Lebanon Response Plan 2024

Chapeau Document

Please note, the **LRP Chapeau for 2024 was drafted before the significant escalation in conflict, affecting all governorates in Lebanon**, took place in September 2024. The updated context has been reflected in the *Foreword* to the plan, but not to other sections throughout the document. The LRP as a whole (including sector strategies) will be updated through the annual planning process beginning in November 2024, building on evidence-based situation and needs analysis, for 2025.

Regarding the emergency response, **the previous 'LRP Annex' on the response to the escalation of hostilities in South Lebanon has now been replaced by a Flash Appeal issued for $425 million for three months**. The Flash Appeal seeks to mobilize additional resources for immediate priorities across Lebanon, in agreement with ministries and supporting interventions under LRP. The Flash Appeal document is available here: Flash Appeal: Lebanon, October - December 2024 (October 2024) - Lebanon | ReliefWeb

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Foreword

Foreword co-signed by his Excellency the Prime Minister of the Government of Lebanon, Najib Mikati, and the UN Resident Coordinator/Humanitarian Coordinator Imran Riza. Updated in October 2024.

This year represents an extremely precarious moment in Lebanon's history, with crisis upon crisis affecting the country's social, economic, and environmental stability. The escalation in hostilities at Lebanon's southern border and around the country, precipitating significant internal displacement, has placed a further strain on Lebanon's health, education, water, energy and social protection systems, created protection challenges and destroyed livelihoods. Amidst the multiple, protracted crises facing Lebanon, challenges continue to deepen for vulnerable populations. Local authorities at the frontline of responding, are also under immense pressure.

The Lebanon Response Plan 2024-25 (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 $2.72bn in 2024 to fund partners' coordinated interventions across ten sectors.

Since the Lebanon Response Plan for 2024 was drafted, Lebanon is now facing the largest escalation of conflict since the 2006 War, with 1,030 people killed between 16 and 27 September 2024 alone, including 87 children and 156 women, according to the Ministry of Public Health. Israeli airstrikes have hit towns across all governorates of Lebanon, leading to mass casualties, internal displacement and rising needs across the country.

In addition to the LRP funding appeal, a humanitarian Flash Appeal has been issued by the UN for $425 million to support immediate life-saving assistance in response to needs arising from the conflict, as part of the overall Government-led response. It remains essential that alongside the emergency response, LRP stabilization interventions to bolster Lebanese institutions and public services continue to be prioritized, including to respond to the ongoing needs of internally displaced people.

Responding to the imperative to work in as efficient and coordinated way as possible, including through humanitarian–peace–development nexus approach amid the multiple drivers of crisis in Lebanon, the 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).

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, exacerbated now by the ongoing conflict, as well as the continued impact of the Syria crisis on Lebanon. Alongside displaced populations and migrants residing in Lebanon also deeply affected by the compounded crises, for many Lebanese, access to assistance and services is an essential life-line. Working to bolster vital national systems and ensure support to those who need it most is our common endeavor. It is important to note that the economic crisis has had a disproportionate impact on certain groups including children and youth, older people and people living with disabilities, within which women and adolescent girls are highly affected.

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 twelve 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 $12 billion of humanitarian and stabilization funding to Lebanon since 2015. It is imperative that this support is maintained, in the absence of immediate solutions and given the unprecedented further strain that people across Lebanon are now facing in light of the escalation in conflict. Through the LRP, in turn, the Government of Lebanon and its partners commit to ensuring efficiency, accountability, and transparency.

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, internal and regional displacement crises, including through enhanced border security, and addressing persistent 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.

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[1].

The Lebanon Response Plan uses the following terms to refer to persons who have fled from 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);

4. "Palestine refugees from Lebanon" (referring to 180,000 PRL living in 12 camps and 156 gatherings);

5. "Palestinian refugees from Syria" (referring to 31,400 PRS across Lebanon).

[1] 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 (europa.eu)

Appealing Partners in 2024

ABAAD, ACA Lebanon, ACF Spain, ACTED, ADRA, AICA, Akkarouna, Al Fayhaa, Al Majmouaa, Al Makassed, Al Midan, Al-Shouf Cedar Society, Amalouna, AMEL, Ana Aqra, AND, ANERA, Arche Nova, ARCS, Armadilla, AVSI, B&Z, Bedayati, BIAT, Blue Mission, CARE, Caritas Lebanon, CELIM, CESVI, chaine de l'espoir, CISP, CLDH, Compassion Protestant Society, CONCERN, COOPI, DCA, DPNA, DRC, Embrace, Fair Trade Lebanon, FAO, Farah Social Foundation, Fondation Mérieux, Ghawth, Ghirass for Society Development, GVC, HAND, Haqi-Awrath, Hariri Foundation for Sustainable Human Development, HelpAge, Himaya Daee Aataa (HDA), Humanity and Inclusion, Humedica, Ibdaa w Najah, ICU, IECD, ILO, IMC, International Alert, Intersos, IOCC Lebanon, IOM, IR Lebanon, IRC, Irshad & Islah, Islamic Women's Association, ISWA, Jafra Foundation, JRS, KAFA, Kayany Foundation, Lebanese Association for Scientific Research - LASeR, Lebanese National Energy - LNE, LECORVAW, LEE Experience, LIFE PROJECT FOR YOUTH, LOST, Loubnaniyoun, LSESD, LSR, LUPD, Magna Lebanon, Makhzoumi, Masar, MCC, MDM, MDSF, MEDAIR, Medglobal, Mercy Corps, Mercy USA, Migration Services and Development - MSD, MMKN, Mouvement Social, Naba'a, Nabad, Nahnoo, NRC, Nusaned, OXFAM, PCPM, People in Need Slovakia, Plan International, PU-AMI, RESTART Lebanon, RI, Right to Play, RMF, Safadi Foundation, Salam LADC, SAWA, SBT, SCI, SDAid, Seenaryo, SFCG, shareQ, SHEILD, Shift, SIDC, SIF, skoun, Solidarités international, SSSE, Swisscontact, Tabitha-Dorcas, Tahaddi Lebanon, TdH-It, TdH-L, Tearfund, The Forum for the Rights of Persons with Disabilities, Threads of Peace - House of Peace, UN Women, UNDP, UNESCO, UNFPA, UN-Habitat, UNHCR, UNICEF, UNOPS, UNRWA, USPEAK, Utopia, WATAD Association, WCH, Welthungerhilfe, WFP, WHO, WRF, WVI, YMCA.

Please note, the remainder of the LRP Chapeau was drafted before the significant escalation in hostilities affecting all governorates in Lebanon.

The complementary Flash Appeal (October-December) can be found here: Flash Appeal: Lebanon, October - December 2024 (October 2024) - Lebanon | ReliefWeb

1. Introduction

Multiple, compounding crises have caused severe hardship to vulnerable populations across Lebanon, aggravating existing imbalances, inequalities, vulnerabilities, and risks. The hardship is expected to be prolonged given ongoing political crisis, macro financial paralysis and if a coherent sustainable development plan is not implemented, including measures proposed by the Government under the plan shared with Parliament in September 2022. Meanwhile, Lebanon continues to host the largest number of internationally displaced people per capita and per square kilometre in the world,[2] adding further pressures on already deteriorated basic services and stability. Further to this, since 8 October 2023, there have been increasingly violent clashes on Lebanon's southern border. The escalation of hostilities has already led to sizeable displacement, casualties and deaths, the destruction of civil infrastructure and productive economy, and worsened the socio-economic situation for the majority of the population in the area. The impact of the ongoing conflict is contributing to land use changes through displacement and land abandonment, and extensive fires due to the use of white phosphorous, transforming natural landscapes and destroying livelihoods. The situation remains volatile, with a continued risk of broader regional conflict.

The economic situation in Lebanon, still marked by soaring prices and decreased incomes, especially in the public sector, has made staple food and other basic goods unaffordable for many, adding further barriers to accessing essential public services and contributing to multidimensional poverty and spiralling debt levels. As of October 2023, with the situation projected to worsen, 15 per cent of the Lebanese population, 27 per cent of displaced Syrians, 26 per cent of Palestine Refugees in Lebanon (PRL) and 35 per cent of Palestinian Refugees from Syria (PRS) were acutely food insecure,[3] and 17 per cent of live out migrants were estimated to be in need of food assistance.[4] Already with labour force participation rates significantly lower than men,[5] w omen (especially those that live in female-headed households) and girls are disproportionately affected by food insecurity and poverty and are limited in their capacity to meet basic needs.[6] Water trucking costs increased by 297 per cent (USD value) between January 2021 and August 2023.[7] 2023 also saw significant interruption to the school year, including due to teachers' strikes. Drop out and school retention remain a concern and increasing socioeconomic challenges continue to result in child labour and early or child marriage. In 2023, 20 per cent of displaced Syrians held legal residency in Lebanon (up from 17% in 2022; down from 27% in 2018). Positively, birth registration rates for displaced Syrians at the foreigner's registry increased to 41 per cent in 2023. The colliding crises in Lebanon have continued to increase pressure on communities and local authorities. An overwhelming 45 per cent of respondents reported negative inter-communal relations in October 2023 (UNDP/ARK regular perception survey on social tensions). Women and girls continue to face safety concerns, with fear of being robbed, verbal harassment and sexual harassment or violence listed among the top fears for all population groups.[8]

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[2] The Government of Lebanon considers that Lebanon is being subject to a situation of mass influx of displaced from Syria. It refers to individuals who fled from Syria into its territory after March 2011 as 'temporarily displaced individuals' and reserves its sovereign right to determine their status according to Lebanese laws and regulations. The United Nations characterises the flight of civilians from Syria as a refugee movement and considers that these Syrians are seeking international protection.

[3] Integrated Food Security Phase Classification (May-Oct 2023), Lebanon IPC Acute Food Insecurity Analysis Report. No sex-disaggregated data on this indicator.

[4] Migrant Working Group.

[5] As per Lebanon follow-up Labour Force Survey January 2022, the male participation rate was 66.2 per cent, significantly higher than the female rate of 22.2 per cent.

[6] REACH. (2023). Multisectoral Needs Assessment 2023.

[7] WaSH Sector (2022-2023), Water Market Monitoring.

[8] MSNA 2023 and VASyR 2023: Risks on darkened streets are the most often-shared concerns among women and girls in all population groups. This was reported by 62 per cent of Lebanese, 54 per cent of Palestine refugees in Lebanon, 65 per cent of Syrian and 71 per cent of (live-out migrant) households. In addition, LRP partners continued to observe through the implementation of their initiatives rising trends in women and girls being exploited and exposed to sexual harassment and assault when working in farms and as domestic workers.

As of 2024, the Lebanon Response Plan (LRP), co-led by the Government of Lebanon (GoL) and the United Nations, will provide a two-year humanitarian-stabilization framework to help meet the needs of crisis-affected populations across Lebanon, including those recently impacted by the clashes along Lebanon's Southern border.

Building on the previous Lebanon Crisis Response Plan (LCRP, which targeted displaced Syrians, vulnerable Lebanese, PRS and PRL) and Emergency Response Plan (ERP, which targeted vulnerable Lebanese, PRL and migrants), LRP response partners' interventions will seek to advance four strategic objectives: 1)Provide immediate assistance to vulnerable people to ensure their critical needs are met; 2) Enhance the protection of vulnerable people; 3) Support service provision through national systems, including national rapid response capacity; 4) Support Lebanon's economic, social and environmental stability. The framework will uphold the centrality of protection and the principle of gender equality[9]. A commitment to applying 'localization' (the centrality of national and local actors, with appropriate support from the international community) will be mainstreamed across LRP planning, coordination, and operational delivery.

2. At a Glance

Response planning for the LRP (2024) was underpinned by a detailed, multi-stakeholder process of situation and needs analysis drawing on studies conducted in 2023, along with insights from operational partners within the humanitarian and development community.

- The 'Population in Need' (PIN) figures are based on an assessment of needs drawn from key indicators in the following cross-sectoral assessments and processes: Integrated Phase Classification (IPC) Acute Food Insecurity Analysis (Ministry of Agriculture with the support of WFP/FAO/Food Security & Agriculture Sector); Vulnerability Assessment for Syrian Refugees (UNHCR/WFP/UNICEF, including a gender analysis prepared by UN Women); Multi-Sectoral Needs Assessment (OCHA/REACH, including a Gender Snapshot prepared by UN Women) assessing the needs of Lebanese, Palestine refugees and migrant households; Regular Perceptions Survey of Social Tensions throughout Lebanon (UNDP/ARK); Migration Presence Monitoring (IOM). *To note, the specific needs of internally-displaced people (IDPs) as a result of the escalation of hostilities can be found in the Flash Appeal document, replacing the South response annex to the LRP.*
- Population 'target' figures were identified through detailed sectoral strategy development processes, with methodology outlined in sector strategy chapters.
- Sector 'funding requirements' are based on cost estimates for prioritized sectoral interventions to meet identified targets.

[9] The term 'gender' in this document refers to 'girls, boys, women and men'. 'Gender equality' refers to equality of opportunity, access to and use of resources between girls, boys, women and men. The actions proposed in the LRP are aligned to international treaties and conventions the Government of Lebanon has ratified in 1997 (e.g., Convention on the Elimination of All Forms of Discrimination Against Women (1979) and relevant national strategies such as the National Strategy for Women in Lebanon (2022-2030), Lebanon's National Action Plan on United Nations Security Council Resolution 1325, and Lebanon National Social Protection Strategy.

2024 Planning Figures

5.6M Total Population

3.7M People in Need

$2.72B 2024 Appeal

151 Appealing UN and NGO partners

3.1M People Targeted

- **1.3M** Displaced Syrians
- **1.5M** Vulnerable Lebanese
- **145,000** PRL / **23,026** PRS
- **80,551** Migrants

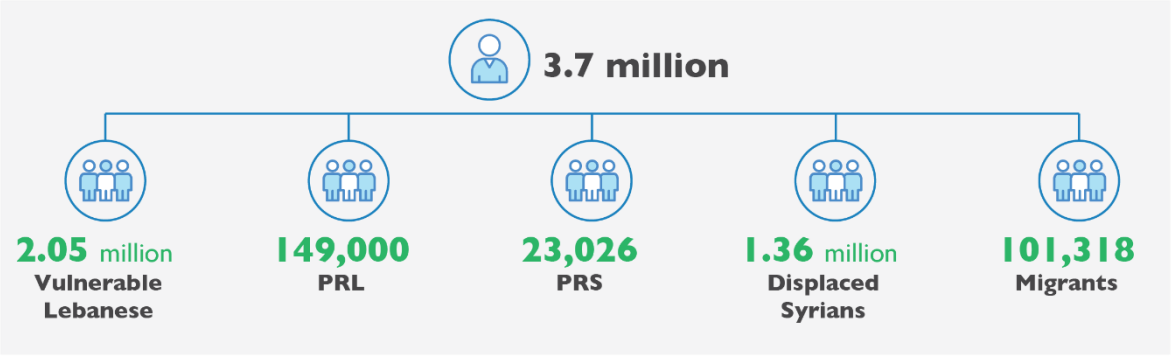
2024 Target & Funding Requirement by Sector

Sectors	Requirements (US$)	People Targeted
Food Security & Agriculture	780M	2,005,561
Basic Assistance	465M	2,421,426
Health	295M	2,482,401
Education	284M	930,810
Protection	207M	1,579,467
WaSH	190M	1,635,000
Livelihoods	188M	74,970
Social Stability	165M	3,043,331
Shelter	100M	541,256
Nutrition	47M	719,711

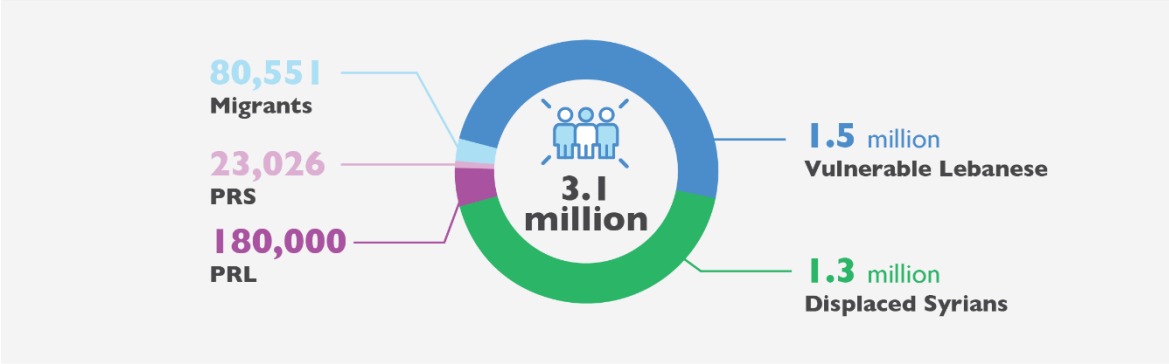
Strategic Objectives

- **Provide immediate humanitarian assistance to vulnerable populations to ensure critical needs are met.**
- **Support service provision through national systems including national rapid response capacity.**
- **Ensure protection of the vulnerable populations.**
- **Reinforce Lebanon's economic, social, and environmental stability.**

People in Need



People Targeted



3. Response Strategy

Planning Assumptions

Building on a detailed situation analysis, the following planning assumptions were developed through a participatory planning process with representatives from government and national institutions, United Nations agencies, international and national NGOs. In addition to the below key assumptions, each sector strategy has incorporated an analysis of cross-cutting themes such as protection, conflict sensitivity, gender and environment as well as planning assumptions, risks and mitigating measures in their respective theories of change. *Please note, the planning assumptions were drafted in early 2024.*

Lebanon is under more pressure than ever as the country is facing multiple crises which include financial, economic, public health, social and political challenges, and not least a security situation in the South of the country. Within this context, the following assumptions underpin the planning for 2024:

- It is assumed that, **given ongoing crisis in Syria**, **the impact on Lebanon will continue**. While important obstacles to large-scale returns in safety and dignity remain, some spontaneous returns of displaced Syrians from Lebanon to Syria are taking place, particularly since 2017. Group returns that were also facilitated by the Directorate General of General Security since early 2018 resumed in October 2022 and through 2023. The number of sustainable returns to Syria will substantially increase if obstacles to safe and dignified returns are removed.[10]
- **The socio-economic crisis in Lebanon has continued** well into 2024. The vulnerability of people targeted through the LRP has been substantially exacerbated (with a disproportionate impact on youth, older people, people living with disabilities) across population groups, increasing pressure on Lebanese institutions to accommodate rising needs. This has further resulted in additional pressure exerted on LRP partners by communities and authorities. A sense of fatigue is growing among affected communities, as are concerns over the increase in the use of negative coping mechanisms, impeding access to services and ability to cover basic needs.
- Associated to the above, it is assumed that critical **infrastructure and basic services are at risk of further deterioration** and collapse without sustained support and medium-term solutions.
- Increased demographic pressure through mass displacement of Syrians, among its effects, is **adding a heavy burden on Lebanon's already fragile environmental resources**. Adding to existing high levels of pollution, **additional waste** and unsustainable management practices, **diverted water resources** from domestic use, increased pollution **from untreated wastewater** and informal settlements' **impact on land degradation** contribute to increased fragility, inter- and intra-communal tensions. This requires holistic planning and impactful interventions by implementing partners and agencies, incorporating environmental, social and development dimensions.
- **Inter-communal tensions and public pressure for returns** are likely to continue if sufficient support is not provided to Lebanon to help to mitigate the impact of the multiple crises and address the deteriorating socio-economic trends and rising unemployment. Given the contextual developments, a deterioration in relations may result in sporadic escalations.
- **The war in Gaza is expected to have a continued impact** on the situation in the South of Lebanon with continued hostilities and violence. Displacement, tensions, fear, disruption in services, economic turmoil, and socio-economic and environment challenges are direct consequences of prolonged hostilities in the South of Lebanon, which can have a wider impact on Lebanon as a whole. Contingency planning has been developed including for both a 'worst case' and a 'controlled conflict' scenario (the latter embedded in LRP planning assuming approximately 140,000 people displaced, *please see flash appeal for further details*).
- It is assumed that the LRP response is **adapted and adjusted to contextual changes**, taking into account potential rising needs, including funding requirements. Given the fluidity and uncertainty of the

[10] Strengthening efforts to address barriers to return to Syria remains a key facet of dialogue between GoL and international actors outside of the LRP.

situation, annual planning will be undertaken to update PINs, targets, strategies and prioritization, with inter-sectoral review processes facilitated during the year.

- Concerns related to an anticipation of a **reduction in donor funding** to Lebanon remain, attributed to the occurrence of multiple crises worldwide and competing global financial priorities[11]. Subsequently 2024 planning and an increased focus on *prioritization* of crucial interventions under the LRP is steered by this.

In accordance with the principle of international solidarity and accountability,[12] the response will be developed based on priorities, needs, and capacities, and partners will continuously seek feedback from the populations that they serve and address concerns about the response raised by the affected populations.

Population Planning Figures

The Government of Lebanon estimates that the country hosts 1.5 million displaced Syrians who have fled the crisis in Syria, in addition to an estimated half a million Syrian nationals additionally present in Lebanon. In addition, UNRWA estimates that some 180,000 Palestine refugees in Lebanon and 23,026 Palestinian refugees from Syria live in Lebanon. Nearly all municipalities are hosting communities as displaced are living in 97 per cent of municipalities across Lebanon, though with sharp variations in density between regions, including high density in some of the country's poorest areas. Based on the updated map of 332 localities hosting the highest number of displaced Syrians, vulnerable Lebanese, Palestinian refugees, and migrants, 1.53 million deprived Lebanese live in these areas[13].

The LRP addresses the needs of five target groups: 1.5 million vulnerable Lebanese (53% female; 47% male; 31% children); 1.3 million displaced Syrians (51% female; 49% male; 52% children); 23,026 Palestinian refugees from Syria (52% female; 48% male; 38% children), and 180,000 Palestine refugees in Lebanon (51% female; 49% male; 35% children) living in 12 camps and 156 gatherings; 80,551 migrants (60% female, 40% male, 6% children).

[11] The Government of Lebanon strongly rejects any decrease in donor funding, noting the importance of visible responsibility-sharing, given the impact of the presence of large numbers of displaced Syrians on Lebanon's institutions, economy and society.

[12] UNHCR (2018), The Global Compact on Refugees, para. 34.

[13] Document - Lebanon: Inter-Agency - THE 332 LOCALITIES IN LEBANON that host the highest number of displaced Syrians, Palestinian refugees, and deprived Lebanese - 2022 (unhcr.org)

Strategic Objectives

As an integrated humanitarian-stabilization framework, the Lebanon Response Plan seeks to encapsulate and further hone short and medium-term support towards the goals set under the previous Lebanon Crisis Response Plan (LCRP) and the Emergency Response Plan (ERP), both ending in 2023, and contributing to relevant Government of Lebanon strategies policies and plans[14]. The approach under the LRP seeks to support vulnerable people across population groups, ensuring whenever possible a positive medium-term impact. Meanwhile, longer-term development support is encapsulated in the UN Sustainable Development Cooperation Framework (CF), supporting progress towards the Sustainable Development Goals[15].

During the 2024 planning process for the LRP, a significant focus has been placed on prioritizing key elements of the response strategy across sectors. Further details on the nature of prioritization can be found below in the 'Principles' section, as well as within each of the sector strategies.

The following four strategic objectives (SO) have been identified for the 2024-2025 LRP.

A detailed explanation of interventions contributing to each of the strategic objectives is contained in the sector strategies and logframes (outcomes, outputs, activities). The needs of girls, boys, women and men as well as persons with disabilities have been mainstreamed throughout the strategic objectives. The summary below encapsulates key contributing approaches across sectors, to demonstrate the scope of the response plan:

SO 1: Provide immediate humanitarian assistance to vulnerable populations to ensure critical needs are met

This response objective aims to address the immediate and medium-term needs of vulnerable populations including women, girls, persons with disabilities and children in Lebanon (vulnerable Lebanese, displaced Syrians, Palestinian refugees from Syria and Palestine refugees in Lebanon as well as migrants), prioritising the most vulnerable (for example persons with disabilities) through temporary solutions, with the aim to mitigate the rapid deterioration of social and economic conditions which exacerbate protection risks and barriers to livelihoods. In parallel to activities captured under SO1, interventions contributing to entrenched vulnerabilities and supporting institutional stability are also captured under SO3, in line with a nexus approach, appropriate in a protracted crisis context.

- Provide targeted, conflict sensitive assistance to the most vulnerable populations to ensure their protection and meet their basic needs, ensuring complementarity across sectors;

[14] Please see LRP sector strategies for further information regarding relevant GoL strategies and plans, matrix provided in annex.
[15] Short- and medium-term support is here defined as within the lifespan of the two-year framework. Meanwhile development interventions encapsulated in the Cooperation Framework cover the period until end-2026, while contributing to longer-term goals.

- Reduce exposure to hunger, malnutrition, homelessness, health complications, mental health issues, communicable disease outbreaks, violence, abuse and exploitation as well as the worst effects of poverty, including resorting to negative coping mechanisms, with practices such as child labour, begging and child marriage;
- Ensure the adequacy, appropriateness and consistency of assistance, including by developing further guidance on targeting Lebanese and streamlining efforts for harmonized methodologies for cash-based assistance in order to meet basic needs, promote livelihoods-sustaining coping mechanisms and support sectoral outcomes;
- Safeguard immediate and temporary basic service delivery (including water, sanitation, shelter) in and around informal settlements, collective shelters and sub-standard dwellings and gatherings, integrating a focus on protection, the needs of vulnerable groups including persons with disabilities, adolescent girls and children and complementarity of services;
- Ensure a strong multi-sectoral focus on emergency response to meet immediate needs caused by seasonal hazards or other emergencies such as the situation in South Lebanon; and
- Improve understanding of and response to the specific needs, priorities and capacities of girls, boys, women and men in different age groups and work on redressing persisting gender inequalities.

The position of the **Government of Lebanon** is that **any form of local integration is unconstitutional and, therefore, not an option.** The Government considers that the only durable solution available for displaced Syrians in Lebanon is their safe return to Syria, in accordance with applicable norms of international law and taking into full consideration the vital interests of Lebanon as a host country. Resettlement to third countries can contribute to the situation, however historical experience shows that it has offered a limited response and, in the case of Lebanon, cannot be an alternative durable solution given the massive presence of displaced Syrians.

In any refugee situation, the ultimate goal of the **United Nations** is the realization of durable solutions to the plight of refugees. While local integration is not an option for displaced Syrians in Lebanon, the safety, dignity and well-being of displaced Syrians must be preserved until they can attain durable solutions outside of Lebanon.

Dialogue to promote cooperation between the Government of Lebanon, UNHCR and the wider United Nations, and the donor community in pursuit of solutions will continue to be advanced during 2024.

SO 2: Enhance protection of the vulnerable populations

Recognising that the imperative of protecting women, girls, boys and men lies at the heart of humanitarian action, this response objective aims to strengthen protection services and interventions for vulnerable populations; empower individuals; and mainstream protection, gender, gender-based violence risk mitigation, conflict sensitivity, energy, and environment across all sectoral interventions. It promotes the protection of, and access to, affected people in accordance with relevant humanitarian and protection principles and instruments of international law ratified by Lebanon.

- Ensure that persons displaced from Syria and refugees of other nationalities have access to the territory and legal status in accordance with Lebanese laws and regulations, while anticipating their return in safety and dignity as the preferred durable solution, and while abiding by the principle of non-refoulement;
- Continue facilitating access to civil documentation, including a concerted effort to improve birth, death and marriage registration rates for women, girls, boys and men displaced from Syria, Palestinian refugees and migrants as per Lebanese laws, regulations and policies, in coordination with UN agencies with specialised mandates;
- Provide information on available services to women, girls, boys and men and ensure the tailored provision of protection, legal and other services across populations for persons with specific needs, such as persons with disabilities and older persons, as well as for women and children;
- Build the capacity of Lebanese, Palestinian, Syrian and Migrant women, girls, boys and men to safely identify and refer protection concerns, provide feedback on programmatic interventions and contribute to the referral of cases to specialised service providers;

- Strengthen the multi-sectoral response to collective and individual evictions and the threat of evictions;
- Advocate for increased opportunities for resettlement while simultaneously strengthening the identification of persons displaced from Syria and other refugee countries with compelling protection needs and ensuring their referral to resettlement or other complementary pathways programs that address the specific needs of girls, boys, women and men in the process of resettlement;
- Advocate for and support legal reforms related to the enhancement of the rule of law as well as the implementation of consistent legal procedures and access to justice;
- Support the Government of Lebanon to enforce laws to prevent and address child abuse, child marriage, GBV, sexual and economic exploitation, begging and the worst forms of child labour, through a multi-sectoral response; and
- At the institutional level, national and local institutions will be prioritised based on capacities, needs and results of previous capacity-building initiatives.

SO3: Support service provision through national systems, including national rapid response capacity[16]

This response objective aims to support national and local capacities to meet the increasingly overwhelming service-related needs and contribute to the safeguarding of infrastructure and services on the brink of collapse in the context of the multi-faceted crisis facing Lebanon. The response seeks to reinforce confidence in the equitable access to and quality of public services for vulnerable populations. Here, it is recognized that the crisis in Syria continues to have a negative impact on the sustainable development of Lebanon and the pressures felt by the public system. The 2024 LRP planning process recognises that the prevailing economic context is further hampering service availability, functionality, equitable delivery, and accessibility. Additionally, it is cognisant of the sudden onset emergency caused by the situation in the South as of October 2023. The objective aims to reinforce the access to basic services through national systems and to maintain basic public service infrastructure (such as water, waste management, renewables systems), ensuring functioning service delivery in the most vulnerable communities affected by the crisis.

- Provide safe water, sanitation, hygiene and energy services to the most vulnerable Lebanese, displaced Syrians, Palestinian refugees and migrants by reinforcing existing infrastructure, enhancing institutional governance, and work towards an improved relationship and trust between service providers and customers to increase cost recovery and result in better water and energy service provision;
- Supporting vulnerable populations, including persons with disabilities and older people, to ensure equitable and inclusive access to water and wastewater services, coupled with the promotion of sustainable and responsible social and WaSH behaviour;
- Ensure that all children can access, equally learn and be retained in a quality learning environment (formal and non-formal[17]), by ensuring a more resilient education system that is prepared for anticipated shocks in Lebanon, through three areas of intervention: access to education, quality of learning, and system strengthening to be able to cater to all girls and boys, in line with the Ministry of Education and Higher Education's (MEHE) Five-Year Plan 2021-2025;
- Ensure support to strengthen social safety nets for vulnerable people across Lebanon in line with national strategies[18] (in complementarity to Government-funded schemes outside the LRP);
- Ensure that the most vulnerable individuals in Lebanon can access disease prevention interventions and affordable healthcare, with a focus on accessibility and quality of services and controlling disease outbreaks, under the leadership of the Government. Lifesaving interventions across all population groups will be prioritized. Specifically, support more standardised service

[16] The term 'national systems' is inclusive of national government and local institutions, working with partners including civil society and private sector.

[17] Non-formal education is conceived as a means to bridge the gap with formal education.

[18] Including the National Social Protection Strategy and the National Strategy for Women 2022-2030.

provision across primary healthcare centres that are part of the Ministry of Public Health (MoPH) public network to ensure a comprehensive package of care, utilizing geographical targeting to ensure equitable distribution. In the provision of hospital care, support, pay particular attention towards the most vulnerable; and

- Protect the most vulnerable, especially children and women, older persons and persons with disabilities, and other minority groups at risk of violence (including abuse, exploitation and neglect), through:
    - Increased outreach and responsiveness of community and institutional systems; and
    - Referrals and a full package of services, including appropriate support to survivors through a robust and coordinated national system.

SO4: Reinforce Lebanon's economic, social and environmental stability

This response objective aims to strengthen productive sectors and expand economic and -livelihood opportunities (including 'green' opportunities) for all people able and available to work, with a particular focus on youth and women's employment, particularly female headed households, hence, benefiting local development and the most vulnerable communities. It also aims to invest in mitigating the environmental impact of the Syria crisis or any other crisis facing Lebanon, ensuring that actions are taken to maintain long-term sustainability of the natural eco-system, ensure rehabilitation to reverse negative impact where possible and avoid its further degradation. Furthermore, it will invest in national and local capacities to promote dialogue that mitigates tensions and conflicts at the municipal and local levels.

In addition, through supporting local authorities and relevant local actors, the LRP will enhance access to affected populations due to their geographical proximity and insight knowledge. This is particularly relevant in the South, where access is hampered and increasingly limited. Stronger collaboration with local actors, including transfer of knowledge and capacity, in conjunction with national ministries where applicable, facilitates community-led solutions and promotes long-term recovery and development.

- Address social and economic risks faced by Lebanese, displaced Syrians and Palestine refugees and migrants with a particular focus on empowering young women and girls;
- Promote decent job creation and support businesses to generate income for local economies in poor areas, benefiting all vulnerable communities, in accordance with Lebanese laws and regulations[19], and the outcomes of the Brussels conferences. This will include employment-intensive projects to promote short-term employment opportunities and provide the necessary skills to access the labour market;
- Enhance the productive capacities of local micro- and small-to-medium enterprises (MSME) and cooperatives by improving local economic infrastructures and supporting their capacity to respond to market demands;
- Promote sustainable agriculture production by supporting vulnerable farmers and communities and improve agricultural livelihood activities;
- Increase women's leadership and participation in public and political life and employment, including in key sectors such as technology, green economy, including renewable energy, water and sanitation, agriculture, etc., in partnership with women's rights organisations, private sector, men and communities;
- Reduce (and where possible reverse) the impact of the multiple crises on Lebanon's environment, with a particular focus on integrated solid waste management, water and wastewater management, use of renewable energy sources and energy-efficient products, protection of air quality, conservation of land use and ecosystems by strengthening good management of natural resources and sustainable investments abiding by environmental regulations (with focus on agricultural land and river basins, including impact of informal settlements);

[19] As per MoL annual decisions related to businesses, occupations and crafts, and jobs that must be limited to Lebanese only.

- Undertake environment recovery and land rehabilitation activities for sustainable land use and mitigation of further natural resource erosion;
- Strengthen national and sub national emergency preparedness and response capacity with a focus on ensuring adequate operational support and guidance to local crisis response, including for the response in the South;
- Prevent social tensions from further rising within stressed communities by addressing critical needs at municipal level through service delivery under their mandates. Support will prioritize interventions that have the highest impact on tensions and projects with low maintenance costs. Where possible, multi-sectoral and geographic clustering approaches will be applied; and
- Based on enhanced tension and conflict analysis focusing on men and women as well as boys and girls, mitigate tensions and promote intra- and inter-community dialogue, without discrimination by nationality and with full respect of Lebanese laws and regulations and promote participation of girls, boys and women and men in the various dimensions of peacebuilding.

Principles and Commitments

Building on previous learning in the Lebanon response, including through the development and review of the LCRP and the ERP, alongside consultations, the principles are as follows:

Prioritization: In preparation for the 2024 appeal, the LRP embarked on a prioritization exercise where partners agreed on the importance of cross-sectoral prioritization in an increasingly challenging funding landscape. The process contributed to setting a significantly reduced appeal total against prioritized interventions. Criteria included:

- Results with a significant and demonstrable contribution to the **LRP Strategic Objectives,** in line with priorities in ministries' national strategies.
- Recognizable **negative consequences** if not prioritized.
- Feasibility considerations, including **cost-effectiveness**.
- Results with a high potential for addressing protection threats and **decreasing tensions**.
- A total package of services that maintains the **integrity** of the LRP (humanitarian + stabilization), even at a reduced level of funding.

Further emphasis will be placed on improving cross-sectoral prioritization in the 2025 planning process.

Collaborative planning for multiple years: Efforts are directed towards addressing the immediate and medium-term needs of Lebanese, displaced Syrians, Palestine refugees and migrants by implementing integrated and gender responsive humanitarian and stabilization interventions that target and respond to the prioritised needs of vulnerable girls, boys, women and men, persons with disabilities and older people. This involves facilitating planning with adaptability to changing contexts. The response maintains a needs-based appeal with enhanced prioritization, focusing on the 'added value' of interventions which align with priorities in national strategies and plans. Updated evidence informs appropriate targeting methodologies, encompassing socio-economic, categorical, and geographic considerations. Program planning is coordinated through sectors in collaboration with the GoL, taking into account national priorities and laws.

Efficient Implementation and Coordination: The LRP coordination structure will be used for efficient and non-duplicative efforts, supporting sectoral and multi-sectoral approaches. In 2024, a review process will be completed to identify improvements to operational coordination as well as strengthened linkages across response frameworks at both the sub-national and national levels.

Sub-national and area-based coordination: With a strong sub-national operational coordination set-up through sector and inter-sector structure led by Government with the United Nations, the LRP will ensure participation and coordination at the respective regional levels, involving key local actors in discussions and decision making. This is to ensure that needs and gaps of target groups are addressed, and challenges unpacked based on local knowledge and with an understanding of local structures, resources and capacities. A close dialogue and cooperation with all relevant authorities will also assist a continued

understanding of conflict dynamics (what divides and connects) of communities and municipalities and guide the response. Inter-sector coordination at the sub-national level will help identify and eliminate overlaps and ensure an even response to those in need. Strengthened area-based operational coordination will be invested in in key areas including South Lebanon, in coordination with national-level ministries.

Timely Information Sharing and Tracking: Appealing partners are responsible for timely and comprehensive reporting on funding and resources through systematic and transparent coordination mechanisms. Partners will report funding and resources received through the Lebanon Aid Tracking system, onwards to the LRP Steering Committee. The LRP implementing partners will report regularly on progress and achievements through agreed results systems - all Sectors will report progress and achievements quarterly to the LRP Steering Committee through an agreed common format.

Sustainable Development Goals (SDGs): The commitment of the Government of Lebanon to achieving the goals of the 2030 Agenda for Sustainable Development is resolute. However, multiple overlapping crises have inhibited the Government's capacity to fully enact this ambitious agenda and to leave no one behind. LRP interventions contribute to a wide spectrum of SDGs and their associated targets, with SDGs mainstreamed in LRP planning and monitoring processes. As the response in Lebanon seeks to strengthen development approaches over time, planning and M&E within the LRP (linked to the United Nations Strategic Development Cooperation Framework) will place increased focus across sectors on how interventions can continue to advance the implementation of the SDGs.

Humanitarian-Development-Peace Nexus (HDPN): The stabilization-based development approach adopted in the Lebanon Crisis Response Plan from 2015 has been strengthened over the years as Lebanese communities and institutions have been affected by multiple waves of crises. With the new LRP, the framework will continue to link humanitarian and stabilization-based development interventions across all sectors of the response, contributing to integrated outcomes. Meanwhile, at the request of the donor community, each sector has disaggregated a percentage breakdown for humanitarian and stabilization budget, based on the nature of specific activities within the Sector's logframe. Sectors have sought to maintain an emphasis on identifying interventions and modalities which promote sustainability at the institutional level, while noting the temporary nature of the LRP. The emphasis on the promotion of social stability and conflict sensitivity are of particular significance for the implementation of the 'peace' dimension of the HDPN in the LRP.

Mainstreaming of Cross-Cutting Issues

Conflict sensitive approach: The LRP will mainstream conflict sensitivity across the response. This means that the evidence base and analysis of the LRP is informed by local and national tensions mapping and conflict analysis, that sector plans consider a conflict sensitive approach in the design and implementation of the response and that the capacity of partners is strengthened to undertake conflict sensitive analysis for their programmes.

Protection: The Protection sector will aim at continuing the significant efforts and achievements made to support protection mainstreaming across the response and in support of all sectors. This will be done through enhanced data disaggregation on age, gender and disability, advocacy for centrality of protection, gender and disability mainstreaming, GBV risk mitigation, and mechanisms to ensure Protection from Sexual Exploitation and Abuse. This also includes monitoring of humanitarian and protection standards such as ensuring meaningful and equal access for all affected people, prioritising safety, dignity and avoiding harm, promoting participation, and empowerment of communities, and maintaining accountability to affected people. In 2024, the protection sector will build on existing protection analysis to enhance an inter-sectoral approach to the analysis of age, sex, disability across community groups where possible. The sector will support other sectors to identify protection risks and implement concrete mitigation measures through their annual work plans with focused support provided to Shelter, Basic

Assistance, Health, Education and WaSH sectors. Furthermore, the sector will improve the monitoring and reporting of protection mainstreaming actions conducted and support other sectors to develop or update the protection risk analysis. The sector will enhance the work commenced with the Disability and Older Persons Working group and with dedicated Organisations working with Persons with disabilities to enhance inclusive approach across all interventions provided by response partners.

Accountability to Affected Populations (AAP): Conflicts, disasters, and instability heighten vulnerabilities and contribute to social tensions, hindering assistance by government and local actors and impeding affected individuals to reach out for support. Given the unique challenges different groups of people with diverse backgrounds face, preventing misinformation, fraud and corruption, and promoting social stability, accountability and localisation are vital to ensure equal access to information and services. The LRP will continue assessing information needs, communication channels and joint messaging, and continue outreach and local organisation engagement with community structures.

Prevention of Sexual Exploitation and Abuse (PSEA): Risks of sexual exploitation and abuse (SEA) by humanitarian workers presumably increase during crises and displacement when populations, especially women and children, rely on humanitarian assistance and existing protection mechanisms break down. It is the responsibility of LRP partners to take all necessary measures to protect those at risk of SEA. LRP partners will expand efforts to strengthen SEA prevention and response measures across sectors. This includes responsible staff recruitment with systematic vetting and reference checks and providing PSEA training to relevant staff. Engagement with communities on their rights and reporting mechanisms, enhancing inclusive and safe feedback and complaint/grievance systems in consultation with all community groups, ensuring victim-centered assistance with safe referrals to GBV response services will be critical priorities. This will be done in alignment with core principles and global standards.

Gender mainstreaming, equality, empowerment of women (GEEW) and GBV risk mitigation: Advancement of gender mainstreaming (analysis and response to needs of girls, boys, women and men), and GBV risk mitigation will be prioritized across sectors through enhanced analysis, planning and monitoring based on enhanced production of sex disaggregated data and statistics aligned to the treaties and conventions Lebanon has ratified or committed to implementation such as CEDAW and Beijing Platform for Action. The Gender and GBV focal points network will ensure that each sector prioritizes advancement of GEEW and GBV risk mitigation with the technical support of the Gender Working Group and GBV Working Group. In 2024, this will include the delivery of gender mainstreaming, GEEW and GBV sectoral trainings, mentoring and technical support for sectors and partners to strengthen gender equality and reduce gender inequalities within communities. Sectors ongoing use of the Gender with Age Marker (GAM) will be prioritized during planning and monitoring. The participation of women and women's rights organisations will be strengthened by expanding partnerships, technical support, visibility and networking opportunities. GBV risk mitigation activities will also include briefings of all sectors on updated GBV Referral Pathways to enhance safe and timely referrals of survivors of GBV using a survivor-centered approach.

Environment: With the support of the Environment Task Force (ETF), partners under the LRP will work towards improving project design through regular technical trainings on relevant thematic areas, including climate change and climate proofing. The ETF will continue to support partners in the screening and assessment of their activities to ensure abidance with national environmental regulations and standards. The environmental marker guide will remain the main tool for that screening, complemented by impact assessments where needed to guide scope and resource planning. Special attention will be given to reducing social tensions through energy and environment in close cooperation with the Social Stability sector and tensions monitoring team. Troubleshooting and support will be complemented through appropriate training packages targeting local authorities to improve response and perception of the population, as needed. Furthermore, the Task Force will work towards greening cash-for-work activities by promoting nature-based solutions and circular economy approaches to achieve quick social benefits in a more sustainable manner.

Energy: Under the LRP, energy-related impacts are embedded in the strategies of a number of sectors including Health, WaSH, Social Stability, Education and Shelter, contributing to an overarching aim that *vulnerable populations in Lebanon will have improved and equitable, sustainable access to all forms of electricity*. Energy mainstreaming will be led by the Ministry of Energy and Water (MoEW) and coordinated by UNDP liaising with relevant sectors through the Inter-Sector Coordination Group to ensure appropriate technical guidance and support for partners. All energy interventions under the LRP seek to build on national strategies, including the Policy Paper for the Electricity sector (MoEW, 2010, updated in 2019), along with national action plans for renewable energy and energy efficiency[20]. Four outcomes will be supported through energy mainstreaming under the LRP: 1: renewable energy support to institutions is increased; 2: energy demand due to implementation of energy-efficient initiatives is reduced; 3: access to electricity improves; and 4: the MoEW has an enhanced capacity to oversee energy initiatives. The MoEW will support on ensuring the legality of all interventions[21] and embedding conflict sensitivity considerations across sectors. The LRP M&E framework will feature outcome indicators to ensure appropriate reporting by partners across sectors.

4. Financing

The overwhelming majority of interventions of Lebanon Response Plan partners are supported through funding provided directly from donors to partners, based on funding agreements between donors and implementing agencies. In addition, three existing pooled funds in Lebanon support in the channelling of appropriate funding, namely the Lebanon Humanitarian Fund (LHF), the Lebanon Recovery Fund (LRF), and the Lebanon Financing Facility (LFF).

The LHF is one of OCHA's Country-Based Pooled Funds (CBPF), established in 2014 following the decentralization of the Regional Syria Fund, operating under the leadership of the Humanitarian Coordinator to support the most vulnerable in Lebanon. The LRF is a United Nations inter-entity pooled fund that consolidates and targets financing for joint United Nations programmes, responding to stabilization and development priorities under the LRP. Coordination and coherence between the LHF, the LRF and the LFF, which supports priorities under the Reform, Recovery and Reconstruction Framework (3RF), help bridge the humanitarian short-term support and the longer-term reform assistance.

It is important to note that the LRP itself is not a resource-allocation instrument, but a response plan with a coordinated appeal by LRP partners who work together through sectoral and inter-sectoral coordination bodies. No direct funding decisions are made by the LRP secretariat or governance bodies.

5. Governance

The LRP framework is led by a **Steering Committee** co-chaired by the Prime Minister and the United Nations Resident Coordinator/Humanitarian Coordinator, and includes participation from Government line ministries, as well as humanitarian and stabilization partners across the United Nations, national and international NGOs, and donors. The Deputy Prime Minister will act as the Prime Minister's alternate.

[20] Energy interventions under the LRP focus on short- and medium-term projects to directly address the impact of the multiple crises on Lebanon's energy sector; however, the plan does not cover reform which sits under the Lebanon Reform, Recovery, and Reconstruction Framework (3RF), and longer-term development interventions under the UN Sustainable Development Cooperation Framework (CF).

[21] For example, noting the Government of Lebanon's policy that no permanent infrastructure should be installed in informal settlements.

The Steering Committee will be supported by a Secretariat responsible for making the link between the technical level response and strategic level to ensure clear decision-making and oversight by the Steering Committee. The Secretariat is composed of GoL, RCO, OCHA, UNDP, UNHCR. The frequency of Steering Committee meetings is proposed to be every quarter. Preparatory meetings at the deputies' level will be convened as agreed by the co-chairs, including to inform response planning.

Operational response under the LRP is coordinated through the **Inter-Sector Coordination Group (ISCG)**, led by the Government of Lebanon through the Ministry of Social Affairs. In accordance with their specialized mandates, RCO, OCHA, UNHCR and UNDP act as co-chairs. The Inter-Sector Coordination Group includes LRP sector leads from line ministries as well as sector coordinators and key response partners across the United Nations and I/NGOs, and representatives from UNRWA and IOM to ensure a cross population approach. Leads for 'mainstreaming' priorities (referenced in above section) include the Ministry of Environment, Ministry of Energy and Water, UNDP, UN Women UNHCR and UNFPA. The ISCG mechanism reports to the LRP Steering Committee. The ISCG will additionally prepare briefings for wider LRP partners.

Coordination structures will align with both the humanitarian and stabilization dimensions of the response under the overall leadership of the Prime Minister and the United Nations Resident Coordinator/ Humanitarian Coordinator.

6. Monitoring and Evaluation

Systematic monitoring and evaluation (M&E) practices are imperative for improving effectiveness, transparency, and accountability. All sector logical frameworks (logframes) undergo meticulous technical reviews, conducted in consultation with sector working groups, the inter-sector coordination group and mainstreaming leads and other key stakeholders during annual planning. Quality assurance is guaranteed by aligning with sector strategies, examining the accuracy of results chains leading to desired changes, and ensuring the feasibility and evidential progress of indicators and measurement methodologies at the sector level. Quarterly reporting against sectors' strategies and logframes and based on detailed partner reporting, including through published quarterly dashboards, is essential to ensure a transparent and accountable response. This overall framework, to be updated for 2025, offers guidance on impact measurement and delineates causal linkages from sector outcomes to impact under each strategic objective, and detailed within each sector strategy. In alignment with the elaborated four strategic objectives the impact statements are defined as follows:

1. Immediate humanitarian needs of the most vulnerable populations are met (including women and girls, persons with disabilities and older people).
2. Vulnerable populations live in a safe, protective environment.
3. Vulnerable populations have equitable access to basic services through national systems.
4. The deterioration of the economic condition of vulnerable populations is mitigated.
5. Social stability is strengthened in Lebanon.

6. Further degradation of the natural eco-system as an impact of the compounded crises is avoided and long-term sustainability ensured.

All sector logical frameworks are available [here]. The full M&E framework will be reviewed and updated through a planning process in Autumn 2024.