and waste bins** in underserved areas to mitigate the risk of waste accumulating on the streets, leading to health spillover effects, clogging of canals, and tensions.

**2) Operational support to solid waste management facilities**, including the provision of machinery and installation of solar energy systems to improve efficiency and sustainability.

**3) Engagement of the private sector and CSOs (as collectors, recyclers, composters)** in treatment activities to ensure income generation for the local community and sustainability.

**4) Awareness-raising campaign**, implemented in partnership with various unions of municipalities, to foster community participation, promote behaviour change, mobilise action for marine litter prevention, and improve solid waste management practices.

**5) Development of Local Operational Masterplans for Solid Waste Management** at the service zone level to provide strategic guidance and improve service delivery.

This approach supports the development of a green economy and public-private partnerships, both of which are vital for addressing resource shortages and funding constraints.

In 2025 the sector will target the 332 municipalities identified as the most vulnerable under the 332 Localities Map.

#### Output 1.3 – National and local institutions have the capacity to provide operational support and guidance for disaster risk management and crisis response

National institutions, alongside their local counterparts, will continue to receive support to strengthen their capacity to manage disasters and crises, considering the wide range of crises impacting Lebanon. Key institutions targeted for assistance include:

- The Disaster Risk Management (DRM) unit within the Prime Minister's office, as well as sub-national DRM/DRR entities.

<sup>194</sup> Which is led by the MoE in coordination with MoIM and MoSA. The task force also includes CSOs, private sector representatives, and collectors/recyclers.

- The Ministry of Interior and Municipalities (MoIM), including related entities such as Civil Defense, the Fire Brigade, and The Directorate General of Local Administration and Councils (DGLAC).
- The Lebanon Mine Action Centre.
- The Ministry of Environment (MoE).
- The Ministry of Social Affairs (MoSA).

At the local level, efforts are directed towards enhancing the capacities of Governors and Qaemaqams through staffing, training, and provision of necessary equipment to strengthen local crisis response capabilities.

In line with Lebanon's National Response Framework, the Social Stability sector will continue supporting local authorities to enhance disaster preparedness and response capacities. This support will target municipalities and UoMs, Governors' offices, civil defense, and DRM/DRR operation rooms at the national and regional levels. Prioritised interventions will include staffing, equipment, support to essential services, and renewable energy. Such support is closely coordinated with the Lebanese Red Cross and other key partners at the local level.

At the municipal level, support is extended to enhance local authorities' understanding of risks that may affect their communities and strengthen planning capacities to anticipate disasters and conflict escalation. This support encompasses specific areas of work, including: Climate Change Adaptation and Resilience Planning; Emergency Preparedness and Response Management, Early Warning, and feedback and accountability measures.

Furthermore, the sector will provide support for humanitarian mine action activities under the Flash Appeal, working in coordination with the Lebanon Mine Action Centre,<sup>195</sup> mainly through rapid surveys, reporting and marking, along with explosive ordnance clearance, risk education, coordination, and data management. Such interventions are of essence as the civilian population, including vulnerable groups such as women, children, and persons with disabilities face immediate risks from the presence of explosive ordnance contamination. Without urgent intervention, hazardous areas will remain unsafe, delaying humanitarian assistance, safe returns, recovery, and resettlement efforts.

In 2025, the sector will continue supporting the MoSA and MoIM.

#### Output 1.4 – Municipal police have strengthened capacities to ensure community security

In the context of multi-faceted and compounded crises, municipal police across the country have increasingly assumed front-line responder roles to address growing social unrest and security-related incidents. An ever-growing proportion

of the population now relies on and interacts daily with the municipal police, especially in rural areas. As such, supporting municipalities in developing the capacities of the municipal police to provide security services to the population is paramount. Moreover, the municipal authorities, as the main state interface for the population, have a vital role in gaining local communities' trust by providing an unbiased, inclusive, human-rights-based, gender-responsive, and professional service.

The sector will scale up community policing schemes in key municipalities, in line with the MoIM:

- Standard operational procedures.
- Codes of conduct.
- Management systems for municipal police.

These community policing schemes will strengthen trust between communities and local authorities regarding conflict resolution and also support the institutionalisation and sustainability of the new approach in Lebanon.

Establishing accountability mechanisms while strengthening these institutions will be vital. Increasing cross-country adherence to the elements of the municipal police strategic framework is critical to ensuring a comprehensive and sustainable provision of community security services at the municipal level.

The output includes supporting municipal police under the strategic framework for the transformation of the municipal police, developed collaboratively by the MoIM and the Internal Security Forces (ISF). This framework is articulated around five main components, including:

- Unified standard operating procedures (SOPs).
- Code of conduct (CoC).
- Trainings.
- Unification of uniforms.

Furthermore, in alignment with the 1325 National Action Plan, the sector will support training for women police officers upon available resources. To transform the strategic framework into practice, new tools are being customised and rolled out at the national level. Efforts should also be put forward to mitigate the effects of the crisis on municipal police forces, including their attrition across the country and diminished operational capacities. In addition to the above, sector partners will collaborate with the Protection sector, along with CSOs and human rights/women's rights organisations, to:

- Review codes of conduct and SOPs.
- Train partners on protection, gender, GBV, and anti-trafficking.

<sup>195</sup> The Lebanese Mine Action Center.

Supporting Municipal Police in engagement in income generation activities through community-based services will not only benefit the police economically but also enhance the relationship between the community and the municipal police.

### **Outcome 2 – Strengthen municipal and local community & resources’ capacities to foster dialogue and address sources of tensions and conflicts**

The Social Stability sector will strengthen conflict mitigation mechanisms, such as participatory local dialogue committees, to reduce social tensions. In addition, the sector will mainstream Mental Health and Psychosocial Support (MHPSS) within these interventions, recognising its potential to support local social stability and peacebuilding efforts. Specific programmes will target community focal points that can influence their communities positively and foster dialogue, including youth, girls, and boys, the elderly, and persons with disabilities, who have access challenges to decision-making and justice and lack spaces to engage across communities and transcending generations. These programmes encompass empowering youth to ensure their positive community engagement and capacity-building/sensitising the media to ensure objective reporting and countering fake news on media. A key element is capacity-building for both national and local CSOs, including women-led structures, to enhance their role in dialogue, mediation, and conflict prevention efforts.

#### **Output 2.1- Municipal and local-level Conflict Prevention Mechanisms and CSOs have strengthened capacities for dialogue and conflict prevention**

This output aims to strengthen local capacities for conflict prevention and dispute resolution by establishing and supporting local conflict prevention mechanisms, coordinated through municipalities. These mechanisms will bring together community focal points, public institutions representatives, and the private sector. This will include:

- Establishing new mechanisms and maintaining existing ones.
- Connecting local mechanisms across regions.

Other interventions will encompass:

- Capacity-building for conflict resolution and mediation.
- Organizing actions and social events to reduce inter-communal tensions, ensuring equal participation of women, girls, boys, and men, as well as persons with disabilities.

Additionally, the sector will support local civil society organisations (CSOs) by building their capacity to implement social stability initiatives and engage in social and peacebuilding dialogue with local communities, authorities, public institutions, and the international community. Moreover, the sector will ensure equitable participation, since it is crucial for mediating and addressing misperceptions. In addition to that, the sector will mobilise local peacebuilding infrastructures (both existing and new mechanisms) as early warning and action detectors of

conflict and tensions. These mechanisms will provide timely and accurate information on emerging issues, allowing for proactive response measures to prevent escalation.

In 2025, the sector will target 200 national and local civil society organizations (CSOs).

#### **Output 2.2- Youth are enabled to positively engage, participate in their communities, and build bridges with youth across dividing lines**

By targeting youth in all their diversity, the Social Stability sector aims to prevent marginalisation and negative coping mechanisms and ensure that youth are positively engaged in their communities. Young women’s participation can promote a stronger voice and conflict prevention actions, while young men are targeted under the “youth at risk” category. Sensitising young men against aggressive behaviours by addressing social norms that push individuals to embrace violence and reduce violent and armed conflicts.

Furthermore, sector partners will support municipalities to reach out to skilled youth by linking them with the Education and Livelihoods sectors (digital skills, engineering, construction, etc.) and targeting youth with high drop-out and unemployment, which includes thousands of youth being mobilised in community services and volunteering opportunities. Priority interventions include trainings on life skills, psycho-social support skills, recreational (sports and activities), as well as healthy lifestyles with a focus on mental health. These youth can play a positive role in their communities when supported by partners on conflict mitigation training and active citizenship/community services (cleaning beaches/roads, collecting waste).

In 2025, the sector will target 810 youth initiatives.

#### **Output 2.3 – National, local, and social media actors are capacitated to defuse tensions**

Given the media’s influence on public perceptions, engaging with media outlets is critical to promoting positive, fact-based offline and social media spaces. Therefore, interventions will include trainings for a range of actors focusing on women and youth (journalists, media professionals, municipalities, community focal points, academics, and CSOs). These trainings will focus on:

- Gender and conflict-sensitive reporting.
- Fact-checking techniques.
- Countering misinformation, disinformation, and fake news.
- Promoting positive narratives to offset the hostile messaging.

In addition, sector partners will work on generating more knowledge on the role of media and the online space in triggering tensions, coupled with recommendations on ways to better mitigate misinformation, disinformation, hate speech, online gender-based violence, and fake news.

### Outcome 3 - Enhance the abilities of LRP partners and public institutions on tension monitoring and conflict sensitivity mainstreaming.

Monitoring and analysing social tensions provides insights into humanitarian and development trends across other sectors. Achieving this outcome entails enhancing coordination, capacity-building, and advisory support for partners, at both national and field levels. This involves informing and validating existing frameworks with analysis and concepts to underpin the response. Actors involved in this outcome are guided to ensure that their work is conflict and gender-sensitive, does not harm, and is well-targeted to reduce tensions. The conflict analysis is complemented by conflict sensitivity training, technical support, and advisory services.

#### Output 3.1 – LRP partners have improved skills, capacities, and practices for conflict analysis and conflict sensitivity mainstreaming

To mitigate the risk of inter- or intra-communal tensions, tension risks, and drivers must be analysed and addressed so that efforts focus on mitigation, prevention, do no harm, and conflict sensitivity in a fragile context. Tension monitoring, technical support and guidance, and conflict sensitivity mainstreaming are instrumental in ensuring the coordination of social stability. Sector partners will continue monitoring and analysing offline and online tensions and incidents through a gender lens to enhance their understanding of the tension landscape and inform a more conflict-sensitive approach across other sectors. Capacity-building priorities include scaling up conflict sensitivity trainings based on identified training needs in Arabic and English. The sector will prioritise frequent and effective tension monitoring and analysis, coupled with conflict sensitivity guidance and training.

## Identification of sector needs and targets at the individual/HH, community, and institutional/physical environment levels.

The sector will continue utilising geographical targeting, with prioritised target areas outlined in the “332 localities in Lebanon” (Link to [map](#)). This map identifies and ranks localities in Lebanon that host the highest number of populations and deprived Lebanese. It is expected that the sector will update this map in the first quarter of 2025.

In addition to the above, additional prioritisation and targeting guidance will be provided to partners for the various areas of interventions (community-based support, solid waste management interventions, youth empowerment, and dialogue and conflict) –This will also be updated in the first quarter of 2025.

To optimise targeting, the sector will prioritise geographic areas that still need to be assisted, as well as areas with previous interventions to ensure they are functional and well-maintained through complementarity. This will be achieved based on the sector mapping of previous and ongoing interventions, the absorption capacities of municipalities, and the availability of resources that can be leveraged and mobilised, aiming to ensure previous and ongoing interventions are functional, well-maintained, and sustained.

Moreover, the sector will prioritise clustering approaches rather than targeting municipalities and areas in silos to ensure cost-efficiency and cover larger populations through interventions, given the scarcity of resources and funds.

Within the above, sector partners will ensure that women and adolescent girls are prioritised in programmes and activities. Thus, supporting their active engagement in preventing and addressing tensions, with attention to women-led mechanisms especially considering the increasingly shrinking space for women to engage in peace and dialogue.

## Flash Appeal



**TARGET:**  
IM



**BUDGET:**  
USD 14.5M



**SECTOR LEADS:**  
UNDP, UNHCR

In a region already grappling with explosive ordnance contamination from decades of historic conflict, the new wave of destruction has exacerbated an already critical situation. The current estimation is that between 10% - 20% of the explosive ordnance used in the recent attacks may have failed to detonate, significantly increasing the risk of accidents, particularly for civilians returning to their homes and fields. Lebanon is also facing the threat of white phosphorus which can be difficult and dangerous to deal with, requiring specialist skills and equipment. Its impact on the environment and agricultural land can be serious and long-lasting.

As a result, civilians and humanitarian response actors face immediate risks from the presence of unexploded ordnance, abandoned explosive ordnance, landmines, and other explosive remnants of war. Without urgent intervention, hazardous areas will remain unsafe, weakening all Social Stability sector responses especially OUTCOME 1 (Strengthen municipalities, national and local institutions' ability to alleviate resource pressure, reduce resentment, and build peace) and thus delaying humanitarian assistance, safe returns, recovery, and resettlement efforts.

### Sectoral Impact

- Lack of mine action activities leads to disruption of essential infrastructure (Debris management, repairs, and rehabilitation), impacting community recovery and access to critical and essential services.
- The general population, but especially vulnerable groups like women, children, and people with disabilities face immediate life-threatening risks from presence of unexploded ordnance (UXO), and landmines,
- Without urgent intervention, hazardous areas will remain unsafe putting at risk the life of the people who remain displaced, people returning in their areas, people returning to their homes and people in conflict affected areas as well as lives of those providing emergency and humanitarian assistance, delaying, safe returns, recovery, and resettlement efforts.
- Lack of awareness about explosive ordnance risks seriously threatens civilian safety in conflict-impacted area and preventing first responders interventions.

### Immediate Needs:

- Strengthened coordination capacity between HMA partners and local and national authorities to manage and clear targeted areas
- Humanitarian mine action interventions including rapid surveys and assessments of explosive ordnance contamination, emergency clearance, inter-sectoral coordination of response activities, and risk education to safeguard affected populations and efficiently manage the response.
- Logistical support for explosive ordnance disposal (EOD) operations, , including providing medical items
- Effective and efficient management of data related to explosive hazards, to inform prioritization for clearance and mitigation efforts.
- Support to Humanitarian Mine Action on Explosive Ordnance Risk Education (EORE) and rapid assessments/ marking of contaminated zones.

### Priority Activities:

- Support Humanitarian Mine Action partners, on assessment and survey
- Support HMA with Explosive Ordnance Risk Education (EORE)
- Support HMA with rapid response explosive ordnance disposal (EOD)
- Help enhance and upgrade the information management system
- Support HMA partners in providing victim assistance

# 3. INTEGRATED MAINSTREAMING OF GENDER AND GBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, AND ENVIRONMENT

## Conflict Sensitivity

To ensure that social stability interventions avert exacerbating existing tensions or creating new ones, both inter- and intra-communal dynamics need to be constantly analysed and updated. Sector partners will adhere to the 'Do No Harm' principle while planning and designing their interventions, by:

- i) Including vulnerable people across social groups and adopting a cross-population targeting methodology.
- ii) Applying the "7-step Analytical Cycle" of Conflict Sensitivity and Do No Harm from the early planning phase.
- iii) Investing in significant consultation and coordination efforts at both the central and local levels.
- iv) Communicating widely and clearly on aid allocation decisions and the criteria behind them, including with local authorities and relevant governmental entities.

Additionally, the sector will coordinate closely with the Conflict Sensitivity Mainstreaming focal point to stay abreast on the latest training opportunities and publications in order to disseminate them among sector partners as well as among other sectors.

## Protection

In collaboration with affected communities and authorities, working closely with the Protection sector, sector partners will:

- Design protection sensitive projects using disaggregated data, particularly on disability which is a priority of the MOSA.
- Ensure do no harm, non-discrimination and other humanitarian and protection principles.
- Enhance referrals as applicable for the Social Stability sector.
- Deliver analysis-related outcomes on protection.
- Work closely with the Protection sector to identify gaps and create/enhance synergies.

The sector will aim to minimise any negative effects of the response on the protective environment across populations.

## Gender and GBV

In 2025, the sector will prioritise gender mainstreaming, with a focusing on ensuring women and girls' active engagement and participation in all projects and assessment cycles. Sector partners will receive:

- Training on gender mainstreaming, with tools and modules tailored to Social Stability interventions.
- Support to design inclusive budgets, accounting for childcare/elderly stipends or referral costs to specialised GBV services, to remove barriers limiting women's and girls' participation.

Gender-focused tension analysis will also be developed concerning women and girls' gender in relation to tensions. Additionally, the gender and GBV focal point will continue to support and advise the sector to prioritise mainstreaming gender and gendered MHPSS services.

The sector will strengthen the role of women-led social stability and conflict mitigation structures, recognising their role as agents of change in reducing social tensions and advancing reconciliation efforts. Given the gendered nature of power and conflict dynamics, and the restrictive gender norms in many communities, targeted efforts will be made to create enabling spaces for women and girls. The strategy considers providing women-only dialogue spaces where women have better opportunities to increase mutual understanding and reconciliation amongst each other. However, the strategy also aims to provide spaces where women and men engage in constructive conversations to break down stereotypes and rebuild trust while promoting the participation and leadership of women in local-level formal decision-making structures for peace, security, relief, and recovery. Women will engage, interact, and collaborate with generally male-dominated community structures (political parties, municipalities, local security, etc.) to design and implement community actions. It is anticipated that the strategy will, through these exchanges, provide shared spaces of learning and, therefore, provide opportunities for women and men to question, challenge, and

deconstruct traditional gender roles and build new ones that recognise the importance of women’s engagement in local peace and social stability processes.

## Prevention of sexual exploitation and abuse (PSEA) and accountability to affected populations

In 2025, the sector will work to ensure that complaints, feedback, and response mechanisms, including protection from sexual exploitation and abuse (PSEA) and child safeguarding, are known, accessible and responsive in relation to Social Stability services. Building on existing infrastructures, the sector will support partners to improve collective accountability related to PSEA and child safeguarding and coordination with the PSEA Network, as well as reporting on gaps and challenges or requesting sector-specific support. The sector will ensure continuous capacity-building and information flow with the support of the sector focal point on PSEA, including access to PSEA material developed by the PSEA network, clear guidance on how to handle SEA disclosure, as well as reporting allegations.

## Environment

Environmental mainstreaming remains particularly important for solid waste management and services interventions. In 2025, sector interventions will continue to consider the design of the initiatives, their implementation processes and impact, as well as their sustainability both at the technical and operational levels. This will encompass training municipalities on environmental management and responding to natural-related challenges and malpractices, including flooding, forest fire prevention, and riverbanks and degraded lands rehabilitation. The trainings will also include related conflict resolution skills. Furthermore, the sector partners will build on updated training material and make it available to better respond to recurring tensions at the local levels. The sector will also remain engaged in the inter-sectoral Environment Task Force (ETF), led by the MoE, to mainstream environmental considerations in project design and implementation, including refresher training on environment assessment markers for sector partners and other thematic areas. Within this task force, collaboration will take place with other key sectors such as Shelter, Water, Energy and Food Security, and Agriculture.



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# 4. LOGFRAME

## OUTCOME 1: Strengthen municipalities, national and local institutions' ability to alleviate resource pressure, reduce resentment, and build peace

Indicator 1.1	Description	MoV	Unit	Frequency
% of people reporting positive impact of municipalities on their lives	This indicator measures the legitimacy and effectiveness of municipal institutions through the perceptions of affected communities	UNDP/ARK Regular Perception Survey on Social Tensions	%	Quarterly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
NA	-	-	NA	-	-	NA	-	-	NA	-	-	NA	-	-	NA	-	-

Indicator 1.2	Description	MoV	Unit	Frequency
% of people living in vulnerable areas reporting competition for services and utilities as a source of tension	This indicator measures how prominently 'competition for municipal and social services and utilities' feature as a source of tensions	UNDP/ARK Regular Perception Survey on Social Tensions	%	Quarterly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
NA	-	-	NA	-	-	NA	-	-	NA	-	-	NA	-	-	NA	-	-

## OUTCOME 2: Strengthen municipal and local community & resources' capacity to foster dialogue and address sources of tensions and conflicts

Indicator 2.1	Description	MoV	Unit	Frequency
% of people able to identify conflict resolution mechanisms/actors in their community they would turn to	The indicator measures whether a conflict resolution infrastructure exists at the local level through formal and informal institutions that local communities feel comfortable to turn to for dispute resolution as per the perceptions of affected communities	UNDP/ARK Regular Perception Survey on Social Tensions. Baseline: People identify at least one community institution/actor they would turn to in case of disputes.	%	Quarterly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
NA	TBC	TBC	NA	TBC	TBC	NA	-	-	NA	-	-	NA	-	-	NA	-	-

Indicator 2.2	Description	MoV	Unit	Frequency
% of people identifying factors that could improve inter-community relationships	The indicator measures the percentage of people who identify 'factors of peace' that could help to improve relationships between Syrians and Lebanese thereby evincing a mindset geared towards cooperation and dialogue (Result For Women the Same )	UNDP/ARK Regular Perception Survey on Social Tensions. Baseline: 54,2% (i.e. the percentage of people who did not say 'nothing helps to improve relations) -	%	Quarterly

SYR			LEB			PRL			PRS			Migrants			Other		
Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025	Baseline	Target 2024	Target 2025
NA	-	-	NA	-	-	NA	-	-	NA	-	-	NA	-	-	NA	-	-

**OUTCOME 3: Enhance the abilities of LRP partners and public institutions on conflict sensitivity mainstreaming**

Indicator 3.1	Description	MoV	Unit	Frequency
% of LRP partners reporting on enhanced knowledge on conflict sensitivity and means of programmatic adaptation	-	Cross-sectoral Conflict Sensitivity Mainstreaming Survey	%	Yearly

All

Baseline	Target 2024	Target 2025
75%	80%	80%

Indicator 3.2	Description	MoV	Unit	Frequency
# of LRP sectors integrating conflict sensitivity into their strategy, workplan or implementation	LRP sectors (11 in total) that take steps/initiative to integrate conflict sensitivity consideration in their work - i.e. by including specific activities related to tensions in their strategy or in the approach (targeting, training, SoPs, M&E framework etc...).	Sectors strategies and documents published on the interagency portal	#	Yearly

All

Baseline	Target 2024	Target 2025
1 (FSS)	11	11



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## PEOPLE IN NEED

 **3,341,474**

## PEOPLE TARGETED

 **2,325,666**

## SECTOR APPEAL

 **\$285,000,000**

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# SECTOR OUTCOMES

## OUTCOME 1:

Strengthen national, regional and local public institutions' capacities to deliver improved public policies, goods and services (water and sanitation)







- **Output 1.1:** Strengthening institutional governance to adopt key water strategies
- **Output 1.2:** Support water institutions operations and building their capacity.

## OUTCOME 2:

More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated

- **Output 2.1:** The most vulnerable people have secured access to a sufficient quantity of quality, reliable and equitable Water services
- **Output 2.2:** The most vulnerable people have secured access to sufficient quantity of quality, reliable and equitable Sanitation services
- **Output 2.3:** People in need have secured access to critical hygiene items and adopt sustainable and socially responsible WaSH behavior.

# POPULATION BREAKDOWN

	PIN 2025	TARGET 2024	TARGET 2025
 PERSONS DISPLACED FROM SYRIA	1,021,786	660,000	570,000
 VULNERABLE LEBANESE	2,146,366	900,000	1,693,666
 PRS	15,739	15,000	12,000
 PRL	68,810	50,000	40,000
 MIGRANTS	88,773	10,000	10,000
 OTHER	-	-	-

# I. SITUATION ANALYSIS

Continued hostilities throughout 2024 put a significant strain on Lebanon's already fragile water and wastewater systems. At least 44 water infrastructures were damaged due to hostilities, impacting the water supply for nearly half a million people. In addition, many water stations went out of service due to indirect damage to distribution networks and the electrical grid. Kilometres of water networks and sewers were damaged or destroyed. All this damage, combined with an estimated 99,209<sup>196</sup> housing units damaged or destroyed during the conflict (as of 27 October 2024), along with the damage to water storage containers, connections, and Water, Sanitation and Hygiene (WaSH) facilities will compromise adequate access to water and sanitation for hundreds of thousands of people.

Furthermore, nearly 200,000 people remain internally displaced, with over 6,000 IDPs still sheltered in 65 collective sites. In addition to the existing caseload of displaced Syrians, recent developments in Syria and additional influx of populations have added another layer of complexity to the situation, elevating public health risks and further pressuring overstretched water resources and WaSH services.

Over 3.3 million people across all population groups residing in Lebanon continue to face challenges accessing safe and sufficient water for drinking and domestic use, as well as safe sanitation and hygiene items. Humanitarian and stabilisation support for water and wastewater systems is crucial to preventing a significant increase in WaSH needs. The country remains in the grip of multi-layered crises, marked by an acute economic contraction compromising both institutional capacities to supply services and household purchasing power. This has led to increased poverty and deprivation, further inhibiting access to services.

This situation continues to put families at risk, particularly infants and young children, who are the most vulnerable to waterborne diseases—a leading cause of mortality among children under five. Water systems are operating intermittently, while many wastewater treatment plants remain inoperative. The cholera case recorded in Akkar in 2024 highlights the fragility of Lebanon's WaSH situation and the risk of further outbreaks, such as the one in 2022.

At the institutional level, Lebanon's Water and Wastewater sector faces a dire situation, with a severe budget deficit exacerbated by currency devaluation. Several challenges have contributed to a revenue gap of almost \$24 million in 2024. These challenges include devalued and unreconciled tariffs and low collection rates in the four water establishments, particularly in the South and Bekaa following the attacks on Lebanon. Unpaid arrears, high operational costs, and high non-revenue water jeopardise the financial stability of water establishments, hindering their ability to provide basic services. An incomplete

and outdated legal and institutional framework further impedes the optimal functioning of institutions. As a result, maintaining the minimum level of services provided by public institutions remains heavily reliant on extensive external support, such as repair and maintenance programs for Water Establishments' managed water production and distribution systems, as well as operational support for wastewater treatment plants and associated infrastructure.

In 2024, around 170,000 displaced Syrians residing in informal settlements depended on humanitarian assistance. This assistance, provided by WaSH sector partners, included water trucking and desludging modalities and the installation of temporary water and sanitation facilities to meet their water and sanitation needs. The latest developments in Syria have introduced new dynamics and complexities, with some of the displaced Syrians expected to return to Syria in 2025. However, newly displaced people from Syria continue to arrive, mainly in the Baalbek-El Hermel governorate. The need for humanitarian assistance for displaced Syrians in informal settlements and newly opened collective shelters will likely persist in 2025. Similarly, Palestine refugees in Lebanon (PRL) living in 12 camps across Lebanon continue to rely on water supply and sanitation systems supported by UNRWA.

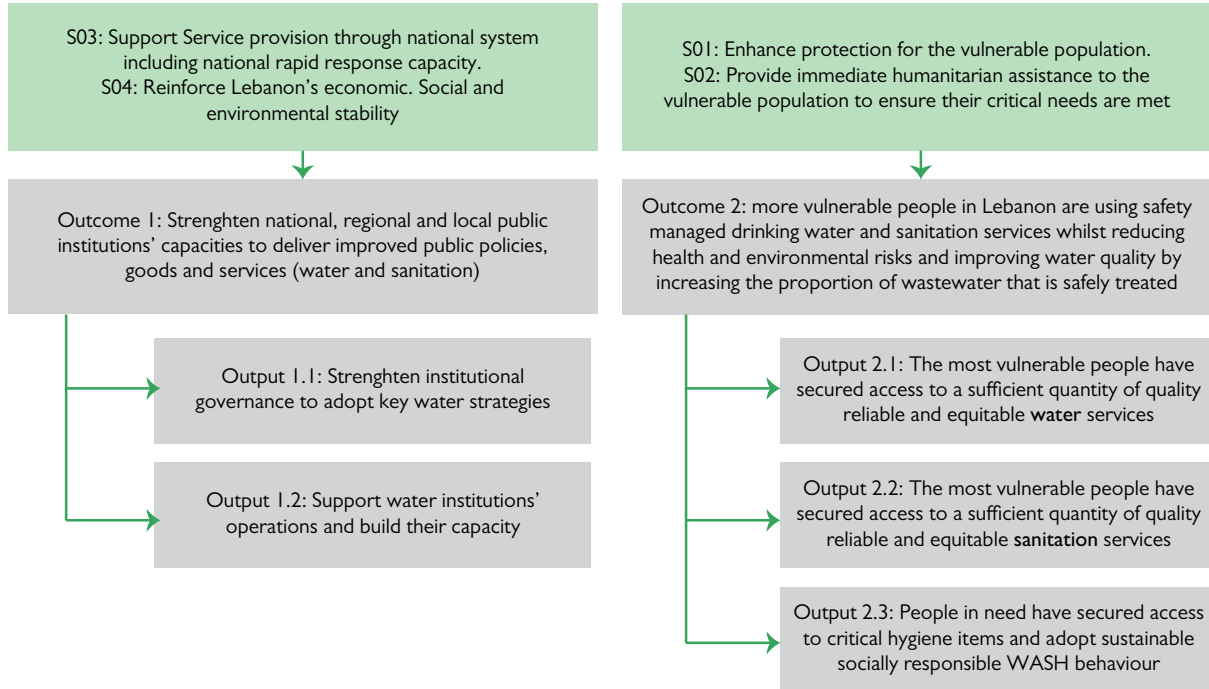
Data from the Tension Task Force (UNDP) reveals varying levels of concern about water-related tensions across districts. In November 2024, the highest levels of concern were reported in Tripoli, Akkar, Baalbek, Kesrwane, El Meten and Marjaayoun, reflecting heightened water-related tension concerns. Over the past year, inter-communal tensions have shifted, with Lebanese communities increasingly concerned about competition for services with 68 per cent reported that security conditions in their area have worsened: the highest is Nabatiyeh (94%) and Baalbek-El Hermel (76%).<sup>197</sup>

<sup>196</sup> The World Bank (November 2024), *Lebanon Interim Damage and Loss Assessment (DaLA)*, WaSHington, DC.

<sup>197</sup> Tensions landscape & Conflict Sensitivity Consideration-Tension Monitoring System UNDP

# 2. OVERALL SECTOR STRATEGY

## Theory of Change



The Theory of Change unfolds as illustrated in Figure 1. On the one hand, by bolstering capacity-building efforts and enhancing institutional governance, water institutions can develop and implement improved policies and strategies. This, in turn, facilitates the maintenance of services at the national, regional, and local levels—aligning with LRP Strategic SO3: Support service provision through the national system, including national rapid response capacity, and SO4: Reinforce Lebanon’s economic, social, and environmental stability. Additionally, such efforts contribute to providing WaSH services to vulnerable populations residing in permanent locations, aligning with Strategic Objective 2.

On the other hand, supporting vulnerable populations in all their diversity, including gender, age, and disability, ensures equitable and inclusive access to water and wastewater services. This support, coupled with the promotion of sustainable and responsible social and WaSH behaviour, helps to reduce health and enhance the protection of vulnerable populations. This dual approach contributes to addressing SO1 and SO2. SO1 aims to enhance the protection of vulnerable populations. SO2 focuses on providing immediate humanitarian assistance to vulnerable populations to ensure their critical needs are met.

At the sectoral outcomes level, these two outcomes support and complement each other. Sector Outcome 1 seeks to improve policies and public institutions’ capacities to deliver services, thereby promoting more equitable access to services for vulnerable populations in all their diversity (Sector Outcome 2). Conversely, interventions implemented under Sector Outcome 2 (rehabilitation of water pumping stations,

solarisation, operation and maintenance support to wastewater treatment plants, etc.) not only support the delivery of safe WaSH services to vulnerable populations but also contribute to the optimisation of public institutions’ performance and increasing cost recovery (Sector Outcome 1).

## Assumptions and Risks

### Assumptions:

#### 1. Lebanon’s National Water Strategy (LNWS) 2024-2035 with Embedded Water Sector Recovery Plan and Water Code Implementation:

- Lebanon’s National Water Strategy 2024-2035 will be adopted by the Council of Ministers in 2025, ensuring alignment with the broader vision for Lebanon’s Water sector. This updated strategy is critical for establishing a sustainable framework to address Lebanon’s water challenges, particularly in light of the increased demand due to the war, displacement, and economic crisis. It includes the main objectives of the Water Sector Recovery Plan of 2022 to ensure resilience, financial sustainability, and service continuity and sets the longer-term development objectives for the Water sector by 2035.
- The **Water Code**, ratified in 2020, will continue to serve as a fundamental guide in resolving structural issues within the sector. Its role is more important than ever, given the extensive damage to WaSH facilities and infrastructure

caused by the 2024 hostilities. The Ministry of Energy and Water (MoEW) will continue to draft the corresponding application decrees and present them to the Council of Ministers (CoM) for approval.

- The **Strategic Environmental and Social Assessment (SESA)**, issued in 2022, will remain a key tool for promoting Lebanon's National Water Strategy, providing a framework for addressing the sector's social and environmental challenges in a rapidly changing context.

## 2. Government Commitment and Accountability:

- The **Government of Lebanon (GoL)** will continue to demonstrate commitment to ensuring continuity of water supply and quality. However, the situation remains fragile due to the compounded crises including the political vacuum, social and economic instability exacerbated by the situation in Syria, ongoing tensions with Israel, and economic decline.
- The **Ministry of Energy and Water (MoEW)** will rely on continued collaboration with the Ministry of Public Health (MoPH) and other relevant authorities to monitor and address water quality, especially in light of the 2024 **cholera cases** in Akkar.

## 3. Donor Funding and Flexibility:

- Donors will provide the necessary funding to meet Lebanon's urgent WaSH needs, including emergency preparedness, contingency planning, and response to any potential cholera outbreak. However, this funding will require flexibility to address new emerging risks, including those arising from ongoing border conflicts and the displacement crisis.

### Risks:

#### 1. Cross-Border Dynamic and Conflict:

- **Development in Syria and Potential cross-border movements to and from Syria** remain a key risk. This may lead to increased displacement, further pressure on WaSH infrastructure, and the spread of waterborne diseases.
- The **security situation** in the southern regions of Lebanon remains unstable, with an ongoing volatile ceasefire in place and many villages remaining inaccessible. This limits access to critical WaSH services in these areas, particularly in **borderline villages** that have been inaccessible to humanitarian actors for years.

#### 2. Cholera and Waterborne Disease Outbreaks:

- **The cholera cases in Akkar in 2024** demonstrated the vulnerability of Lebanon's population to waterborne diseases, especially given the lack of access to safe water and sanitation in many areas. The **reduced funding** for

service provision in informal settlements, coupled with an increase in cross-border movements, raises the risk of further cholera outbreaks.

- In addition to cholera, **Hepatitis A** and other waterborne diseases continue to be endemic in vulnerable communities, exacerbating the existing health crisis and stretching resources.

#### 3. Economic Deterioration and its Impact on WaSH Services:

- The **deteriorating economic situation in Lebanon**, including high inflation and a depreciating Lebanese Pound (LBP), significantly increases the vulnerability of the population. As **costs of water trucking, bottled water**, and alternative sources rise, more people will be unable to access clean water, resulting in a rise in waterborne diseases and public health challenges.
- **Water Establishments (WEs)** are facing severe challenges in service delivery, particularly as the economic crisis deepens and institutional capacity weakens. Efforts to increase subscription and fee collection rates are stymied by the widespread inability to pay, especially in areas affected by war.

#### 4. Funding:

- As of **mid-December 2024**, only 31 per cent of the required funding had been secured under the Lebanon Response Plan (LRP) framework (\$87.9 million) and the flash appeals (\$15.6 million). There are growing concerns about future funding shortfalls, which could impact the ability of partners to respond effectively to emerging crises and meet the sector's objectives for 2025. It shall be noted that Water Establishments (WEs) are increasing the tariff as much as socially and economically possible for vulnerable populations, but this cannot cover the needs for water in light of the continuous crises facing the country.

#### 5. Access Constraints and Security Risks:

- Security risks and **restricted access** to areas affected by conflict will limit the ability of humanitarian partners to deliver essential WaSH services. This is particularly critical in **borderline areas** in the South and in the **Bekaa Valley**, where the presence of landmines, unexploded ordnances, and phosphorus, as well as cross-border activities between Israeli and Lebanese forces present additional barriers.

#### 6. Water-Related Communal Tensions:

- **Perceptions around water** access and quality are increasingly becoming a source of **communal tensions**, particularly in areas where resources are scarce or where disparities exist between displaced populations and host communities. This could lead to **social instability and incidents** that further hinder access to WaSH services.

## Mitigation

To address the **risk of escalating hostilities**, the strategy includes enhancing security and access monitoring by coordinating with the United Nations Department of Safety and Security (UNDSS), local authorities, the United Nations Interim Force in Lebanon (UNIFIL), and humanitarian agencies to track real-time developments, particularly in southern Lebanon and border regions. Additionally, remote sensing and satellite technologies will be utilized to monitor infrastructure damage and access conditions, with contingency plans focusing on flexibility in accessing affected areas and pre-positioning WaSH supplies. Cross-border coordination with actors in Syria will ensure continuous WaSH service delivery, while advocacy for safe humanitarian corridors will be prioritised. This approach will be integrated into Lebanon's overall risk management framework, complementing regional planning related to the Syria crisis. The monitoring system will ensure timely interventions to protect WaSH infrastructure and minimise service disruptions.

For **cholera and waterborne disease outbreaks**, strengthening preparedness involves increasing community health education on prevention and improving water quality monitoring, particularly in informal settlements. Collaboration with the MoPH, the World Health Organization (WHO), and local health agencies will facilitate coordinated responses to outbreaks, including deploying mobile health units for medical support. These efforts will be integrated into the WaSH sector's emergency plans and coordinated with health interventions. Pre-positioned supplies and enhanced monitoring will enable rapid responses to outbreaks, reducing health impacts and empowering communities with essential preventive knowledge.

In response to **economic deterioration and its impact on WaSH services**, the strategy promotes financial resilience by supporting WEs in adopting financial recovery plans, improving cost recovery models, and integrating energy-efficient technologies like solar power to reduce operational costs. Alternative financing mechanisms, such as micro-grants, will assist WEs with urgent operational costs. Additionally, cash-for-WaSH programmes will provide subsidies for vulnerable populations to ensure access to safe water. These actions will align with Lebanon's National Water Strategy and the Humanitarian-Development-Peace Nexus approach, ensuring continuous access to services despite economic challenges.

To address access **constraints and security risks**, the strategy includes expanding technology-driven solutions like remote monitoring and mobile water treatment units for conflict-affected areas. Local capacity will be enhanced through training community workers and non-governmental organisations (NGOs), empowering them to deliver WaSH services sustainably. Coordination efforts with international stakeholders will advocate for safe access in high-risk areas, contributing to broader humanitarian diplomacy efforts. Innovative technologies and community-based approaches will ensure uninterrupted service delivery, even in inaccessible areas.

Lastly, to address **water-related communal tensions**, the strategy focuses on strengthening community dialogue

mechanisms to address disputes over water access, particularly in mixed or refugee-hosting communities. Conflict-sensitive programming will ensure equitable distribution of WaSH services. These initiatives will be integrated into broader social stability and peacebuilding efforts, ensuring that equitable access to water resources is central to WaSH programming. Engaging communities in dialogue will reduce tensions and prevent conflicts, stabilising vulnerable areas.

## Sector Results: Lebanon Response Plan (LRP) Impacts, Sector Outcomes, and Outputs

**The 2025 Lebanon Response Plan (LRP)** for the WaSH sector will build upon the progress made in 2024 while adapting to new challenges. These challenges arise from the ongoing conflict, the cessation of hostilities conditions, and the complex socio-political and environmental landscape. The plan will continue to prioritise immediate humanitarian needs while incorporating resilience-building and long-term development goals. This approach aligns with Lebanon's aspirations for sustainable development and peacebuilding.

In 2025, the WaSH sector strategy will be further refined based on the evolving situation, including the post-conflict context, recovery priorities, and Lebanon's ongoing efforts to transition from humanitarian response to sustainable development.

**The WaSH sector strategy for 2025** will work towards achieving the following objectives:

### I. Contribute to the restoration of water and sanitation services in areas affected by hostilities within the framework of the Flash Appeal and the LRP.

- **Action: Damage Assessment and Rapid Response:**
  - Conduct immediate **assessments of water and sanitation infrastructure** in areas affected by hostilities to identify urgent repair and rehabilitation needs.
  - Deploy **emergency repair teams** to restore essential water supply and wastewater services, focusing on water sources, damaged pipelines, pumping stations, and treatment facilities.
- **Action: Restoration of Water Supply Systems:**
  - Rehabilitate damaged **water distribution networks**, including sources, pipelines, reservoirs, and pumping stations.
  - Reconstruct and rehabilitate **community water points** and water sources such as springs and wells,

to restore local access to drinking water.

- **Action: Support with Wastewater Management:**

- Repair and restart operations at **wastewater treatment plants** and sewage pumping stations.
- Clear blockages and repair damages in **sewer networks**, particularly in urban and high-density areas impacted by hostilities.

- **Action: Resilience-Oriented Rehabilitation:**

- Integrate **solarisation** and other **renewable energy solutions** into rehabilitated water and wastewater facilities to reduce reliance on fossil fuels.

## 2. Continue direct Humanitarian Assistance to Vulnerable Populations

- **Action:** Expand the **provision of life-saving WaSH services** for populations most affected by conflict, including displaced Syrians, Internally Displaced Persons (IDPs), returned IDPs, Lebanese host communities, and marginalised groups. This will include **water trucking, distribution of hygiene kits, and desludging** in informal settlements, collective shelters, and other high-need areas.
- **Action:** Use **needs-based assessments** to determine the exact requirements for vulnerable populations, ensuring that the response is **timely, efficient, and inclusive**.
- **Action:** Foster **community participation** in planning and decision-making to ensure that interventions meet the specific needs of different community groups (e.g., women, children, elderly, and persons with disabilities).

## 3. Support National Preparedness and Contingency Planning for Emergencies

- **Action:** Work closely with the **Lebanese government** to **update and strengthen national preparedness plans** for water and sanitation services during emergencies, including the potential for natural disasters (e.g., floods) and **escalating conflict scenarios**.
- **Action:** Ensure the availability of **emergency response stocks** (e.g., chlorine tablets, hygiene kits) to ensure quick deployment in case of disasters or further conflict escalations.
- **Action:** **Simulate emergency response scenarios** with key stakeholders, including local governments, UN agencies, and NGOs, to test **contingency plans** and ensure effective and timely response in emergencies.

## 4. Align with the Water Sector Recovery Plan embedded in Lebanon's National Water Strategy

- **Action:** Continue implementing the Water Sector Recovery Plan, focusing on **urgent recovery of critical infrastructure**, including the restoration and repair of water and sanitation facilities damaged by the conflict. The emphasis will be on **improving cost recovery mechanisms**, ensuring that Lebanon's WEs are financially resilient in the face of continuing economic pressures.
- **Action:** Focus on **resilience-building measures** within the **WEs**, including the integration of **alternative water sources**, such as solar-powered water systems, to reduce dependency on conventional energy grids, especially in conflict-affected areas and areas experiencing severe economic strain.
- **Action:** Continue advocating for **political commitment and financial support** from both the Lebanese government and international donors, ensuring the long-term sustainability of the sector.

## 5. Be guided by Lebanon's National Water Strategy 2024-2035

- **Action:** As the **updated LNWS 2024-2035** is officially adopted, it will guide the **reconstruction of water and wastewater infrastructure** in areas impacted by the 2024 hostilities. The strategy will focus on building **climate resilience** and **addressing the impact of the Syria crisis** on Lebanon's WaSH sector.
- **Action:** The updated strategy will further emphasise **equitable water service provision** for all populations.
- **Action:** Integrate **climate change adaptation** measures into the water management plan, including **rainwater harvesting**, water efficiency, and the use of **alternative water sources** in drought-prone regions.

## 6. Contribute to Lebanon's Commitment to the 2030 Agenda for Sustainable Development

- **Action:** The WaSH sector will contribute to the realisation of the Sustainable Development Goal (SDG 6) (clean water and sanitation) by ensuring that **vulnerable populations**—including people displaced from Syria, displaced Lebanese, and marginalised communities—have access to **safe water and sanitation**.
- **Action:** Continue to work in line with Lebanon's **United Nations Sustainable Development Cooperation Framework (UNSDCF)** commitments and broader SDG framework, with specific focus on **SDG 6**. This will involve **targeting water infrastructure improvements**, particularly in areas with **high displacement** and **precarious living conditions**.
- **Action:** Expand **collaborative efforts with the Private sector** and donors to **mobilise financing** for water-related infrastructure projects that support Lebanon's longer-term development.

## 7. Support Cross-Ministerial Efforts for Water Resource Protection and Climate Resilience

- **Action:** Strengthen cross-ministerial collaboration with the **Ministry of Energy and Water (MoEW), Ministry of Environment (MoE)**, and other government bodies to **protect and safeguard Lebanon's water resources** and promote **sustainable water management** practices.
- **Action:** Incorporate **climate change resilience** into national and regional water management plans, particularly for communities facing severe water scarcity due to shifting weather patterns, droughts, and the pressures of the ongoing displaced Syrian crisis.
- **Action:** Promote the **rehabilitation of degraded water sources** and **enhance monitoring as an efficient decision-making tool** in vulnerable regions.

## 8. Contribute to Multi-Sectoral Efforts to Mitigate Waterborne Diseases, Including Cholera Prevention

- **Action:** Given the increased **risk of waterborne diseases** (e.g., cholera) in 2024, the 2025 LRP will focus on expanding **disease prevention measures**, including **chlorination programmes, hygiene promotion, and water quality monitoring**.
- **Action:** Enhance **community-based cholera prevention programmes** in areas with high-risk populations, focusing on **informal settlements**, and **remote rural areas**.
- **Action:** Continue to **monitor and respond to waterborne disease outbreaks**, with a focus on **preparedness and rapid response mechanisms**, leveraging **cross-sectoral coordination** between WaSH, Health, and Social Stability actors.
- **Action:** Under the supervision of the MoEW and in close coordination with other concerned ministries, the sector will establish a **water quality monitoring plan**.

## Contribution of the WaSH Sector Strategy to LRP Impacts and Overall Strategic Objectives

The WaSH sector strategy for 2025 is designed to contribute significantly to Lebanon's broader **LRP** impacts and strategic objectives, addressing both the immediate humanitarian needs and medium- to longer-term goals. By focusing on **sustainable and inclusive WaSH services, building resilience** in conflict-affected areas, and **prioritising gender-responsive**

**and protection-centered interventions**, the WaSH sector will work cohesively with other sectors to foster comprehensive change at both the output and outcome levels.

The **Humanitarian-Development-Peace (HDP) Nexus** framework emphasises the importance of coordinated, integrated approaches across sectors to address the multi-dimensional challenges Lebanon faces. The WaSH sector will play a pivotal role in this integrated approach by:

- **Humanitarian Action:** Addressing the immediate needs of vulnerable populations, especially those affected by conflict and displacement, by ensuring access to safe water, sanitation, and hygiene. This aligns with the LRP's **emergency response** priorities, aiming to prevent the spread of waterborne diseases and ensure the survival and dignity of affected communities.
- **Development:** Promoting medium- to **longer-term resilience in the Water sector** by investing in **infrastructure rehabilitation, capacity building** of WEs, and **strengthening governance**. These efforts contribute directly to Lebanon's **development agenda** and the **sustainable management of water resources** in line with Lebanon's **updated National Water Strategy (LNWS)**.
- **Social Stability:** Facilitating **social stability** by ensuring equitable and inclusive water service delivery to all communities, regardless of nationality, which will reduce tensions over water resources and improve inter-community relations. Access to water can be a critical enabler of **peacebuilding and conflict prevention**, particularly in areas with mixed populations, such as the border villages and areas with informal settlements.

### Outcome 1: Strengthen national, regional, and local public institutions' capacities to deliver improved public policies, goods, and services (water and sanitation)

The WaSH sector will contribute to this outcome through efforts aimed at strengthening the capacity of WEs and other public institutions to improve the delivery of water and sanitation services. The outcome will be measured through the following key indicators:

#### Indicators:

- **A)** Percentage increase in the **budget balance** of WEs as a result of the **updated tariff**.
- **B)** Percentage increase in **yearly subscriptions** and **collection rates** for WEs.
- **C)** Percentage increase in the number of **water pumping stations and wastewater treatment facilities** with decreased dependence on fossil fuels (e.g., **solarised stations** or those powered by other **renewable energy** or **gravity-fed systems**).

- **D)** Number of **sources monitored** through automated bulk flow meters

#### Key Contributions to Output 1.1 and 1.2:

1. **Support the LNWS 2024-2035:** Continue to support the **MoEW Task Forces** in implementing the **Water (and Wastewater) Sector Recovery Plan**. This includes participating in active task forces on topics such as **solarisation, energy management, water quality, and non-revenue water**. These efforts will contribute to improving the sustainability and financial resilience of the WaSH sector.
2. **Capacity Building for Water Establishments:** Invest in building the technical, financial, and managerial capacity of **WEs**, ensuring that they can deliver improved public services. This includes providing **training**, updating **customer databases**, improving water quality, and adopting **digital transformation** initiatives.
3. **Cost Recovery and Financial Sustainability:** Develop **cost-recovery schemes** for water and wastewater services, ensuring long-term financial sustainability. This will include updating tariffs and improving billing and collection systems.
4. **Institutional Strengthening:** Contribute to **multi-stakeholder engagement** at national, regional, and local levels for informed and outcome-oriented contributions to **water policy design**. This will involve **civil society, youth, academia, and policy experts**.

**Outcome 2: More vulnerable people in Lebanon, in all their diversity (including age, gender, and disability), are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.**

This outcome focuses on ensuring that vulnerable populations—including displaced persons, marginalised communities, and refugees—have improved access to safe water and sanitation services. The outcome will be measured through the following key indicators:

#### Indicators:

- **A)** Percentage increase in the proportion of the population using **safely managed drinking water** services (SDG 6.1.1).
- **B)** Percentage increase in the proportion of **wastewater safely treated** (SDG 6.3.1).
- **C)** Percentage increase in the number of boys, girls, women, and men with appropriate **hygiene knowledge, attitudes, and practices** related to water and wastewater.

#### Key Contributions to Outputs 2.1, 2.2 and 2.3:

1. **Safe Water and Sanitation Services:** Improve access to **safe drinking water** through the **rehabilitation of water sources, water distribution networks, and wastewater treatment facilities**. This includes prioritising activities such as **augmentation, rehabilitation, and construction** of water infrastructure in underserved areas, ensuring that vulnerable populations can access these services.
2. **Solarisation and Renewable Energy Transition:** Emphasise transitioning the **Water and Wastewater sector** towards **renewable energy**, including the **solarisation** of pumping stations and treatment facilities. This transition will ensure a more sustainable, climate-resilient WaSH service delivery.
3. **Gender-Responsive Sanitation:** Focus on improving **sanitation facilities** that meet the needs of women and girls, including **privacy** measures for menstrual hygiene management. Shared toilets in informal settlements will be upgraded with **lighting, privacy partitions, and locks** on doors to ensure adequate sanitation services.
4. **Hygiene Promotion and Community Engagement:** Support **hygiene promotion programs** aimed at increasing knowledge, attitudes, and practices around **water safety, waterborne disease prevention, and menstrual hygiene management**. This includes targeted **awareness-raising** campaigns and supporting vulnerable populations in **temporary locations**.
5. **Safe Wastewater Management:** Increase the proportion of safely treated **wastewater** through investments in rehabilitating **wastewater treatment plants, sewer systems, and pumping stations**, as well as providing **support for their maintenance**.
6. **Support for Displaced Populations:** Ensure that displaced populations in informal settlements have access to **trucked water and sanitation services** while transitioning to **more sustainable infrastructure solutions** in the medium term. The WaSH sector will continue to work on **alternative water and sanitation delivery methods** to minimise costs and improve efficiency.

#### Expected Results

The **prioritisation process** for the 2025 **WaSH sector strategy** will be based on a comprehensive and systematic approach to addressing the urgent needs arising from **mass displacement and the escalation of conflict**. It will draw on assessments and surveys conducted by the Water Establishments and MoEW, while also considering the latter's medium- to longer-term recovery and resilience-building strategies. This approach integrates lessons learned from the **Geo-Prioritization Exercises of 2024**, focusing on both **waterborne disease hotspots and areas impacted by the**

**recent hostilities.** The process will give special attention to the most vulnerable populations, particularly those in **informal settlements** and **collective shelters**, and to addressing **waterborne disease risks, water scarcity, and climate change impacts.**

Several key assessment exercises will shape the 2025 prioritization process. The Geo-Prioritization Exercise of 2024 for Waterborne Diseases identified high-risk areas for diseases such as cholera and hepatitis A, integrating data from the MoPH's Epidemiological Surveillance Unit, WaSH-related tensions, and the Tension Monitoring System to target vulnerable locations. Similarly, the Geo-Prioritization Exercise for Hostilities Impact focused on regions affected by conflict, prioritizing areas with high displacement levels, damaged infrastructure, and limited access to water and sanitation services. These findings, combined with updated assessments of vulnerabilities outlined in the Prioritization Guidance Note for 2025 Planning, emphasise addressing emergency needs and long-term recovery with a focus on displaced populations, waterborne disease prevention, and climate-resilient WaSH solutions.

The prioritization process will rely on needs assessments and vulnerability scoring provided by the Water Establishments and WaSH Assessment Platform (WAP), which evaluates water and sanitation access, hygiene practices, environmental risks, and health vulnerabilities. The process will prioritise high-risk areas, including waterborne disease hotspots and conflict-impacted regions, based on access to safely managed drinking water, hygiene behaviour, economic vulnerability, environmental risks, health risks, and social vulnerabilities.

For the 2025 response, priority areas include waterborne disease hotspots requiring urgent interventions such as water treatment, sanitation improvements, and health education, guided by the Geo-Prioritization Exercise. Conflict-affected areas with significant displacement and damaged infrastructure will also receive focused support, targeting borderline localities and areas with severe access challenges. Vulnerable populations in informal settlements and collective shelters will remain a key focus, with interventions guided by WAP vulnerability scoring and prior geo-prioritization exercises. The process will prioritise underserved regions with inadequate public water and sanitation services based on assessments of local needs and infrastructure.

Humanitarian efforts will address the current crisis by providing in-kind and cash support, including water trucking, desludging, and hygiene item distribution, particularly in heavily affected areas. Immediate actions will focus on preventing waterborne disease outbreaks and ensuring safe water access in displacement-affected regions. During outbreaks, rapid response measures such as water chlorination, hygiene awareness campaigns, and sanitation improvements will be implemented, with a strong emphasis on community engagement.

System-level interventions will include restoring and enhancing water and sanitation infrastructure based on water establishment priority areas while emphasising solarisation

and renewable energy solutions to improve climate resilience. At the household level, support will prioritise safe drinking water, improved sanitation, and gender-sensitive solutions, ensuring dignity and privacy for vulnerable populations. Complementarity between humanitarian and development approaches will focus on sustainable water and sanitation solutions, local ownership through support to Water Establishments and municipalities, and a transition from emergency relief to long-term resilience.

## Targeted Interventions for Specific Groups in the 2025 WaSH Sector Strategy

The 2025 WaSH sector strategy emphasises the vulnerabilities of specific groups, including women, Persons with Disabilities, individuals affected by hostilities, and children, with a focus on ensuring equitable access to WaSH services. The strategy integrates both immediate humanitarian responses and medium- to longer-term recovery efforts to protect the dignity and rights of all.

**For women and girls,** the strategy calls for the construction of safe, gender-sensitive sanitation facilities with secure locks and proper lighting. It also includes the distribution of menstrual hygiene management kits, access to disposal options, and tailored hygiene promotion campaigns focused on waterborne disease prevention and safe water handling. The strategy encourages women to take leadership roles in WaSH decision-making, including participation in female-led water management committees.

**For Persons with Disabilities,** the strategy aims to create inclusive WaSH facilities, such as accessible latrines with ramps, wide doorways, and specialised fixtures. It also includes providing assistive devices, like portable toilets, and offering training for WaSH staff and community health workers on disability inclusion.

**For individuals affected by hostilities,** the strategy provides emergency services like water trucking to public water points, temporary sanitation, and hygiene kit distributions in displacement areas. It also emphasises community-managed water points and outreach programmes to prevent cholera and other waterborne diseases.

The strategy gives specific attention to children through the creation of child-friendly facilities, including appropriately sized toilets and handWashing stations. School-based WaSH interventions ensure access to clean water and sanitation to promote hygiene education and reduce disease risks. Health campaigns are also focused on preventing waterborne diseases, especially among children under five, who are particularly vulnerable to conditions like cholera and diarrhoea. Furthermore, the strategy incorporates cross-cutting approaches such as monitoring and accountability, with feedback mechanisms like hotlines and community monitors to ensure vulnerable groups

are heard. The strategy also prioritises the active participation and engagement of women, Persons with Disabilities, children, and community leaders in the planning and implementation of WaSH services.

## Identification of Sector Needs and Targets at Various Levels

Given the limited WaSH-related data available to the sector from 2024, the estimations of People in Need (PiN) of WaSH are based on: 1) 2023 datasets and the LRP WaSH sector PiN estimates for 2024; 2) presence of Internally Displaced Persons (IDPs); and 3) intensity of hostilities as a reflection on the vulnerability of returning and remaining populations. For 2024 WaSH sector PiN estimations, four key household-level WaSH parameters were used: (1) percentage of HHs having access to a sufficient quantity of water for drinking, cooking, bathing, WaSHing, or other domestic use; (2) percentage of HHs having access to water sources of sufficient quality and availability; (3) percentage of HHs having sufficient access to a functional and improved sanitation facility; (4) percentage of HHs having access to sufficient handWaSHing facilities. For more details, refer to: [Lebanon WaSH sector \(2024\), Methodology note for WaSH PiN and severity estimations](#).<sup>198</sup>

### Linkage between Flash Appeal (FA) and Lebanon Response Plan (LRP):

Flash Appeal activities will address the immediate (three-month timeframe), life-saving needs of the populations affected by the hostilities. These activities will focus on restoring water supply and wastewater services for areas with damaged water and sanitation infrastructure, and areas with high concentrations of returns and IDPs, and ensuring that the most vulnerable people have access to WaSH supplies and services. While the Flash Appeal focuses on addressing immediate needs, the LRP will tackle mid- to longer-term objectives, such as strengthening the quality of water and sanitation services, rehabilitating heavily damaged infrastructure, and supporting MoEW in achieving goals and objectives of the updated NWSS (2024). Broader reconstruction of the destroyed water and wastewater systems and larger-scale systems' augmentation are kept out of the LRP scope.<sup>199</sup>

## Flash Appeal



**TARGET: 1.5M**  
System-level  
**750K<sup>198</sup> Direct support**



**BUDGET:**  
**USD 60M**

### Sectoral Impact:

- Hostilities damaged at least 44 water stations impacting access to water for nearly half a million people. Hundreds of kilometres of water networks and sewers were severely damaged. Infrastructure is contaminated with UXOs and some areas remain inaccessible to assess damages.
- Critical water supply and wastewater systems face operational risks due to power outages, fuel shortages and direct damage from hostilities.
- Overstretched WaSH services cannot meet the growing needs of displaced populations, leaving vulnerable groups without essential hygiene and sanitation support.
- Limited availability of water trucking and desludging services, especially in areas cut off from public services and/or hosting large numbers of IDPs, further exacerbates public health risks, including cholera. IDPs and returning IDPs, especially women, children, people with disabilities and older persons, are at risk of poor hygiene and sanitation conditions, which can lead to health complications.

<sup>198</sup> [Lebanon WaSH sector \(2024\), Methodology note for WaSH PiN and severity estimations](#).

<sup>199</sup> Some WaSH activities, such as emergency repair of water supply system, are implemented at the community level rather than at the individual or household level, and would inclusively support all people within the affected area. As a result, this number is not directly reflected in the total Flash Appeal target (1M).

## Immediate Needs:

- Urgently restore access to safe water via public systems in the areas of return and areas with damaged water and sanitation infrastructure, while maintaining the systems' functionality in other parts of the country, with special attention for the areas with higher water-borne diseases risks and those hosting IDPs. Mitigating public health risks is crucial to relieve the already overwhelmed health sector in Lebanon.
- Areas cut off from the water supply schemes will require temporary arrangements to ensure equitable access to safe water, including emergency water trucking to communal water points as a last resort option.
- Populations remaining in collective shelters will require continuous support with a full package of WaSH services.
- IDPs, returning IDPs and people who crossed the border into Lebanon, and other vulnerable populations will require support through water and sanitation system-level interventions and targeted, tailored assistance (water storage, hygiene items).

## Priority Activities:

- Assessments of damaged water and sanitation infrastructure, including water networks and sewers.
- Holistic approach supporting damaged water supply schemes, including water sources/stations, distribution systems, tertiary networks, as well as households connections by Water Establishments and conditional support with water storage at the household level. Support rapid rehabilitation of damaged sanitation systems.
- Emergency operation and maintenance support to Water Establishments to maintain water supply systems operational (fuel, generators, spare parts, chlorine, etc.).
- Installation of, or rapid repair to existing, emergency public drinking water points and/or water trucking.
- Prepositioning of WaSH items to be used in case of emergency and sudden escalation.
- Emergency WaSH assistance (in kind/cash) to the most vulnerable people outside of collective shelters.
- Continuity of WaSH support to IDPs remaining in collective shelters (focus on water quality testing) and to new collective shelters.



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### 3. MAINSTREAMING OF GENDER AND GBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, AND ENVIRONMENT IN THE WASH SECTOR

The WaSH sector will continue prioritising the integration of gender, GBV risk mitigation, protection, and environmental considerations into its programming, aiming to address the urgent humanitarian needs of vulnerable populations while promoting long-term resilience. Protection mainstreaming will be incorporated into the framework to ensure protection principles such as non-discrimination, equal and meaningful access to services, and accountability to affected populations.

Gender mainstreaming and GBV risk mitigation will be led by the designated Gender and GBV focal point, which will provide ongoing capacity building for WaSH staff and partners on GBV risks and safe referrals. Training on gender-sensitive WaSH programming, based on the IASC Gender in Humanitarian Action Handbook and GBV in Emergency Guidelines, will be conducted regularly for all sector members.

Gender-sensitive activities will prioritise menstrual hygiene management (MHM) by strengthening female and adolescent girls' participation in defining MHM kits and promoting menstrual hygiene education. Additionally, women's participation will be encouraged in WaSH-related community committees to enhance their decision-making roles and involvement in defining service priorities. WaSH assessments and monitoring will continue to collect data disaggregated by sex, age, and disability (SADD), including the disaggregation of key assistance-related indicators by disability, to better understand the needs of vulnerable groups.

The Prevention of Sexual Exploitation and Abuse (PSEA) will be integral to WaSH sector interventions. Training on codes of conduct and PSEA awareness will be conducted for all frontline staff, and leaflets will inform affected communities about reporting mechanisms. The sector will ensure that distribution teams are gender-balanced and will continue collaborating with the Inter-Agency PSEA Network to improve PSEA awareness and response mechanisms through sector PSEA focal points.

In line with the Do-No-Harm and conflict sensitivity principles, the sector will work with the Social Stability sector and utilise the Tensions Monitoring System to identify and mitigate WaSH-related tensions, ensuring equitable and dignified access to water and sanitation services for all affected communities. Conflict-sensitive approaches will be integrated into all WaSH interventions, and partners will receive training on conflict sensitivity and risk mitigation. Special attention will be given

to addressing protection and GBV risks related to inadequate gender-sensitive hygiene management, including the separation of latrines and access to facilities for persons with disabilities, including children, in displacement sites. Clear strategies will be outlined to address, monitor, and analyse these challenges.

The environmental dimension will also be mainstreamed into WaSH interventions through close collaboration with the Environmental Task Force (ETF). The sector will continue to prioritise the protection of natural water sources, support integrated resource management, and mitigate environmental contamination in both water and wastewater systems. The environmental marker will be applied during project screening to ensure environmentally sustainable WaSH programming, particularly in informal settlements and areas with poor wastewater infrastructure.

To prevent environmental tensions, the sector will work with the ETF to identify and address sources of pollution and potential conflicts related to waterborne diseases, particularly in vulnerable areas. Additionally, the sector will continue advocating for the proper treatment of wastewater to minimise environmental risks and safeguard public health.

The Accountability to Affected Populations (AAP) will be further integrated into the sector's approach. The WaSH sector will ensure the establishment of inclusive, participatory, and gender-sensitive complaint and feedback mechanisms across partners, ensuring that the voices of all affected populations are heard and acted upon.

Through these approaches, the WaSH sector remains committed to promoting gender equality, protection, conflict sensitivity, PSEA, AAP, and environmental sustainability in its response, aiming to create a safe, inclusive, and resilient WaSH environment for all communities.

# 4. LOGFRAME

## OUTCOME I: Strengthen national, regional and local public institutions' capacities to deliver improved public policies, goods and services (water and sanitation).

Indicator 1.1	Description	MoV	Unit	Frequency
% of increase in budget Balance of WEs has improved as a result of updated tariffing		Water Establishment Reports UNICEF	%	Yearly



ALL

Baseline	Target 2024	Target 2025
-	-	-

Indicator 1.2	Description	MoV	Unit	Frequency
% of increase in yearly collection rate		Water Establishment Reports UNICEF	%	Yearly



ALL

Baseline	Target 2024	Target 2025
-	-	-

Indicator 1.3	Description	MoV	Unit	Frequency
% of water pumping stations and wastewater treatment facilities with decreased dependence on fossil fuels (solarized or powered by other renewable energy, gravity-fed)		WatSan Vulnerability mapping Activity Info Reporting	%	Yearly



ALL

Baseline	Target 2024	Target 2025
-	-	-

Indicator 1.4	Description	MoV	Unit	Frequency
Number of sources monitored through automated bulk flow meters		Water Establishment Reports UNICEF	#	Yearly



ALL

Baseline	Target 2024	Target 2025
-	-	-

**OUTCOME 2: More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated**

Indicator 2.1	Description	MoV	Unit	Frequency
% increase in proportion of population using safely managed drinking water services (SDG 6.1.1)	<p>Proportion of population using safely managed drinking water services.</p> <p>Drinking water:</p> <ol style="list-style-type: none"> <li>1) from an improved water source,</li> <li>2) that is located on premises,</li> <li>3) available when needed, and</li> <li>4) free from faecal contamination.</li> </ol>	<p>MICS 2023</p> <p>Monitoring Plan at Source level (WEs data)</p>	%	Yearly



Baseline	Target 2024	Target 2025
-	-	-

Indicator 2.2	Description	MoV	Unit	Frequency
% increase in proportion of wastewater safely treated (Household component to WWTPs of SDG 6.3.1)	<p>The proportion of wastewater generated by households and by economic activities (based on ISIC categories) that is safely treated compared to total wastewater generated by households and economic activities.</p> <p>The household component includes WWTPs and on-site facilities.</p> <p>Treatment implies any process for rendering wastewater fit to meet applicable environmental standards or other quality norms; treatment can be categorized into primary, secondary, and tertiary treatment levels, with further categorization by mechanical, biological, and advanced technologies and treatment efficiency.</p> <p>Importantly, the treatment level and performance of the treatment plant should be considered together with the end use of the treated fractions.</p> <p>Data on the household component will come from the monitoring of 6.2.1. The excreta from on-site facilities may either be managed in-situ or removed from the premises for treatment and disposal elsewhere. Sewered networks and on-site facilities are often regulated by different authorities so these data may need to be collected separately. Similarly, separate data sources will also be required for rural areas and urban centres.</p> <p>For the economic activities component, an initial monitoring step would be to make estimations based on registers of economic activities, and to focus on hazardous industries.</p>	<p>WWTP study 2020, 2023</p> <p>UNICEF</p>	%	Yearly



Baseline	Target 2024	Target 2025
-	-	-

Indicator 2.3	Description	MoV	Unit	Frequency
% increase of boys, girls, women and men with appropriate hygiene knowledge, attitudes and practices	<p>Proportion of population that has knowledge of:</p> <ol style="list-style-type: none"> <li>1) 3 out of 5 critical times for handWaSHing (before eating, before feeding the baby, before handling food, after using toilet, after change diapers)</li> <li>2) 2 out of 4 ways to prevent of disease transmission (hand WaSHing, drinking safe water, using latrines, food safety) and practice:</li> <li>3) using hygienic latrine/toilets (no strong smell or significant numbers of flies or mosquitos, no visible faeces on the floor, walls, seat or around the facility)</li> <li>4) disposing solid waste safely and hygienically (municipality collected)</li> </ol>	<p>WAP for Informal Settlements</p> <p>Sector KAP surveys for communities/ PDM (Cholera+LHF)</p>	%	Yearly



Baseline	Target 2024	Target 2025
-	-	-

**PART  
3**

**RETURN CHAPTER**

# I. INTRODUCTION

Since 2011, Lebanon has witnessed a significant influx of displaced Syrians as a direct consequence of the protracted Syria crisis. Host to an estimated 1.4 million Syrians and 27,000 Palestinian Refugees from Syria (PRS), Lebanon is the country hosting the highest number of displaced persons per capita globally. The large magnitude and extended duration of this displacement have exerted considerable pressure on the nation's resources, public services, infrastructure, and environment, while at times exacerbating social tensions and intensifying political discourse.

While returns have been limited in previous years, recent political developments - most notably the fall of the Syrian regime on 8 December 2024 and the lifting of sanctions on Syria - mark a fundamental turning point in the protracted Syrian displacement crisis. This changing landscape presents a crucial and timely opportunity to advance coordinated and principled efforts aimed at facilitating the safe, dignified, and sustainable return. Hence, the Government of Lebanon and the international community have prepared a "Return Plan" (RP) to support safe, dignified, informed, and sustainable returns, while upholding the international principles and safeguarding the rights and dignity of returnees. International support for the implementation of the RP is premised on adherence to international standards on return.<sup>200</sup>

The RP is designed to uphold full respect for human rights and safeguard national sovereignty. It aligns with the Lebanese Constitution, the State's paramount interests, and international standards. These efforts are pursued within the comprehensive

framework of the Lebanon Response Plan (LRP) that includes inclusive engagement with all relevant stakeholders. The principle of burden-sharing is essential to fully resolve the Syrian displacement issue, as it helps address protection concerns. Furthermore, it contributes to the gradual refinement of returnee data and strengthens border governance in line with international protection standards. It should be noted as well that while return will remain a central option, resettlement will continue to be considered as an option for specific categories.

According to the latest Return Perceptions and Intentions Survey (RPIS) conducted by UNHCR at the regional level including Lebanon in January 2025, 24 per cent of displaced Syrians and 19 per cent of PRS intend to return within 12 months. As of March 2025, more than 123,000 Syrians have departed from Lebanon to Syria, with approximately 97,000 verified by UNHCR as having returned to Syria, including 67 per cent who returned under duress and remained in Syria. The January 2025 RPIS also indicated that among displaced Syrians residing in informal settlements, 22 per cent intend to return to Syria.

The RP is a living document that will be updated in response to the evolving context. It outlines Lebanon's Inter-Agency plan to support the safe, dignified, informed and sustainable returns, in close collaboration with relevant government entities. It sets out for 2025 how UN agencies and partners will work alongside Lebanese authorities to ensure that those who are returning and those who are temporarily remaining, are adequately assisted and protected. This joint approach reflects the shared responsibility of all stakeholders involved in the response.

## 2. OUTCOMES

### Outcome 1: Ensure Safe, Dignified, and Informed Return

The cornerstone of the RP in Lebanon is the principle that all returns must be safe, dignified, and based on informed decisions of displaced Syrians. This approach is guided by UNHCR's operational framework and the December 2024 Position on Returns to the Syrian Arab Republic, which clearly states that displaced Syrians have the right to return to their country of origin, when they express readiness to return.

Displaced Syrians returning to Syria are offered structured and individualized counselling, including legal aid on pertinent issues. LRP partners ensure families receive return cash grants and transport coordination, while ensuring access to essential

medical and nutritional services for the ones in need.

The plan is built on inclusive communication with communities through intentions surveys, focus group discussions, and returns-specific national hotlines among other tools. Protection monitoring is embedded at all stages, including at official border crossings, to ensure returns remain safe and informed.

### Outcome 2: Strengthen Coordination Across Agencies and Borders

The successful facilitation of return and reintegration in Syria requires enhanced cross-border and inter-sectoral coordination between stakeholders in Lebanon and Syria in line with the sovereignty of both states. In Lebanon, the Durable Solutions

<sup>200</sup> As outlined in Executive Committee Conclusions No 18 (XXXI) (1980), No 40 (XXXVI) (1985) and No 101 (LV) (2004), including highlighting the basic right of persons to return to their country of origin, to be provided with necessary information on conditions in their country of origin, and repatriation to take place at their freely expressed wish in conditions of safety and dignity.

Working Group (DSWG) leads the Inter-Agency Return Plan under the LRP, ensuring close coordination between UN agencies, NGOs, government institutions, and donors. The RP emphasizes structured engagement with the Government of Lebanon, particularly the Ministry of Social Affairs that plays the liaison role between the DSWG and the Inter-Ministerial Return Committee and through the GSO, which plays a central role in processing return applications and formalizing the safe and dignified exit. Based on the exchange of letters between the Government of Lebanon and UNHCR, the plan reflects a jointly agreed framework for the implementation of self-organized and organized return programmes, in alignment with national sovereignty, international protection principles, and the roles and responsibilities defined by both parties.

At the regional level, the strategy is aligned with the 3RP Regional Strategic Overview<sup>201</sup> and leverages the Regional Inter-Agency Preparedness Plan for Returns, including linkages with the Regional Durable Solutions Working Group. Plans are underway to establish a Syria-based Inter-Agency Solutions Working Group to ensure continuity of assistance for returnees across borders. This group will facilitate information sharing on available services in areas of return, establish referral pathways, and link returnees to early recovery programming, cash-for-work schemes, and HLP restitution processes. Such coordination is critical to support the sustainability of return and to mitigate risks of re-displacement due to unmet needs or unresolved legal claims.

To support these efforts, sector-specific working groups, including Protection, Basic Assistance, Health, WaSH and Education are engaged in developing operational linkages, such as harmonized referral protocols. However, cross-border data-sharing mechanisms will be identified through an agreed upon modality.

### Outcome 3: Sustain Protection and Basic Services in Lebanon

Continued support remains essential to uphold international protection standards and to safeguard against harmful coping mechanisms that may arise from deteriorating economic and social conditions. The worsening socio-economic outlook in Lebanon has left most Syrians in extreme poverty. Coupled with the impact of escalation of hostilities and internal displacement, the situation of Syrians in Lebanon became particularly fragile. Vulnerable host communities and Palestinian Refugees from Syria (PRS) face similarly dire circumstances, with more than 87 per cent of PRS families living below the poverty line and relying almost entirely on assistance.

As such, the LRP ensures that humanitarian and development programming in Lebanon continues to target both returnees and those who are temporarily remaining and for the most vulnerable in the host community. Protection services, health care, education, livelihoods programming, shelter and WaSH services among others must remain accessible to all.

## 3. OPERATIONAL CONTEXT

The evolving context in Syria has led to a period of transition and relative optimism in many parts of Syria, while significant uncertainties remain. Lebanon continues to face a multifaceted crisis marked by economic collapse, infrastructure degradation, and host community fatigue. Lebanon remains committed to facilitating informed returns and hosting those who temporarily remain. The durable solutions approach is framed to abide by the Lebanese laws and regulations, upholding in tandem the principle of non-refoulement.

Displaced Syrians in Lebanon reside in various housing arrangements, including those living in urban settings, in informal settlements and those in alternative shelter arrangements, each presenting its own set of vulnerabilities and differentiated needs. While approximately 17 per cent of displaced Syrians reside in informal settlements, including those located along the Litani River, some 22 per cent expressed an intention to return to Syria. While housing and settlement arrangements do not necessarily translate into greater demands for return, there is a general acknowledgement that different groups of displaced may require different modalities for return response. Displaced

Syrians in informal settlements who choose to return, will be supported to do so, including through support of MOSA with information provision in the informal settlements.

Returns are expected to accelerate after the middle of the year, influenced by a combination of seasonal, social, and practical factors. One key period is the end of the academic year in Lebanon, typically around June and July, which is a significant trigger, as families tend to wait for the school term to conclude in order to minimize disruption to their children's education and coordinate transitions more effectively. Additionally, the arrival of spring and summer and the consequent agricultural season in Syria will bring more livelihood opportunities and favorable weather conditions, making travel safer and enabling returnees to resume or establish livelihoods, particularly in sectors such as agriculture and construction.

A phased operational scale-up will be implemented to match the pace of returns and evolving needs. Additionally, a unified return framework guided by international protection principles and consisting of various modalities for return, will be in place to

201 [3RP 2025 Regional Strategic Overview.pdf](#)

accommodate the diverse population needs and circumstances of individuals and families seeking to return to Syria from Lebanon. Existing return modalities include the General Security Office (GSO)-facilitated returns, typically involving pre-departure registration and approval processes, to be enhanced with support from UN agencies. Another modality is through UNHCR-supported self-organized returns, where individuals initiate their return independently but receive assistance such as counselling, transportation support, and documentation services fully implemented in collaboration with Lebanese authorities. In addition to these organized mechanisms, a significant number of returns are expected to occur through both unassisted and informal channels (such as community initiatives in informal

settlements). These returns, while often spontaneous may be supported by LRP partners, and highlight the need for enhanced border and post-return monitoring to ensure the safety, dignity, and rights of returnees are upheld, and to better understand the numbers, conditions and motivations behind such movements.

Funding availability will determine the scale and quality of return support operations, including transportation assistance, cash grants, pre-departure medical checks, and cross-border programming. It is expected that funding for the RP will be provided from the LRP through both new funding and reallocations from sectors.

## 4. CORE COMPONENTS OF THE RETURN PLAN

The operationalization of return from Lebanon<sup>202</sup> is structured around five interrelated components<sup>203</sup> that together aim to ensure an informed, safe, and dignified return process for displaced Syrian and PRS. The return process is pursued in full respect of Lebanon's national sovereignty and legal framework, as reaffirmed in the Exchange of Letters and Council of Ministers Decision No. 27 (Session of June 16, 2025), underscoring national commitment to its implementation in partnership with the international community.

1. **Preparatory activities are foundational to the plan.** In early 2025, the return strategy was formally introduced through socialization and dialogue processes, with a focus on aligning national actors, particularly the Ministry of Social Affairs (MoSA), GSO, and Lebanese Armed Forces (LAF) with the Inter-Agency action plan. Technical committee meetings convened and have brought together humanitarian partners to clarify roles, responsibilities, and operating principles. As part of these preparations, targeted capacity-building activities are being planned to support local authorities, partners, and representatives of displaced Syrians in understanding the international protection principles of return and the rights-based foundations of the action plan. These training cover topics such as international protection standards, eligibility screening, civil documentation, and the facilitation of informed decision-making by displaced households.
2. **Community engagement and communication with affected populations** are at the center of the return plan. Multiple modalities are being deployed to ensure that displaced Syrians have access to timely, accurate, and actionable information regarding conditions in Syria and the

procedures for return. Regular surveys of RPIS are being conducted to track Syrians' intentions, decision-making factors, and evolving concerns. These are completed by participatory methods, including focus group discussions. A website and national hotline have been activated and dedicated for return, offering clarifications on return modalities. Meanwhile, partners and MoSA are working through community structures to disseminate verified information on services available in areas of return, and procedures for enrolment in return programs. MoSA will prioritize information dissemination among displaced persons in informal settlements. Messaging is harmonized across platforms to reduce confusion, combat rumours, misinformation, and uphold informed decision-making. Community engagement and communication with affected populations activities aim to invest in a successful, sustainable and permanent return. Support for community initiatives for return will also be assessed and supported, wherever possible within the unified framework and in line with international principles.

3. **Return counselling and processing** represent the core operational step in facilitating repatriation in an expediting manner. Before returning, displaced Syrians are contacted to undergo detailed, family-level counselling sessions. These sessions verify the family composition, assess vulnerabilities, and examine access to key documentation such as civil records and academic transcripts. Families are then referred for specialized support, such as legal assistance and educational documentation and school registration procedures. The Education sector will advocate for expedited access to academic transcripts - particularly for higher-grade students—and certification for out-of-

202 Considered as preliminary and non-binding to the Lebanese Government, waiting for the outcome of the tripartite dialogue amongst Lebanese and Syrian authorities, in addition to discussions with the UNHCR

203 The five components are grounded in the protection framework outlined by UNHCR and implemented through an Inter-Agency approach coordinated by the Durable Solutions Working Group (DSWG).

school children in formal education. Coordination with the Whole of Syria (WoS) Education Sector and MEHE will support returning children's access to Lebanese academic certificates and ensure continuity of learning. Efforts will also focus on addressing administrative and academic barriers to facilitate reintegration into the Syrian education system. In collaboration with WoS partners, children will be referred to available programs, including remedial and Arabic language support. Community awareness will be raised on school enrolment procedures in Syria through targeted outreach and communication channels. Those cleared for return attend in-person appointments at one of six designated Return Centres, located in Beirut, Mount Lebanon, Zahle, Baalbek, Minieh and Akkar. At these centers, each adult family member is interviewed separately to ensure the decision to return is informed and an individual choice. While cross border disease surveillance and coordination between the Health sector in Lebanon and Syria Health cluster continue, families receive pre-departure health screening, including vaccinations for children and nutrition support for pregnant women and newborns. Nutrition services include the provision of micronutrient and energy-based supplies for children under 5 and pregnant/breastfeeding women, with ongoing support at the Masnaa border. At vaccination sites along border crossings, the Nutrition sector will support the distribution of nutrition supplies, malnutrition screening, and dissemination of key Infant and Young Child Feeding (IYCF) messages. Activities also include education on optimal IYCF practices and the distribution of nutritional supplements to children and mothers. A return cash grant of USD 100 per person is provided through secure modalities, either through prepaid cards or cash disbursement. A Repatriation Form (RF) will be issued,<sup>204</sup> detailing the names, intended area of return, and date of departure. Syrians also provide written consent acknowledging the implications of their decision to return, including the closure of their UNHCR file in Lebanon. The RF will also serve as a one-time identification document to facilitate movement through security checkpoints. Return counselling and processing aim to invest in a successful, sustainable and permanent return.

Transport is organized and facilitated, which provides logistical support at designated staging areas where displaced Syrians are re-verified, receive final medical clearance through fit-to-travel checks, and are assisted with tagging and loading their luggage. Families are then transported to official border crossing points. GSO finalizes the exit procedure by stamping the RF, and waivers of administrative or legal penalties related to residency and overstay are implemented with the Lebanese authorities. Transportation activities include the provision of support for persons with specific needs (PSN) requiring specialized arrangements to facilitate their return. Border infrastructure, including health and WaSH facilities, is being rehabilitated to ensure conditions conducive to a dignified and orderly departure. This includes the installation of

external gender-segregated latrines, water tanks, tap stands with water trucking and desludging services, and the rehabilitation of the wastewater treatment system. Light hygiene kits are also being provided at staging areas through the Rapid Response Mechanism (RRM).

4. **Cross-border coordination and enabling activities** aim to sustain returns. A dedicated Solutions Working Group will be established in Syria to coordinate information flows, ensure continuity of services, and link returnees to existing programs. Technical and vocational skills training for Syrian displaced should take place inside Syria to support sustainable return. These activities are aligned with existing sectoral strategies and do not require repurposing or additional funding. The skills gained through these training—within sectors permitted by national regulations—are transferable and may contribute to the reintegration, early recovery, and reconstruction processes in areas of return. Returnees will also be connected to income generating opportunities such as cash-for-work and community rehabilitation projects in Syria. Mapping of HLP restitution mechanisms and evidentiary requirements for property claims is ongoing, with the results to be used by legal actors in Lebanon to guide displaced Syrians in securing relevant documentation prior to departure. The Inter-Ministerial Committee will coordinate with Syrian authorities on cross-border movement and organized transportation to ensure protection and proper border management.
5. **Monitoring and feedback mechanisms** are included in the plan to ensure accountability and responsiveness. The DSWG, supported by its Technical Working Group, will oversee regular tracking of return figures, return modalities, and overall trends. The safety, and sustainability of returns will be monitored at multiple points, from Return Centers to border crossings and through post-return follow-up. Community engagement tools, including RPIS, feedback channels, and complaint mechanisms, will be maintained and expanded to capture real-time inputs from displaced Syrians. These mechanisms also provide a safeguard against misinformation and coercion, ensuring that the return process remains firmly grounded in protection principles. The Inter-Agency response will remain adaptive, with the ability to revise programming based on emerging risks, funding fluctuations, and developments inside Syria.

204 The Repatriation Form is issued jointly by UNHCR, stamped by GSO at crossing points, and recognized by the Government of Lebanon as a formal return attestation and one-time identification document.

## 5. RISKS ASSESSMENTS AND MITIGATION

While 2025 presents new opportunities for voluntary return, the strategy faces several key risks that require close monitoring and proactive mitigation.

The fluid situation in Syria remains one of the significant risks. To mitigate this, returns will be guided by real-time conflict analysis, protection monitoring at borders, and area-based risk mapping coordinated with the official competent authorities and with partners inside Syria.

Funding shortfall threatens the ability to scale return support. Significant investment is needed for transportation, cash assistance, health and nutrition screening, vaccination and

coordination. Targeted donor outreach and prioritization frameworks are in place to help sequence activities and avoid gaps in critical support. In line with international humanitarian principles, particularly burden-sharing.

The DSWG will continuously review these risks, adapting the response to uphold protection standards in an evolving regional context. In addition, regular coordination meetings between the Inter-Ministerial Committee and the international community are foreseen to ensure effective implementation, address emerging challenges, and monitor progress towards safe and sustainable return.

## 6. FUNDING REQUIREMENTS

The Lebanon chapter of the 3RP includes a dedicated return preparedness envelope under the broader USD 2.99 billion appeal.<sup>205</sup> Return-related activities require repurposing of funds and new injections to enable cross-border support and sustainability amounting to an estimated range of USD 150 million.

Finally, facilitating a well-planned return process will not be a closure, it will be the beginning for a better future: for Syrians to return to their homeland and reclaim their lives in dignity, and for Lebanon to rebuild its resilience and foster its stability.

[Annex I: Inter-Agency Return Action Plan Matrix.](#)



<sup>205</sup> The total LRP appeal amounts to USD 2.99 billion, which includes all sector budgets as well as the additional USD 87.3 million top-up for return-related needs.

# PART 4

## **ANNEXES**

ANNEX 1. ACRONYMS

ANNEX 2. INTER-AGENCY RETURN ACTION PLAN MATRIX.

# ANNEX 1. ACRONYMS

AAP Accountability to Affected Populations	ESSN Emergency Social Safety Net
AIDS Acquired Immunodeficiency Syndrome	ESU Epidemiological Surveillance Unit
ALI Association of Lebanese Industrialists	ETF Environmental Task Force
AMR Antimicrobial Resistance	EU European Union
ART Anti-Retroviral Therapy	EWARS Early Warning Alerts and Response System
ARV Anti-Retroviral	FA Flash Appeal
ATM Automated Teller Machine	FAO Food and Agriculture Organization
AWG Agriculture Working Group	FCS Food Consumption Score
CAS Central Administration of Statistics	FHH Female-Headed Households
CBO Community-Based Organization	FIES Food Insecurity Experience Scale
CDC Centres for Disease Control	FP Focal Point
CDR Collaborative dispute resolution	FSA Food Security and Agriculture
CEDRO Country Energy Efficiency and Renewable Energy Demonstration Project	GBV Gender-Based Violence
CERD Center for Educational Research and Development	GBVIMS Gender-Based Violence Information Management System
CFM Complaint and Feedback Mechanisms	GDC General Directorate of Cooperatives
CG Core Group	GDP Gross Domestic Product
CM Case Management	GHC Global Health Cluster
CMR Clinical Management of Rape	GHG Greenhouse Gas
COVID-19 Corona Virus Disease	GMP Growth Monitoring and Promotion
CP Child Protection	GoL Government of Lebanon
CPI Consumer Price Index	GRM Grievance Redress Mechanism
CRI Core Relief Teams	HAUS Health Access and Utilization Survey
CS Collective Shelters	HC Humanitarian Coordinator
DGLAC Directorate General of Local Administration and Councils	HDA Himaya Daeem Aataa
DIEM Data in Emergencies Information System	HDP Humanitarian-Development-Peace
DRE Distributed Renewable Energy	HH Household
DRM Disaster Risk Management	HIS Health Information System
DRR Disaster Risk Reduction	HIV Human Immunodeficiency Virus
DTM Displacement Tracking Matrix	HLP Housing Land and Property
EASE Women Economic and Social Empowerment	HMA Humanitarian Mine Action
EBF Exclusive Breastfeeding	IARH Inter-Agency Emergency Health Kits
ECD Early Childhood Development	IASC Inter-Agency Standing Committee
EDL Electricité du Liban	ICT Information and Communication Technology
EMAP Engaging Men through Accountable Practice	ICU Intensive Care Unit
EMIS Education Management Information Systems	ID Identification Number
EMS Emergency Medical Services	IDP Internally Displaced People
EOD Explosive Ordnance Disposal	IEC Information, Education, and Communication
EORE Explosive Ordnance Risk Education	IFA Iron and Folic Acid
EPI Expanded Programme on Immunization	IHL International Humanitarian Law
EPR Extended Producer Responsibility	ILO International Labour Organization
ESK Emergency Shelter Kits	IM Information Management
	IMF International Monetary Fund

IPC Integrated Food Phase Classification	MoPH Ministry of Public Health
IPM Integrated Pest Management	MoSA with the Ministry of Social Affairs
IPV Intimate Partner Violence	MPA Minimum Preparedness Actions
IS Informal Settlement	MPCA Multi-Purpose Cash Assistance
ISF Internal Security Forces	MSLD Mechanisms for Stability and Local Development
ISIC International Standard Industrial Classification of All Economic Activities	MSNA Multi Sectoral
IT Information Technology	Needs Assessment
IYCF Infant and Young Child Feeding	MPC Multi-Purpose Cash
KAP Knowledge, Attitudes, and Practices	MW Megawatt
LARI Lebanese Agricultural Research Institute	NAP National Action Plan
LBP Lebanese Pounds	NAS National Agriculture Strategy
LCD Lebanese Civil Defense	NCD Non-Communicable Diseases
LCEC Lebanese Center for Energy Conservation	NCG National Child Grant
LED Light Emitting Diode	NDA National Disability Allowance
LFPR Labour Force Participation Rates	NDC National Determined Contribution
LHF Lebanon Humanitarian Fund	NFI Non-Food Item
LIMA Lebanon Integrated Micronutrient, Anthropometric and Child Development Survey	NGO Non-Governmental Organization
LNWS Lebanon's National National Water Strategy	NICU Neonatal Intensive Care Unit
LOUISE Lebanon One Unified Inter-Organizational System for E-cards	NPTP National Poverty Targeting Programme
LPSP Long-Term Primary Healthcare Subsidisation Protocol	NSSF National Social Security Fund
LRC Lebanese Red Cross	NWSS National Water Sector Strategy
LRP Lebanon Response Plan	PBW Pregnant and Breastfeeding women
LVAP Lebanon Vulnerability Assessment Panel	PCB Polychlorinated Biphenyls
MDD Minimum Dietary Diversity	PDM Post-Distribution Monitoring
MDDI Multidimensional Deprivation Index	PFA Psychological First Aid
MEB Minimum Expenditure Basket	PHC Primary Health Care
MEHE Ministry of Education and Higher Education	PHCCS Primary Health Care Centers
MFI Market Functionality Index	PHEOC Public Health Emergency Operation Centre
MHH Male-Headed Households	PiN People in Need
MHM Menstrual Hygiene Management	PINHA Population, Income, and Nutrition Household Assessment
MHPSS Mental Health and Psychosocial Support	PLW Pregnant and Lactating Women
MICS Multiple Indicator Cluster Survey	PPE Personal Protective Equipment
MIS Management Information System	PRA Protection Risk Analysis tool
MMS Multiple Micronutrients Supplement	PRL Palestine Refugee in Lebanon
MNH Maternal and Newborn Health	PRS Palestinian Refugee from Syria
MNP Micronutrient Powder	PRT Protection
MoA Ministry of Agriculture	PSEA Prevention of Sexual Exploitation and Abuse
MoE Ministry of Environment	PSS Psychosocial Support
MoEW Ministry of Energy and Water	PSU Primary Healthcare Satellite Units
MoET Ministry of Economy and Trade	PV Photovoltaic
MoL Ministry of Labor	PWD Persons with Disabilities
MoI Ministry of Industry	PWSN Persons with Specific Needs
MoIM Ministry of Interior and Municipalities	RCCE Risk Communication and Community Engagement
	RNA Rapid Needs Assessment
	RRT Rapid Response Teams

RTM Real-Time Monitoring	USAID United States Agency for International Development
SADD Sex, Age, and Disability	USD United States Dollar
SBC Social and Behavioural Change	UXO Unexploded Ordnance
SDC Social Development Centers	VASyR Vulnerability Assessment of Syrian Refugees
SDG Sustainable Development Goals	VSD Variable Speed Drives
SEA Sexual Exploitation and Abuse	WAP WaSH Assessment Platform
SEL Social and Emotional Learning	WaSH Water, Sanitation, and Hygiene
SESA The Strategic Environmental and Social Assessment	WE Water Establishment
SIMS Student Information Management System	WB World Bank
SMC Site Management and Coordination	WFP World Food Programme
SME Small and Medium-Sized Enterprises	WG Working Group
SMEB Survival Minimum Expenditure Basket	WGSS Women and Girls Safe Spaces
SOP Standard Operating Procedure	WHO World Health Organization
SRH Sexual and Reproductive Health	WPS Women, Peace, and Security
SRSN Shock Responsive Safety Net	WWTP Wastewater Treatment Plant
SWH Solar Water Heaters	
TB Tuberculosis	
TBC To be Confirmed	
TBD To be Determined	
TMS Tensions Monitoring System	
TV Transfer Value	
TVET Technical and Vocational Education and Training	
UASC Unaccompanied and Separated Children	
UN United Nations	
UNCRPD United Nations Convention on the Rights of Persons with Disabilities	
UNDP United Nations Development Programme	
UNDSS United Nations Department of Safety and Security	
UNESCO United Nations Educational, Scientific and Cultural Organization	
UNFPA United Nations Population Fund	
UNHCR United Nations High Commissioner for Refugees	
UNICEF United Nations International Children's Emergency Fund	
UNIFIL United Nations Interim Force in Lebanon	
UNOCHA United Nations Office for the Coordination of Humanitarian Affairs	
UNOHCHR United Nations Office of the High Commissioner for Human Rights	
UNOPS United Nations Office for Project Services	
UNRWA United Nations Relief and Works Agency for Palestine Refugees in the Near East	
UNSCR United Nations Security Council Resolution	
UNSDCF United Nations Sustainable Development Cooperation Framework	
UNSG United Nations Secretary-General	

# ANNEX 2. INTER-AGENCY RETURN ACTION PLAN MATRIX

**DSWG Interagency Voluntary Return Action Plan: Matrix of Activities - Updated by ISCG on 13 May 2025**

**Sector: Basic Assistance**

**Sector Ministry: MoSA**

Activity	Sub-Activity	Brief Description	Agencies	Relevant Government Institution	Cross-border Enablers	"Estimated Budget (Sector level)"	Comments
Cash-Based Intervention	Return Cash Grant	Provision of return cash grant (regionally harmonized) at USD 100 per individual as unrestricted return cash grant to facilitate return and initial reintegration in Syria for Syrian refugees and PRS	UNHCR, UNRWA (PRS)			\$55,000,000	
	Return cash support and Child-sensitive cash top-ups	Provision of unrestricted cash assistance for displaced Syrians to help them meet their basic needs while on the move. Provision of child-sensitive cash top-ups to enable families to prioritize their children's basic needs.	SCI				
	Transportation for PSN with specialized arrangement for return	Organization of transportation by UNHCR for persons with specific needs (PSN) requiring specialized arrangements to facilitate their return.	SCI				
Transportation	Organized Return Transportation	IOM Facilitation for returns through the organization of bus and truck transportation, following referrals and interviews and assessment. Fitness to travel, arrange special travel requirements for the most vulnerable cases, including medical cases, especially when ground travel might pose additional health risks. facilitating documentation as well as ensuring a smooth movement across borders to inside Syria Target = 100,000	IOM, UNHCR UNRWA (PRS)	General Security Office (GSO)	Cross-border coordination with Syrian caretaker authorities for reception, and with UNHCR Syria for handover required, including coordination on return routes and transit terminals at destination.	\$32,300,000	
	Organized Return Transportation for PSN	UNHCR organized transportation (buses for passengers, trucks for cargo) for some 6,000 PSN individuals in need of specialized arrangement for return	UNHCR	General Security Office (GSO)	Cross-border coordination with Syrian caretaker authorities for reception, and with UNHCR Syria for handover required, including coordination on return routes and transit terminals at destination; including onward referral of PSN to available partners and services.		

**Sector: Education**

**Sector Ministry: MEHE**

Activity	Sub-Activity	Brief Description	Agencies	Relevant Government Institution	Cross-border Enablers	"Estimated Budget (Sector level)"	Comments
Academic Documentation	Advocacy with MEHE on fast-track academic transcripts	<p>Advocacy with Government on fast-track procedures to access academic transcripts especially for higher grades—in formal education, as well as certification for out-of-school children (OOSC).</p> <p>Coordinate with Whole of Syria (WoS) Education Cluster and MEHE to support the continuity of education for returning children, including access to Lebanese academic certificates.</p> <p>Address administrative and academic challenges to facilitate the seamless reintegration of returning children into the Syrian education system.</p> <p>* Community awareness on the enrolment of returning children into formal education in Syria</p> <p>For PRS, includes ensuring PRS students able to have academic certificates to leave Lebanon and register in Syria, refer students to UNRWA schools in Syria, ensure children with specific needs referred to UNRWA services in Syria.</p>	UNHCR, UNICEF, NRC, SCI, UNRWA (PRS)	Ministry of Education and Higher Education (MEHE)			Awareness-raising within communities on the enrolment of returning children into formal education in Syria, through various communication channels such as the HELP website, national call centre, outreach volunteers, and the Syria is Home website.
	Cross-border referral	<p>Collaboration with WoS sector partners to refer children to relevant programs based on location and availability, including prior learning support such as remedial and Arabic language programs.</p> <p>Collaboration with UNICEF/WFP Syria and the Lebanese government, to ensure that children both Syrian and PRS returning from Lebanon to Syria can continue their education without disruption. Efforts will focus on overcoming administrative and academic challenges to facilitate their seamless reintegration into the Syrian education system, including support for their enrolment to formal education in Syria.</p>	UNICEF, SCI, WFP, UNRWA (PRS)	Ministry of Education and Higher Education (MEHE)	Mapping of evidentiary requirements for academic documentation inside Syria.		

## Sector: Health

## Sector Ministry: MoPH

Activity	Sub-Activity	Brief Description	Agencies	Relevant Government Institution	Cross-border Enablers	"Estimated Budget (Sector level)"	Comments
Cross-boarder	Health Sector/ Cluster Coordination Disease Surveillance	Coordination with Syria Health cluster is ongoing and to be continued. Cross border disease surveillance initiated and to be continued."	WHO				
Pre-return health screening	Pre-return health screening	Establishment of screening booths at Return Centers, including of chronic and acute medical cases. Screening and identification of vulnerable individuals ((HHs with Children Under Two (CU2), CU5, pregnant and breastfeeding women and girls (PBWG)) Humanitarian border management (health surveillance at official border crossing points) For PRS, this would happen through UNRWA Health centers. <i>* Screening and full examination, essential diagnostics</i>	WFP, UNICEF, IOM, UNRWA (PRS), IMC, PUI	Ministry of Public Health (MoPH)			
Pre-return health intervention	Medical intervention	Health assessment as per the regulations of Syria (if any) or as per internal modus operandi. Medication Supply 3 months for chronic cases - Target = 3,400 + lifesaving interventions for acute medical conditions target = 235 For PRS, depending on availability of funds, UNRWA will seeks to secure 2-3 months supply of medication for chronic cases <i>* Prepositioning reproductive health medication and commodities (including contraceptives and baby kits) at PHCCs located near UNHCR return centers or outposts near border points. Provide 3 months supply of contraceptives. Provide 3-months supply of iron and folic acid, prenatal multivitamins to pregnant women. Provide near-term pregnant women with baby kits. * Essential acute disease and NCD medication , vaccination and medical reports to returnees , through the supported PHCCs (in close coordination with MoPH) * Provision of diapers for newborns and PWDs for 3 months and assistive devices through supported PHCC * Provision of basic mental health and psychosocial support services, including counseling, psychological first aid (PFA), and access to essential psychotropic/ chronic medications for individuals in need through supported PHCCs * Training to physicians on medication prescription so medications match the ones in they Syrian market</i>	IOM, UNRWA (PRS), UNFPA, IMC, PUI, ANERA, SIDC, Key of Life		Cross-border, inter-agency referral mechanisms to partners and services inside Syria required.	\$8,200,000	Budget to be confirmed by Sector No fund is available with the partner and was not considered under LRP 2025. Health sector continued discussing with the partner. Out of the 100k who will be targeted by all sectors, UNFPA will target approx. 13k women of reproductive age (inclusive of pregnant women), Resource mobilization efforts underway with cross border coordination for planning interventions.
Health Screening and Vaccination	Health Screening and Vaccination	Identification of vulnerable groups—households with children under two (CU2), children under five (CU5), and pregnant and breastfeeding women and girls (PBWG)—and interagency referral to WFP and UNICEF in Syria. Vaccination of children as per the national protocol and ensure coordination, complementarity of efforts to link the returnees, by supporting the optimal referral for the supported services of children and women, including vaccinations, high-risk pregnancies, and health services for acutely malnourished children. Vaccination at the border crossing sites (TBC in collaboration with the MOPH and the Internal Security Forces) and/or UNHCR registration sites for voluntary returns. For PRS children, access to vaccinations will be through UNRWA Health centres. <i>* Deploy MWs to provide family planning counseling for women of reproductive age, STI management for women of reproductive age, and maternal care consultations to pregnant women (especially those identified to be high risk) and documentation of pregnancy status via pregnancy card prior to returning. Also referral will be done for other healthcare services as needed and information sharing on available services</i>	UNICEF, UNRWA (PRS), UNFPA, IMC, PUI	Ministry of Public Health (MoPH)		\$745,000	Activity to be coordinated with Nutrition sector. Health & Nutrition screening to be done jointly. Out of the 100k who will be targeted by all sectors, UNFPA will target approx. 13k women of reproductive age (inclusive of pregnant women), Resource mobilization efforts underway with cross border coordination for planning interventions

**Sector: Nutrition**

**Sector Ministry: MoPH**

Activity	Sub-Activity	Brief Description	Agencies	Relevant Government Institution	Cross-border Enablers	"Estimated Budget (Sector level)"	Comments
Nutrition	Nutrition	<p>Provision of nutrition supplies by UNICEF—including micronutrient supplementation and energy-based supplies—for children under 5 and pregnant/lactating women, currently ongoing at the Masnaa border.</p> <p>Support at vaccination sites at border crossings through the provision of nutrition supplies, malnutrition screening for children under 5 and pregnant/breastfeeding women, and dissemination of key Infant and Young Child Feeding (IYCF) messages.</p> <p>Malnutrition screening for children under 5 and pregnant/breastfeeding women.</p> <p>Education and awareness-raising on optimal IYCF practices.</p> <p>Distribution of nutritional supplements to children under 5 and pregnant/breastfeeding women.</p> <p>For PRS, identification and Referral of pregnant women from UNRWA Lebanon to UNRWA Syria. Provision of items will depend on availability of funds.</p>	UNICEF, SCI, UNRWA (PRS)				
		<p>Support through UNICEF at vaccination sites at border crossings, including provision of nutrition supplies, screening for wasting, and delivery of key Infant and Young Child Feeding (IYCF) messages.</p>	LRC				
		<p>Malnutrition screening for children under 5, and pregnant and breastfeeding women.</p> <p>Provision of education and awareness messages on optimal Infant and Young Child Feeding (IYCF) practices.</p> <p>Distribution of nutritional supplements to children under 5 and pregnant/breastfeeding women.</p>	IOCC				

## Sector: Protection

## Sector Ministry: MoSA

Activity	Sub-Activity	Brief Description	Agencies	Relevant Government Institution	Cross-border Enablers	"Estimated Budget (Sector level)"	Comments
Legal aid / assistance	Legal assistance for civil documentation	Provision of legal assistance for civil documentation.	UNHCR, Caritas, NRC, UNRWA (PRS), DRC, INTERSOS, Basmeh & Zeitooneh	Ministry of Interior and Municipalities (MOIM); Personal Status Directorate (PSD); Ministry of Social Affairs (MoSA).		\$28,000,000	
	Assessment of Housing, Land and Property (HLP) needs	Assessment of Housing, Land, and Property (HLP) needs.	NRC, UNHABITAT, IOM		Mapping of HLP restitution mechanisms and evidentiary requirements for HLP documentation inside Syria.		
Capacity building on voluntary return	Government	Training of government authorities on voluntary return procedures.	UNHCR, SCI, IOM	General Security Office (GSO); Lebanese Armed Forces (LAF).			
	Partner	Training of partner organizations on voluntary return processes.	UNHCR, SCI				
Protection monitoring (Border monitoring)	Border monitoring (Return monitoring)	Border monitoring to ensure protection-sensitive return.	UNHCR	General Security Office (GSO); Lebanese Armed Forces (LAF).			
	Protection monitoring in communities	Protection monitoring in communities on return.	UNHCR, UNRWA (PRS), Sheild, DRC, INTERSOS, Basmeh & Zeitooneh				
Protection data collection and analysis: Returns Intentions Survey	Protection Data	Implementation of intention surveys, including the Regional Refugee Intention and Perception Survey (RPIS) and Lebanon NCC Return Intentions Phone Survey.	UNHCR (core activity) , UNRWA (PRS)				
Communication with communities on voluntary return	Coordination of Information	•Coordination of return-related information across sectors and partners.	UNHCR and all partners working on return				
	Returns Hotline (National Call Center)	•Operation of the Returns Hotline (National Call Center) for information and support.	UNHCR, WFP				
	UNHCR Lebanon HELP site	•Maintenance and dissemination of information through the UNHCR Lebanon HELP website.	UNHCR			Area-based information on conditions and services mapping available inside Syria needed to make well-informed decisions on voluntary return.	
	Information desks	•Establishment of information desks and safe spaces for protection counselling, including for women and girls (e.g. breastfeeding areas).	UNHCR, WFP, IOM, SCI, NRC, CARE, INTERSOS	Ministry of Social Affairs (MoSA)		Area-based information on conditions and services mapping available inside Syria needed to make well-informed decisions on voluntary return.	
	Mine risk education (EORE)	•Sensitization in communities around EORE	UNICEF and implementing partners, DRC, MAG				
Community Engagement on Voluntary Return	Returns Community Information Sessions	•Conducting community information sessions and engagement on return processes.	UNHCR, WFP, IOM, UNICEF, CARE, SCI, UNRWA (PRS), DRC, INTERSOS	Ministry of Social Affairs (MoSA)			
Protection Case Management	PSN	•Protection case management for high-risk individuals and persons with specific needs, including persons with disabilities.	UNHCR, IOM, UNRWA (PRS), DRC, INTERSOS				Cross-border, inter-agency referral mechanisms to partners and services inside Syria required.
	Case management referral mechanism	•Cross-border case management and referral mechanisms.	UNHCR, WFP , IOM, UNRWA (PRS), UNFPA, DRC, INTERSOS				Cross-border, inter-agency referral mechanisms to partners and services inside Syria required.
	Family Tracing	•Family tracing services for adults separated during displacement.	UNHCR, ICRC				Cross-border referral mechanisms for family tracing inside Syria required. ICRC helpline for family tracing in Syria already provided.
Protection assessments for Voluntariness	Voluntariness assessments and VRF issuance	•Voluntariness assessments, Voluntary Repatriation Form (VRF) issuance, registration, and population data management.	UNHCR (core activity) , UNRWA (PRS)				Cross-border referral mechanism to UNHCR Syria.

## Sector: Gender Based Violence

### Sector Ministry: MoSA

Activity	Sub-Activity	Brief Description	Agencies	Relevant Government Institution	Cross-border Enablers	"Estimated Budget (Sector level)"	Comments
Gender Based-Violence	GBV awareness	Dissemination of GBV-related information, key messages, and awareness tailored to returnee populations.	UNHCR and partners, UNFPA, UNRWA (PRS), CARE, DRC, INTERSOS			\$28,000,000	
	GBV Case Management	GBV case management, referrals, and provision of psychosocial support.	UNHCR, UNFPA, partners, DRC, INTERSOS				
	Dignity Kits	Distribution of dignity kits to returnee women and girls of reproductive age.	UNHCR and partners, UNFPA, UNRWA (PRS), CARE, DRC, INTERSOS				

## Sector: Child Protection

### Sector Ministry: MoSA

Activity	Sub-Activity	Brief Description	Agencies	Relevant Government Institution	Cross-border Enablers	"Estimated Budget (Sector level)"	Comments
Child Protection	Best Interest	Implementation of Best Interests Procedures for unaccompanied and separated children, as well as children at risk.	UNHCR, SCI, UNRWA (PRS), INTERSOS, Himaya		Cross-border, inter-agency referral mechanisms to partners and services inside Syria required.	\$28,000,000	
	Child-sensitive information	Provision of child protection-specific information on returns, MHPSS, access to services, and child-friendly procedures.	SCI, CARE, UNRWA (PRS), INTERSOS, Himaya, RMF, UNHCR				
	Child-Friendly spaces	Establishment of child-friendly spaces at key sites.	SCI, CARE, UNRWA (PRS), Himaya, RMF				
	Child protection training	Training of authorities on child protection standards and procedures.	SCI, UNICEF, UNRWA (PRS), Himaya, UNHCR				

## Sector: Shelter

### Sector Ministry: MoSA

Activity	Sub-Activity	Brief Description	Agencies	Relevant Government Institution	Cross-border Enablers	"Estimated Budget (Sector level)"	Comments
Humanitarian border management	Rehabilitation of border posts	Rehabilitation of border posts at official crossing points	IOM, UNHCR, SCI	General Security Office (GSO)	Longer-term project to ensure access through official crossing points and viability of safe return.		

## Sector: WaSH

## Sector Ministry: MoEW

Activity	Sub-Activity	Brief Description	Agencies	Relevant Government Institution	Cross-border Enablers	"Estimated Budget (Sector level)"	Comments
Latrines	Latrines and sanitation facilities	Installation of external gender-segregated latrines, water tanks, and tap stands, with water trucking and desludging services, and rehabilitation of the wastewater treatment system. Provision of light hygiene kits through RRM at staging areas.	UNICEF, IOM, ACF, AND, LOST, Sawa Group, SI	Ministry of Energy and Water (MoEW)		\$110,000	At each of the six crossing points and staging areas, the setup will include: two latrines for males, two for females, one accessible latrine for persons with special needs, a handWaSHing tap stand, and 5,000 litres of water storage capacity. WaSH sector partners will install additional external facilities as needed, based on site-specific demands. Water trucking and desludging services will be provided in accordance with the needs of each location. At the Aarida crossing point, the wastewater treatment system—damaged during an Israeli airstrike—is undergoing rehabilitation. The planning assumption is for 1,500 individuals to cross daily, with an average of 250 persons per border crossing point. Light hygiene items will be distributed at staging areas through the Rapid Response Mechanism (RRM).







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