

Action document for the EU Regional Trust Fund in Response to the Syrian Crisis to be used for the decisions of the Operational Board

1. IDENTIFICATION

Title/Number	The EU Regional Trust Fund's support to quality and sustainable child protection systems, policy and services for boys, girls and women in Lebanon		
Total cost	Total estimated cost: 12,5 M EUR Total amount drawn from the Trust Fund: 12,5 M EUR		
Country	Lebanon		
Locations	Nationwide		
Implementing Partner (s)	UNICEF/Civil Society Organizations for 12 M EUR For M&E 0,5 M EUR Direct Management – Procurement of services-		
Main Stakeholder (s)	<ul style="list-style-type: none"> -Lebanese Ministry of Social Affairs (MoSA) -MoSA Social Development Centres (SDCs) -Other relevant Ministries of the Government of Lebanon, such as Ministry of Education and Higher Education (MEHE), Ministry of Public Health (MoPH), Ministry of Interior and Municipalities (MoIM), Ministry of Labour (MoL), Office Ministry for Women Affairs (OMAW), the Higher Council for Childhood (HCC), as well as respective deconcentrated institutions where existing -Different UN agencies working on child protection/GBV, EU Member States, other donors, implementing partners and international financing institutions -Local and international civil society actors -Social workers, Field Workers -Lebanese universities and other training centres related to protection 		
Aid method / Method of implementation	Indirect Management – Delegation agreement- UNICEF Direct Management – Procurement of services		
SDGs	<ul style="list-style-type: none"> -SDG 4 on inclusive and equitable education -SDG 5 on gender equality -SDG 16 on peaceful and inclusive societies Further explained below in session 3.6		
DAC-code	-15160 -15180 -16010	Sector	<ul style="list-style-type: none"> -Human Rights -Ending violence against women and girls -Social/welfare services

<p>Objectives</p>	<p>The overall objective is to contribute to the improvement of the lives of children and victims of Gender-based Violence living in Lebanon through the continuation of preventative and remedial protection activities under the National Plan to Safeguard Children and Women in Lebanon in 2019-2020, while, at the same time reinforcing and rendering the existing protection system more sustainable.</p> <p>The specific objective 1 is to contribute to the strengthening of MoSA’s capacities to prevent and respond to violence, exploitation and abuse of children, women and girls in Lebanon, with a special focus on those in the most vulnerable/marginalised situations, while contributing to the strengthening of the enforcement of the legal and regulatory framework.</p> <p>The specific objective 2 is to contribute enhancing the quality, accessibility and sustainability of protection services SDCs and protection civil society actors provide in Lebanon while promoting social awareness.</p> <p>The specific objective 3 is to contribute to the establishment of an appropriate gender-responsive rights-based monitoring mechanism of the Child Protection/SGVB sector. The main aim of this component will be to prepare for a MOSA National Information Management System while reinforcing the existing cooperation with local academia.</p>
<p>Main Activities</p>	<p>Main activities will include:</p> <ul style="list-style-type: none"> ✓ Strengthen the enforcement of the legal framework and cooperation for Child Protection and Gender-based Violence ✓ Strengthen capacities of the MoSA and other actors; human resources, procedures and logistics in line with MOSA long-term strategy ✓ Development of priority services and quality assurance in line with the MOSA long-term strategy ✓ Promotion of social awareness on child protection and SGBV issues. ✓ Prepare the creation for MoSA of a Child Protection and SGVB monitoring system and management information system by reinforcing the existing cooperation with Lebanese academia.

2. RATIONALE AND CONTEXT

The Syrian conflict has caused one of the worst humanitarian crises with a devastating impact on children as well as on the sexual and gender-based violence (GBV) affecting women, girls and boys with grave consequences on their physical, emotional and social wellbeing. Neighbouring countries hosting Syrian refugees cannot cope with this massive refugee flows in the medium to long-term without significant and continued technical and financial support from the international community. This is especially true for Lebanon. With its comparatively small population, limited capacities and resources, such a burden is posing a growing threat to the country's economic, social and political stability.

In the sector of child protection, Lebanon signed and ratified the Convention on the Rights of the Child (CRC) in 1991 and the Optional Protocol to the Convention on the Rights of the Child on the

sale of children, child prostitution and child pornography in 2004.¹ Lebanon ratified also the Convention on the Elimination of All Forms of Discrimination against Women. Despite protection to children, women and boys should be ensured from a legal and binding point of view many violations still persist and are aggravated by the consequences of the refugees' crisis.

Investing in the promotion of the protection of the rights of the child, including the best interest of the child (a right, a general principle and a procedure) and fight against gender-based violence (GBV) is a priority for the European Union. This becomes even more crucial in context of the Syrian protracted crisis.

2.1 Summary of the action and its objectives

The **overall objective** is to contribute to the improvement of the lives of children and victims of gender-based violence living in Lebanon through the continuation of preventative and remedial protection activities under the National Plan to Safeguard Children and Women in Lebanon in 2019-2020, while, at the same time reinforcing and making more sustainable the existing protection system.

The specific objectives of the action are:

1. The **specific objective 1** is to contribute to the strengthening of MoSA's capacities to prevent and respond to violence, exploitation and abuse of children, women and girls in Lebanon, with a special focus on those in the most vulnerable/marginalised situations, while contributing to the strengthening of the enforcement of the legal and regulatory framework.
2. The **specific objective 2** is to contribute to the enhancement of the quality, accessibility and sustainability of protection services SDCs and protection civil society actors provide in Lebanon while promoting social awareness.
3. The **specific objective 3** is to contribute to the establishment of an appropriate gender-responsive rights-based monitoring mechanism of the Child Protection/SGVB sector. The main aim of this component will be to prepare for a MOSA National Information Management System while reinforcing the existing cooperation with local academia, in line with the recommendations of previously conducted evaluations as well as with the National Strategic Plan National Strategic Plan of the Ministry of Social Affairs for the protection of women and children in Lebanon 2018-2021.

The action should be in line with the Overall Objective of the EU Regional Trust Fund in Response to the Syrian Crisis, (EUTF Syria) "to provide a coherent and reinforced aid response to the Syrian and Iraqi crises and the massive displacement resulting from them on a multi-country scale." The action will contribute to the Specific Objective 3 of the current Results Framework.²

The EU assigns a special place for children in its internal and external policies and actions,³ anchored in the Convention on the Rights of Child (CRC). In particular, the EU's 2017 "*Guidelines on the*

¹ Lebanon signed but never ratified the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict -2002

² Improved wellbeing of Syrian and host community children, women and adults, through better protection mechanisms, strengthened local and national service and social cohesion capacities" https://ec.europa.eu/trustfund-syria-region/sites/tfsr/files/eutf_rf_2019.pdf

³ The Charter of Fundamental Rights of the European Union (2000), Article 14, URL: www.europarl.europa.eu/charter/pdf/text_en.pdf . The Treaty on European Union (2009) expressly commits the EU to promote the protection of the rights of the child in EU internal and external action, Article 3, URL: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A12012M%2FTXT>. A Global Strategy for the European Union's Foreign and Security Policy (2016), URL: https://europa.eu/globalstrategy/sites/globalstrategy/files/pages/files/eugs_review_web_13.pdf In its action plan on human rights and democracy 2015-2019, the EU commits itself to promoting, protecting and fulfilling children's rights, prioritising support for partner

*promotion and protection of the rights of the child*⁴, based on the CRC, reiterate EU commitment to children's rights through its external action. Through the Guidelines, the EU seeks to promote and protect equally all the rights that children have, focusing especially on the most marginalized children in an effort to leave no child behind, to ensure that partner countries' systems are better able to protect and fulfil children's rights. Child protection, or addressing violence against children, refers to ensuring children are safe from all forms of physical psychological or emotional abuse, injury, neglect or negligent treatment, maltreatment or exploitation including sexual abuse and the worst forms of child labor, such as street children and association with armed conflict.

In Lebanon direct responsibility for reporting on the CRC falls under the Higher Council for Childhood (HCC) which is part of Minister of Social Affairs (MoSA). The MoSA Strategic Plan on Child Protection and GBV makes reference under Strategic Objective 1 to build MoSA's capacity on data collection and reporting, including on international obligations, as the CRC. Activities proposed under the specific objective 3 of this Action will contribute, *inter alia*, to build up and strengthen monitoring and data collection capacity of the Ministry. The last State Party report was submitted in 2015 and mostly of its concluding observations are being addressed in the Strategic Plan, including some of the suggested policy, legislative changes recommended, advancement of alternative care and capacity building of the social welfare workforce. The next CRC State Party report is due in 2023.

The Action is also in line with EU's approach on women's rights, which play a central role in the EU strategies and approach as proved by the EU's "*Joint Staff Working Document - Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020*", also known as Gender Action Plan II (GAP II). Gender equality, respect of women's rights and combating gender based violence are cross-cutting aspects in all EU financed interventions.

In Lebanon, the National Commission for Lebanese Women (NCLW) oversees the implementation of the goals of international instruments and conventions Lebanon has ratified, including the Security Council resolutions 1325 and 1820 on Women, Peace and Security. In 2018 the NCLW prepared and submitted to the Council of Ministers an action plan that has not yet officially endorsed. Official Government reporting will start after its endorsement. Even if NCLW is in the lead of this exercise, MoSA will also play an important role especially for child marriage. The National Plan of Action for addressing child marriage, developed under the leadership of MoSA, makes linkages between the two action plans (Women, Peace and Security and Child Marriage respectively) in its Monitoring & Evaluation frameworks. Therefore, investing in MoSA's capacity to report and oversee implementation of the Child Marriage action plan would indirectly also contribute to the fulfillment of the expectations of the action plan developed in response to Security resolutions 1325 and 1820.

It is against this background that the EU Regional Trust Fund in Response to the Syrian Crisis (EUTF) supports delivery of the commitments EU has made under the EU-Lebanon Partnership Priorities and Compact (November 2016). The Partnership Priorities set up a renewed framework for political engagement and enhanced cooperation. The Compact includes the mutual commitments through which the EU and Lebanon will improve the living conditions both of refugees temporarily staying in Lebanon and of vulnerable host communities.

countries' efforts in this area, with a particular focus on: – strengthening child protection systems so as to protect children from violence, exploitation, abuse and neglect; and– children's economic, social and cultural rights (education, health, nutrition, social protection, etc.).

⁴ EU Guidelines for the Promotion and Protection of the Rights of the Child (2017), URL: https://eeas.europa.eu/sites/eeas/files/eu_guidelines_rights_of_child_2017.pdf

The EUTF also takes into account commitments and pledges that the EU has made at the London Conference (February 2016), CEDRE 4 Conference (April 2018) and Brussels Conferences and related outcomes and partnership papers (in April 2017, 2018 and 2019), with a particular focus on the protection-related ones for this Action.

The implementation of this Action will be based on the Joint Humanitarian and Development Framework (JHDF)⁵ document 2018-2019 developed by the EU Delegation to Lebanon and ECHO Lebanon. The JHDF process is informed by key EU commitments and guidance on resilience building and **humanitarian-development nexus**.⁶

2.2 Context

2.2.1 Country context, if applicable

Lebanon has so far been a main recipient country of refugees from Syria with an arrival of around 1.5 million people since 2012. The protracted refugee crisis in Lebanon has impacts beyond the refugee population, exacerbating pre-existing development constraints, and worsening economic situation (with an inflation rate estimated at 6.5% for 2018⁷). The aggravation of the economic situation is reflected in the estimated of 37 percent of vulnerable Lebanese; 69 percent of Syrians refugees⁸ and 65 percent of Palestine refugees in Lebanon who are living below the poverty line⁹.

The proportion of registered Syrian refugee households living below the poverty line (US\$ 3.84 per person per day) continues to be high, even if slightly decreasing compared to 2018. 69% remained below the poverty line and just over half of households (51%) still did not reach the Survival Minimum Expenditure Basket (SMEB) threshold of US\$ 2.90 per person per day, unable to meet survival needs of food, health and shelter.¹⁰ More in particular, in Lebanon, women are in a particular vulnerable position: according to the Gender Gap Report 2018 of the World Economic Forum an estimated earned income in 2018 was 5877 USD for women and 23 411 USD for men. Only 23,5% of women are part of the labour market when the labour market participation percentage for men is 70. Data analysis revealed the vulnerability of households headed by women across all different indicators.¹¹

As the Syrian conflict persists, instability and insecurity together with the lack of access to basic social services, social safety net and livelihood opportunities amongst the refugee population and vulnerable Lebanese has increased the vulnerability of already impoverished families and in turn resulted in a deterioration of the already difficult protection situation of children and women in Lebanon. In this situation, legal stay and legal protection for Syrian refugees become increasingly challenging. In

⁵ JHDF aims to shape a more comprehensive EU response to the Syria crisis in Lebanon by enabling complementarity and strengthening the operational links between the humanitarian assistance, development cooperation and conflict prevention, taking the humanitarian and aid effectiveness principles into account.

⁶ Commission Communication the EU Approach to Resilience: Learning from Food Security Crises (2012), Conclusions on EU approach to resilience (2013), The Action Plan for Resilience in Crisis Prone Countries 2013-2020, Conclusions on EU's Comprehensive Approach (2014), Implementation plan of the Consensus on Humanitarian Aid (2015), Global Strategy for European Union's Foreign and Security Policy (2016), Conclusions on the World Humanitarian Summit (2016), Conclusions on EU approach to forced displacement and development (2016), European Consensus on Development (2017), EU Council Conclusions on Operationalising the humanitarian-development nexus (2017), Joint Communication to the European Parliament and the Council "A Strategic Approach to Resilience in the EU's external action" (2017), Joint Staff Working Document "EU resilience policy framework for cooperation with partner countries and evaluation of related implementation actions" (2017).

⁷ VaSyr Executive Brief 2018 <https://data2.unhcr.org/en/documents/details/67983>

⁸ VaSyr Executive Brief 2018 <https://data2.unhcr.org/en/documents/details/67983>

⁹ Protection Sector 2019 LCRP Update <https://reliefweb.int/report/lebanon/lebanon-crisis-response-plan-2017-2020-2019-update>

¹⁰ VaSyr Executive Brief 2018 <https://data2.unhcr.org/en/documents/details/67983>

¹¹ As in previous years, for nearly every indicator of vulnerability, female-headed households fared worse than their male counterparts and more often and had higher poverty levels Gender Gap Report 2018, World Economic Forum, and Vulnerability Assessment of Syrian Refugees in Lebanon, UNHCR 2018.

February 2017, the General Security put in place a waiver of the residency permit renewal fees, but only for certain categories of refugees, thus limiting the benefits of the new policy to part of the refugee caseload. While this is definitely a positive development, more needs to be done so to assure that legal protection is guaranteed to all refugees. In September 2017, the requirement for Syrian parents to have legal residency in order to register the birth of their children was lifted. Additionally, only one spouse, instead of two, is now required to have legal stay to register a marriage. In February and March 2018, decisions were adopted to facilitate the Personal Status Department's (PSD) birth registration of children above one year, who had been born to Syrian parents between 1 January 2011 and 8 February 2018.¹²

2.2.2 Sector context: policies and challenges

The nature, gravity and scale of violence against women and children has grown exponentially following the Syrian crisis affecting mainly displaced communities, as well as children and women in the most vulnerable Lebanese communities. Due to the protracted displacement and dire economic situation an increasing number of families are resorting to negative coping mechanisms, such as child labour and child marriage. Lebanon witnessed an increase of child labour, with 6,7 % of Syrian children aged 5-17 years involved in child labour and 6% of Lebanese children, a number that tripled between 2009 and 2016¹³. The prevalence of child marriage among Syrian women has grown to 31.6% in 2016 compared to only 17.7% average in Syria before the conflict¹⁴ and it is over 47 percent in some particularly vulnerable areas¹⁵ of the Beeka region. The same patterns were observed amongst the most disadvantaged Lebanese with four percent of Lebanese women between the ages of 15-19 currently married, compared to 2.6 percent in 2009.¹⁶ While no national data exists on the situation of trafficking of children and women, increasingly reported through the media, the trafficking of Syrian women and girls for sexual exploitation is on the rise. The prolonged exposure to war, stress and uncertainty, means that many children are in a state of 'toxic stress'. This has immediate and hugely detrimental effects on children, including increases in bedwetting, self-harm, suicide attempts and aggressive or withdrawn behaviour.¹⁷

The prevalence of children living or working in the streets poses a persistent challenge that straddles larger socioeconomic and political issues in Lebanon. The recent influx of refugees from Syria has certainly exacerbated this problem, but it is by no means the core cause or consequence of children living or working on the streets. In 2015, a study carried out by UNICEF and other partners identified a total of 1,510 children living or working on the streets, predominately working in Lebanon's urban centres, a majority of them in Greater Beirut and Tripoli.¹⁸

Socio-economic vulnerabilities are likely to increase the use of violence against children within the family, which represents the most widespread form of violence experienced by children in Lebanon¹⁹. Reports revealed the severe impact of domestic violence against children, especially of the early

¹² Lebanon UNHCR Key Advocacy Points and Messages February 2019

¹³ <https://data2.unhcr.org/en/documents/download/67049>

¹⁴ UNICEF (2016) Baseline Survey; MICS Syria (2006).

¹⁵ Protection Sector 2019 LCRP Update <https://reliefweb.int/report/lebanon/lebanon-crisis-response-plan-2017-2020-2019-update>

¹⁶ Protection Sector 2019 LCRP Update <https://reliefweb.int/report/lebanon/lebanon-crisis-response-plan-2017-2020-2019-update>

¹⁷ "The impact of six years of war on the mental health of Syria's children". URL:

<https://lebanon.savethechildren.net/sites/lebanon.savethechildren.net/files/library/Invisible%20Wounds%20March%202017.pdf>

¹⁸ Intricate webs of economic, social, cultural, psychological and institutional factors, which are both current and long-standing, constitute the root causes. Four main driving factors that cause children to live or work on the streets of Lebanon: social exclusion, vulnerability of households, the influx of Syrian refugees into Lebanon, as well as organized crime and exploitation of children. URL: https://www.unicef.org/lebanon/Final_Study_SBC_En.pdf

¹⁹ A total of 77 percent of Palestine Refugees from Syria, 65 percent of displaced Syrian and 57 percent of Lebanese children aged 1-14 years have been subjected to at least one form of psychological or physical punishment by household members. Protection Sector 2019 LCRP Update <https://reliefweb.int/report/lebanon/lebanon-crisis-response-plan-2017-2020-2019-update>

childhood age group (0-5 years)²⁰. Boys and girls with disabilities are also at a higher risk of violence, abuse, exploitation, neglect and exclusion, both within the home and in the wider community²¹. Lebanon has a high incidence of detention of minors, which is brought about by an absence of legal provision for diversion and alternative methods of detention.²²

Rates of institutionalisation in Lebanon are amongst the highest in the world with at least 24,000 children separated from their parents, spending the bulk of their childhood in residential care²³. Children are unjustifiably placed in residential care, in particular children with disability²⁴. It is an acceptable phenomenon for caregivers and in many cases professionals to address widespread poverty among vulnerable communities and a means through which to access education, health services and other basic services.

A large proportion of children (reaching 79% in case of Syrian children in Lebanon) remain without having completed the birth registration process.²⁵ Children and women in the most vulnerable situation in relation to birth-certificate include, *inter alia*, children with non-national fathers, refugees, asylum-seeker, children of migrant workers, Lebanese from traditionally stateless communities such as Doms and Bedouins²⁶. The lack of birth certificate jeopardizes children's right to an identity under international law and create heightened risks of statelessness. Stateless children will have serious limitations with regard to exercising their rights to legal identity, access to justice, higher education degrees, freedom of movement, access to health care, and ability to work in the formal labour market. In addition, lack of registration could restrict children's access to services now and in the future, and also reduce the chances of those who are displaced to access durable solutions²⁷.

Legal frameworks, policies and strategies for Child Protection/GVB in Lebanon

In Lebanon, there are several key national laws, strategies and policies that govern and guide child protection work such as Law 422/2002 for the Protection of Juveniles in Conflict with the Law and/or at risk which seeks to respect and protect the rights of the child, acknowledges that children need special assistance and makes their best interests a central concern. In line with this Law, the Standard Operating Procedures for the Protection of Juveniles in Lebanon are a methodology and set of procedures for all professionals working on child protection and unifies the processes and tools used to manage child protection cases.

A first MoSA National Plan to Safeguard Children and Women in Lebanon (2014 -17) was put in place in response to the Syrian crisis in order to improve the quality of life and mitigate the protection risks of vulnerable women and children in Lebanon. The 2014-2017 Plan was redacted in compliance with Law 422/2002 and in partnership with the EU and UNICEF. It was accompanied by Standard Operating Procedures (SOPs) for case management of child protection cases and SGBV.

Currently, MoSA is finalizing the update of the "National Strategic Plan for the Protection of Women and Children in Lebanon 2018-2021" which focuses on strengthening MoSA's organisation, management and administration, in order to put in place an effective child protection system, which

²⁰ UNICEF (2016) Baseline Survey

²¹ Protection Sector 2019 LCRP Update <https://reliefweb.int/report/lebanon/lebanon-crisis-response-plan-2017-2020-2019-update>

²² Lebanese Penal Code Law 422/2002

²³ Scoping study and recommendations for next steps on alternative care Lebanon <https://bettercarenetwork.org/sites/default/files/Lebanon%20Alternative%20Care%20Scoping%20Study%20-%20FINAL%20%28002%29.pdf>

²⁴ Also the UN Committee on the Rights of the Child CO (June 2017) was concerned about the high rate of institutionalization of children with disabilities, inadequate care in residential care institutions and abuse and violence by service providers, including sexual abuse (page 9).

²⁵ VaSyr Executive Brief 2018 <https://data2.unhcr.org/en/documents/details/67983>

²⁶ (UN Human Rights Committee CO, May 2018, and the Committee on the Rights of the Child CO, June 2017)

²⁷ Protection Sector 2019 LCRP Update <https://reliefweb.int/report/lebanon/lebanon-crisis-response-plan-2017-2020-2019-update>

can improve the quality, sustainability and availability of care services needed to enhance the protection of children and women in the country, in line with Lebanon's national policy goals and international commitments, as well as to establish referral mechanisms across different ministries. The revised Plan is expected to be delivered in Spring 2019.

Furthermore²⁸, the National Action Plan for the Elimination of the Worst Forms of Child Labour in Lebanon was launched by the President in November 2013²⁹, under the leadership of the Ministry of Labour (MoL), and aims at withdrawing as many children as possible from the streets. Street work by children is specified as one of the most hazardous forms of child labour under Lebanon's Decree no. 89871.

In 2014, following a campaign by women's and feminist organisations, the parliament passed Law 293 on the Protection of Women and Family Members Against Domestic Violence. While the initial draft specifically called for the protection of women from domestic violence, it was amended to become a bill for the protection of all members of the family. Nevertheless, the law details the response mechanism to be activated once domestic violence occurs and the victim files an official complaint³⁰.

Another achievement was the amendment of circular 58 by the Ministry of Public Health in 2015³¹ : the original circular issued in 2012 and required hospital personnel to directly report cases of abuse to the Lebanese police (ISF) when a patient is discovered to have been physically assaulted³². With the amendment doctors and health professionals have to maintain confidentiality in cases of rape or sexual assault and must discuss with the victims the option of reporting to legal authorities (MOPH, 2015).

In December 2016,³³ the Lebanese parliament's Administration and Justice Committee agreed to abolish Article 522 of the Penal Code, which allowed rapists to evade prosecution if they marry their victims. This was finally abolished in August 2017, but the UN Human Rights Committee is still concerned about the fact that the punishment can be still exempted if the victim is under-age and marriage agreed between the perpetrator and parents of the victim.³⁴

Despite the above-mentioned significant legislative and institutional progress in ensuring women and child protection, adequate measures are still missing to ensure full compliance of the national legislation and policies in line with international standards given the limited implementation capacity of the government, public institutions and civil society actors. There is a lack of timely and adequate equitable preventive and response measures for children and women at risk or victims/survivors of violence. Protective factors and services available are not sufficient to address these violations, mainly due to under investment in governance including accountability among relevant ministries and reliable information management system (data collection, analysis, sharing), as well as policy reforms and the limited of institutional capacities and quality services. In addition, there is also the absence of implementation decrees of the law defining roles and responsibilities between mandated ministries and agencies, and a standardised approach in dealing with child protection and SGBV at central and decentralized level.

²⁸The National Action Plan on Human Rights 2014-2019 and the National Strategy for Women in Lebanon 2011-2021 emphasize rights of those in the most vulnerable situation such as persons with disabilities, migrants and refugees, children etc. They also emphasize as a priority special needs and protection of women and girls.

²⁹ The National Action Plan is under the leadership of the Ministry of Labour (MoL), and aims at withdrawing as many children as possible from the streets. Street work by children, is specified as one of the most hazardous forms of child labour under Lebanon's Decree no. 89871.

³⁰ Gender Analysis in Lebanon" Situation Analysis Report Elena Ferreras Carreras (Team Leader) November 2017

³¹ As per the Lebanese Code of Medical Ethics, physicians are mandated to report witnessed or suspected abuse.

³² Review of Gender Based Violence, UNFPA, 2012. www.unfpa.org.lb/Documents/4-Review-of-GBV-Research-in-Lebanon.aspx

³³ Another progress in 2018 has been the establishment of ISF hotline to report on domestic violence

³⁴ The law still allows under-age victims of rape to be pressured into marrying the perpetrator. UN Human Rights Committee recommendation : Amend articles 505 and 518 of the Criminal Code to ensure that perpetrators of rape incur criminal responsibility without exception and regardless of the age of the victim (the Human Rights Committee CO, May 2018, page 4).

Discriminative legislation on customary and personal status leaves women in a lower position regarding family matters and allows early marriages. Personal status laws do not exist, but different religious laws and courts are regulating matters related to family, marriage, divorce, inheritance and custody of children as well as the minimum age of marriage (between 9-16 for girls). Religious family laws and courts and gender-based discrimination are overlapping, leaving women in more vulnerable situation in cases of sexual and GBV, domestic violence and other abuses³⁵. Furthermore, dominant social norms support male dominance, gender inequality and impunity, condoning violence against women and children. As such women and girls are at greater risk of domestic violence and social stigma and shame constitute barriers to access the scarce services available in Lebanon to survivors.

According The UN Human Rights Committee, the Domestic laws protecting from GBV are still not sufficient and all cases are not properly/adequately investigated, although there have been positive developments. Lebanon has been recommended to adopt more measures to fight against violence against women, including so called violence in the name of family honour. UN Human Rights Committee has been also concerned about the restrictive definition of domestic violence in the legislation. Marital rape is not punished; about 65% of violence against women is committed by close family members and 70% inside the household.³⁶

2.3 Lessons learnt

It is recognised that isolated actions are not sustainable if protection approaches are not situated firmly within the child/GVB protection framework of a country. It is therefore necessary to engage and support all actors and services involved in local and national protection systems. Keeping children as close as possible to their community of origin should be a priority, along with keeping siblings together. It is well recognised that placing children in institutions has a long-term impact on their health, development and emotional well-being, starting from a very early age..³⁷

In December 2017, UNICEF funded and Maestral undertook the assessment of the National Plan to Safeguard Children and Women in Lebanon 2014-2017. The study acknowledges the relevance of the National Plan as a rapid response to the influx of Syrian refugees in Lebanon, contributing to stabilizing and abating the humanitarian crisis, while strengthening the capacity of MoSA to oversee a system of protection for children and women and to establish a case management approach in SDCs³⁸. In parallel, always in December 2017, UNICEF and Maestral produced a capacity assessment of

35 Report of the UN Special Rapporteur on FoRB, Human Rights Watch

36 UN Human Rights Committee's Concluding Observations (incl. recommendations for Lebanon for further action) from May 2018 (particularly pages 3-4 on gender equality and gender-based violence) and the UN Committee on Rights of the Child Concluding Observations from June 2017. Links to the

reports: https://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CCPR/C/LBN/CO/3&Lang=En https://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CRC/C/LBN/CO/4-5&Lang=En

37 It has a negative impact on brain development for children under three Towards the rights care for children: <https://ec.europa.eu/europeaid/sites/devco/files/rightcareforchildren-sos-ec-jan2017.pdf>

38 Some of the main recommendations made in assessment are the following: (i) to continue raising awareness especially addressing harmful cultural norms and practices (i.e. child marriage) and deeply rooted inequality between men and women; (ii) to increase the focus on monitoring outcomes of people assisted in addition to reporting numbers of people reached; (iii) to put in place a continuum of care to address material needs as well as psychological needs; (iv) to increasingly promote the integration of and support for people with disabilities emphasis; (v) SDCs to become a "one-stop shop" for information, services or referral for services with standardized procedures and data collection; (vi) to continue building the capacity of MoSA in term of need assessing, planning, budgeting, administering and overseeing response implementation and quality, coordinating and contracting civil society organisations; (vii) legal framework for child protection gender-based violence and people with disabilities need to be strengthened as well as the legal mandate for MoSA in those areas (i.e. MoSA to be more fully involved in cases of CP and GBV including with other ministries, such as assessment and investigation of cases of CP prior to appearance in court system for adjudication as well as after a court referral to a out-of-home care, MoSA has to receive information to follow the case); (viii) to improve the inter-ministerial coordination and collaboration between MoSA and other ministries involved in CP and GBV, such as MEHE, MoJ, MoIM, MoPH, MoL, OMAW; (ix) reprioritization of SDCs selected to implement the National Plan (57/200) in order to ensure equity of service access across the country.

MoSA. The assessment found that the structures of MoSA, the staff available require strengthening, so that the Ministry can meet its mandate more effectively and efficiently. The recommendations of both UNICEF/Maestral exercises have been used by MoSA to produce the revised "National Strategic Plan for the Protection of Women and Children in Lebanon 2018-2021"

On operations level, the cooperation is grounded on the long standing partnership that the EU and UNICEF have established in responding to the Syrian crisis since 2012 – ENI Special measures and the EUTF.

Under the EUTF, an external Results-Oriented Monitoring (ROM) visits, conducted through external experts 2017 and 2018 came out with some important recommendations which will be addressed by the programmatic framework within this new phase of funding, in order to ensure effectiveness and impact of aid³⁹,

Under the ENI Special Measures two evaluations- were conducted in 2015 and 2018. In the area of protection the main recommendations included: 1) to enhance partners' cooperation at SDCs level 2) to encourage inter-ministerial coordination at both local and national level 3) to promote a sustainable protective environment though tackling causes of protection risks and violations, e.g. livelihood opportunities for families and the minimisation of negative coping strategies such as child labour and child marriage 4) the creation for MoSA of a Child Protection and SGVB monitoring system with the objective to create a national child protection and SGBV monitoring system and management information system.

In addition, the Situation Analysis Report conducted in November 2017 in Lebanon provides a gender analysis including the prevention and protection of women & girls from all forms of gender-based violence. The report recommends the promotion of a sustainable and efficient coordination of actors and the establishment of a strong and reliable referral system as well as the establishment of a National Gender Observatory for better coordination and collection of best practices, resources and lessons learned. The creation of the gender observatory is financed by EUTF in the project implemented by the Euromed Feminist Initiative.

The activities proposed in the current Action duly take in account the lesson learned from previous support and are closely coordinate with other EUTF financed initiatives in the sector. At the same time, intent on further strengthening our systemic support to the child and women protection services with a particular focus on future sustainability, this Action will introduce a Third Party Monitor for all the EUTF financed activities in the child protection and SGVB sectors. This support will complement data obtained through the External Monitoring and Evaluation mechanism for the EUTF in Response to the Syrian Crisis.

2.4 Complementary actions

The EU through ENI Special Measures and EUTF has consistently funded the protection sector by supporting MoSA and its National Plan for Safeguarding Children and Women in Lebanon as well as the service provisions at SDCs level. With more than 53 M EUR invested since 2012 the EU is undoubtedly a leading donor in this sector.

³⁹ Recommendations included: 1) redesign project components to serve underserved at risk girls, boys and women identified by NGOs during outreach activities; 2) ensure that future programming recognizes the need to design programmes serving children at risk of early marriage or who have already been married, children living with disabilities and children working; 3) consider paying particular attention to support children with special needs and developing accessibility to children with disabilities at school 4) to replicate the positive cooperation with municipalities and local authorities in CP and GBV issues especially in a logic of long-term sustainability

Currently, the EUTF is supporting the National Plan through the partnerships with UNICEF and with Expertise France (EF),⁴⁰ with a focus on enhancing capacities of MoSA as well as on developing a continuum of standardised services related to Child Protection and Sexual and Gender-Based Violence (SGBV), through MoSA-run Social Development Centres (SDCs) in 70 localities (60 with UNICEF and 10 with EF) and a network of Lebanese and international civil society organizations and community-based organisations. Complementarity and synergies with the QUDRA project are and will continue to be ensured through regular and constant coordination meetings taking place both at Steering Committee level as well as working/operational level. More in particular, the gender-responsive rights-based approach monitoring included under the specific objective 3 of this Action Document will contribute to harmonize the 2 projects by providing MoSA with the necessary data to be used for establishing the model to be adopted in the long-term. On the basis of the results produced by such information monitoring platform, UNICEF and QUDRA projects could be called to adapt their model/approach.

These operations have been complemented by the EU-Lebanon bilateral cooperation on juvenile justice reform, which aims at guaranteeing that children in contact with the law have access to strengthened child-friendly justice system according to international human rights standards and good practices. Complementarity will also be ensured with ongoing EIDHR financed project on ‘Healing, Nonviolent Empowerment and Preventing Extremism for Children impacted by armed conflict in Lebanon and Jordan through a comprehensive, innovative, sustainable psychosocial approach’.

In 2017, Lebanon was recipient of Umbrella Funds for its positive performance. Part of this funding is used to support the GoL's efforts in gender equality and women's rights, including the implementation of the National Strategy for Gender Equality (2017-2020) in areas such as combating violence against women and women's economic empowerment and support to civil society.

For future support, as proposed by this Action Document, the EUTF will continue working in close coordination and synergy with MoSA, ensuring complementarities with financial support currently provided by the EU to the national Government, through bilateral cooperation and/or through humanitarian assistance provided to Syrian refugees, as well as by other donors investing in child protection and SGBV. As previously indicated, the current Action will work in a synergy and complementarity with the protection activities implemented by the regional project QUDRA in Lebanon.

Beyond actions mentioned-above, this AD will be complementary to the following other EUTF-supported Actions:

- **Euromed Feminist Initiative** (EFI, September 2018 - September 2020) and World Vision Programmes
- The activities under the AD “**EUTF support to social assistance to vulnerable refugees and host communities affected by the Syrian crisis in Lebanon**”, in partnership with MoSA, from June 2018 to December 2020.
- The activities under the AD ‘**Lebanon Health Programme for Syrian refugees and vulnerable Lebanese population**’ in partnership with MOPH since December 2016.
- The activities under the AD “**EU Regional Trust Fund’s support to public education in Lebanon in the context of the EU response to the Syria crisis**”, in partnership with MEHE, covering from mid-2018 to mid-2021.

⁴⁰ Through UNICEF and EF, cascade grant have been allocated to Lebanese and International Civil Society Organisations. Both projects will end in the first part of 2019.

- The "**Back to the Future**" Project in Lebanon and Jordan, which is implemented by a three-INGO Consortium (AVSI, Terre des Homme Italy, WarChildHollad), from December 2016 to June 2019.
- The second phase of the '**Regional Development and Protection Programme (RDPP) in the Middle East**' covering the period 2018-2021

The EU will continue its advocacy dialogue together with like-minded donors and civil society actors, in order to allow for a multi-sectorial, coherent, quality and consistent response addressing the existing protection barriers for women and children.

2.5 Donor co-ordination

The EU Delegation to Lebanon is and will continue to advocate for the establishment of a regular coordination group in relation to the National Plan for Safeguarding Children and Women in Lebanon (MoSA, international organisations, donors and civil society representatives), in order to continue its policy dialogue and its support to structural improvements in the protection sector mainly related to governance, resource management, accountability including information management system, transparency, cost-efficiency and aid effectiveness.

Enhanced cooperation should be ensured with the other main donors supporting the MoSA in child protection, such as Italy, UK, Canada and USA. Of particular relevance, it is the work initiated by Italy to establish an Information Management System at the Social Development Centres connected with MoSA central level as well as the assessment for the reorganization of MoSA SDCs (including staff and geo-localisation) to make them more sustainable, efficient and cost-effective (today more than 2 M USD are spent for the rent and SDCs maintenance).

At the moment an informal coordination mechanism has been created at operational level with EU/MOSA/ Italy/UNHCR and EU financed projects in the child Protection and SGVB area. The main aim is to enhance the synergies, complementarity and coordination while avoiding all possible overlapping. This Action proposes the formalization of this coordination through the establishment of a Steering Committee composed by MoSA, EU financed implementing partners and Italy given the relevance of the common work undertaken. This Steering Committee could be enlarged to other potential partners/organization depending on the nature of topics to be discussed. Coordination and synergies with the QUDRA project and especially the protection component implemented by Expertise France will be ensured through regular coordination meetings of the Steering Committee as well as informal coordination. While a closer operational coordination is needed this does not replace the need of a National Steering Committee under the lead of MoSA with the aim to set strategic directions for the protection sector, prioritize protection interventions and steer the allocation resources within the sector for which the EU will continue to advocate as indicated above.

At the same time, being the main donor of the National Plan, the EU Delegation will continue playing its leadership role within the donors, supporting protection, shaping key advocacy messages by looking at: (i) increased monitoring of data available (disaggregated by gender, nationality and region); (ii) improved planning, financing and measuring the effectiveness and the impact of the National Plan to safeguard Children and Women in Lebanon, and; (iii) addressing the root causes of the child protection cases, often related to limited livelihood opportunities for caregivers, lack of equity in accessing basic services, in order to define a stronger protection sector able to ensure linkages with other sectors such as education, livelihood, social assistance and health.

EU's advocacy will be drawn from policy dialogue, evidence-based analysis provided from field visits, exchanges with beneficiaries and recommendations made by relevant education stakeholders including academia and civil society organisations.

Coordination and synergies between UNHCR, UNICEF and other UN-Agencies supporting refugee protection as well as gender-based violence interventions, i.e. UN Women, and UNFPA will be ensured through the Protection and Gender Working Groups and through other informal mechanisms operating in Lebanon.

3. DETAILED DESCRIPTION

3.1. Objectives/Expected Results⁴¹

The **Overall Objective** of the programme is to contribute to the improvement of the lives of children and victims of sexual and Gender-based Violence living in Lebanon through the continuation of preventative and remedial protection activities under the National Plan to Safeguard Children and Women in Lebanon in 2019-2020, while, at the same time reinforcing and making more sustainable the existing protection system.

The **Specific Objectives** are:

- The **specific objective 1** is to contribute to the strengthening of MoSA's capacities to prevent and respond to violence, exploitation and abuse of children, women and girls in Lebanon, with a special focus on those in the most vulnerable/marginalised situations, while contributing to the strengthening of the enforcement of the legal and regulatory framework.
- The **specific objective 2** is to contribute enhancing the quality, accessibility and sustainability of protection services SDCs and protection civil society actors provide in Lebanon while promoting social awareness.
- The **specific objective 3** is to contribute to the establishment of an appropriate gender-responsive rights-based monitoring mechanism of the Child Protection/SGVBsector. The main aim of this component will be to elaborate a MOSA National Information Management System while reinforcing the existing cooperation with local academia, in line with the recommendations of previously conducted evaluations as well as with the National Strategic Plan National Strategic Plan of the Ministry of Social Affairs for the protection of women and children in Lebanon 2018-2021

For the **Specific Objectives 1 and 2** the Implementing Partner of this Action will be UNICEF. In continuity with the long-standing cooperation between the EU and UNICEF in relation to the response to the Syrian crisis, UNICEF has already been working in close cooperation with the Delegation of the European Union in Lebanon to provide education, health, water and protection services from harm to hundreds of thousands of Syrian refugee children, youth and vulnerable Lebanese children. From the child protection and GBV, UNICEF has been operational in support of MoSA and in coordination with EUTF-supported Action implemented by Expertise France Moreover, it is part of the UNICEF mandate to support countries that ratified and are implementing the Convention on the Rights of Childs and its Optional Protocols.

For the **Specific Objective 3** the implementing partner will be selected through procurement for service. Coordination and cooperation with the local academia already working with MoSA would have to be ensured in order to contribute to the creation of a MoSA Information Management System. This component will be key to orientate the future EU interventions in the sector, while at the same time, contributing to strengthen the system under development. Lebanon is lacking data in Child

⁴¹ The overall objective and specific objectives should correspond with those given in the Logframe in Annex 1

Protection and SGVB and there is a huge need of gathering independent, reliable figures and statistics. In their absence all efforts in order to reform the sector by making it more resilient, efficient and performing could be vain. As already indicated in the recommendations of the ENI Special Measures evaluation, it is strongly recommended the creation of a Child Protection and SGVB monitoring system with the objective to create a national child protection and SGVB monitoring system and management information system. This is in line with the National Strategic Plan 2018-2021 that indicated that ‘ this Strategic Plan includes measures to monitor and evaluate the programs, policies and services it supports, with a key focus on the impact of these on the target groups ’⁴² as well as with the current digitalization exercise MoSA is going through. Moreover, from the constant policy dialogue with MoSA it has emerged a clear request of support for the creation of an Information Management Platform on CP/SGBV which will have to analyse MoSA policy, services as well as cost efficiency at SDC-level and ensuring coordination and alignment of actions. The hardware component of this platform is already financed by DFID, while the software part (i.e. expertise, training of MoSA staff) will be ensured by this Action. The outcome of the platform should allow MoSA to readjust the SDC-model(s) (i.e. number of centres, services covered, focus of beneficiaries, etc.) ensuring the strengthening of the system, its sustainability and national ownership.

This component is completely in line with the EUTF mandate and the **humanitarian-development nexus** by creating a structure that will continue to operate after the end of the project, allowing the regular and constant collection of data needed for the implementation of the National Strategic Plan of MoSA. Activities will complement the ones performed under the existing EUTF M&E TA, which has not the necessary resources to develop an Information Management System.

Other Results are:

An indicative logframe reflecting all of the above is included in Annex 1.

Under the **Specific Objective 1**, the expected results are:

- A number of enforcement decrees will be issued, enabling stronger law enforcement and protection of children and women⁴³.
- A roadmap for comprehensive legislative reform process is developed and endorsed by concerned Ministries.
- Internal child protection referral system is finalized within the Ministry, coordination and cooperation between the various administrative levels and quality of services within the ministry enhanced through Ministerial decisions;
- MoUs and inter-ministerial system on child protection and GBV is finalized and activated between MoSA/MEHE; MoSA/MoJ; MoSA/MoPH;
- Capacities of the MoSA are strengthened in the selection and recruitment of specialized and appropriate personnel, in administrative and data capacity for child protection and gender-based violence;
- Continued advocacy and technical assistance to MoSA to move towards optimal financial allocation including strengthened budget planning and financial management;
- Regular internal and external coordination meetings/discussions held with all actors concerned with the Strategic Plan/ Child Protection/GBV and evidence of strengthened managerial, monitoring and coordination internally within MoSA and with external actors including a reinforced cooperation at municipal level.

⁴² National Strategic Plan of the Ministry of Social Affairs for the protection of women and children in Lebanon 2018-2021 page 15

⁴³ In line with the UN recommendations from the Treaty Body Reports as described previously

Under the **Specific Objective 2**, the expected results are:

- Improved quality and accessibility of services for those in need of assistance, these services include: individual case management; specialized services (psychosocial support for children victim of violence; safe spaces for women and girls); intensive social services; family support ;
- Increase number of SDCs operating in the ‘self-implemented ‘model, increasing from the current number of 20 to 30 while continuing to support the provision of protection services in an around at least 30 SDCs (through civil society organizations);
- Better integration of child protection and gender-based violence services at local level with other basic social services (education, social protection, vocational skills trainings/livelihood opportunities) ;
- Standards developed for child protection and gender-based violence services provided within MoSA and for service providers contracted by MoSA. In the area of child protection, standards are expected to include those related to alternative care and promotion of family-based care;
- Advancement of the alternative care reform, including support to piloting family-based care options in lieu of institutional care of children in selected geographical areas ;
- Rationalised and more efficient MoSA SDC network according to the distribution of population and related needs. Support for SDCs to become a “one-stop shop” for information, services or referral for services with standardized procedures and data collection ;
- Strengthened MoSA’s capacities to procure service providers at the local level and to monitor the quality services delivered and patients’ satisfaction, through data collection, management and sharing
- Dialogues and interventions encouraging a of shift of negative behaviours around child marriage, child labour and/or violence against children and women in the home are initiated in at least 100 vulnerable communities through engagement of children, caregivers and community members ;
- Edutainment tools are utilized at local and national levels by government and partners, including media agencies and academia to ensure coordinated approaches to social and behaviour change processes at all levels.

All lessons learned, recommendations and conclusions reached through previous studies/assessments and evaluations will be integrated in the activities and implementation strategy, with a particular focus on the outcome measurement, on disability as well as on the implementation of the equity approach.

Under **Specific Objective 3**, the expected results are:

- Contribution to the creation of a MoSA Child Protection and SGVB Information Management system and reinforcement of the existing cooperation with local academia;
- Establishment of reliable, independent data and statistics in child protection and SGVB which will be used for the needed reforms in the sector as well as better orientate the possible future EU interventions by gathering evidence, improving disaggregated data collection, analysis and management linking up with existing platforms or networks.

3.2. Activities

The envisaged activities are:

The activities suggested under the indirect management approach are, *inter alia*:

Under the **Specific Objective 1**:

Enabling environment:

- Review relevant child protection and sexual gender-based violence laws and propose amendments to these laws (ensuring their consistency with international standards);
- Draft regulatory decrees and joint resolutions for application and enforcement of provisions in current legislation ;
- Finalize, disseminate and help operationalize the National Inter-Ministerial Strategy on Child Marriage, led by the Higher Council for Childhood (HCC) and develop other policies and tools for strengthening the child protection system, including around family-based care to limit institutional care of children ;
- Strengthening budget planning — and financial management by aligning budgets with programmes and services for child protection and gender-based violence. Related to this budget analysis exercise is the review of current CSO contracting arrangements, including in relation to CSOs providing overnight care for children ;
- Strengthen coordination and oversight capacity in relation to Child Protection and GBV both internally(within the Ministry) as well as externally including the reinforcement of cooperation at municipal level ;
- Support MoSA in taking steps towards establishment of a platform for policy coordination and multi-disciplinary approaches in addressing child protection and GVB issues involving all relevant line Ministries, including the finalization of an efficient referral system.

Quality protection service delivery

- Strengthening human resources: Ensure minimum number of specialized personnel with protection capacity within the Ministry, deployed at national, regional and local (SDC) level in a long term sustainability perspective including the commitment of MoSA to retain the specialized personnel. Support will also be provided for standardizing curriculum and conduct trainings, adopt the national training curriculum for GBV case management; and conduct specialized trainings. Capacity building for GBV and non GBV actors will also be supported ;
- Strengthening administrative and data capacity for child protection⁴⁴ and GVB: Continue supporting MoSA in leading the roll-out of the Child Protection Information Management system (CPIMS) in collaboration with other partners and support to the use of the GBVIMS system. Provision of ICT equipment and means of communication for social workers/case workers could be included at (selected) SDCs in a sustainable and long-term reinforcement perspective.

Under the Specific Objective 2 :

- Partnership between MoSA UNICEF and non-governmental organizations for provision of child protection services in an around at least 30 SDCs (other than the 30 self-implementing SDCs mentioned above). Support includes case management and specialized services; PSS and safe spaces; and assistance to the Ministry to coordinate such different services. in an increasingly integrated way;
- Technical and financial support to strengthen the SDCs in line with the overall MoSA reform and support the ‘self-implementation’ of child protection and sexual and Gender-based violence interventions in a total of 30 SDCs;
- Ensuring the quality of services for protection by establishing standards and guidelines for child protection and GBV services (based on the GBV SOP) contracted by the Ministry. In the area of

⁴⁴ Considering the challenging situation with disaggregated data available in Lebanon, all data developed should aim at improving collection of disaggregated data in order to track inequalities and inclusion of those people/groups in particularly vulnerable situations that are at greater risk of being left behind.

child protection, standards are expected to include those related to alternative care and promotion of family-based care;

- Advance the alternative care reform, including support to piloting family-based care options in lieu of institutional care of children in selected geographical areas, in line with the National Strategic Plan of the MoSA as well as studies and assessments conducted⁴⁵;
- Roll-out MoSA's Social Awareness Plan and related trainings, through the capacity building of at least 150 government staff (MoSA, MEHE, MOPH etc) including SDC staff, partners and community groups/members on the framework of the Plan and its activities;
- Support implementation of social awareness activities and initiatives at the community level, tackling Child labour, Child marriage, corporal punishment, and Violence against Women and Children in the household⁴⁶;
- Production of national level edutainment materials to support social awareness initiatives such as soap operas, TV and radio shows, comic books, parenting toolbox and other EIC materials and props for social mobilization while increasing the awareness for the services offered at SDCs level;
- Evidence generation on behavioural change to track change in relation to the drivers of Child Marriage, Child Labour and Violence against Children and Women in the home through a quantitative study to set a baseline against which progress and change will be measured.

The main activities proposed under the **direct management** approach are, *inter alia*:

- Preparing the creation of a MoSA Child Protection and SGVB Information System which will have to analyse MoSA policy, services as well as cost efficiency at SDC-level and ensuring coordination and alignment of actions;
- Building the capacity of a MoSA monitoring system in line with Right Based Approach principles by enhancing the compliance with the human rights as laid down in the UN Treaties ratified by Lebanon.

All the activities that will be implemented under the 3 specific objectives aim to strengthen the existing protection system, by avoiding the creation of parallel structures. They have been selected according their sustainability in the long term and in close coordination and dialogue with MoSA, ensuring the national ownership of the Action.

3.3. Risks and assumptions

The main risks are:

- ✓ Political opposition to the presence of Syrian refugees in Lebanon.
- ✓ Lack of Government commitment to parallel assistance for Syrian refugees and Lebanese vulnerable populations.
- ✓ Insufficient involvement of concerned Government Ministries and Departments.
- ✓ Insufficient commitment to system strengthening and sustainable development approach
- ✓ Continued institutional fragmentation in the child protection/SGVB sector
- ✓ Mobilization of domestic resources

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

⁴⁵ Scoping study and recommendations for next steps on alternative care, Lebanon, Child Frontiers 2017

⁴⁶ Including the provision of comprehensive awareness-raising programmes on the negative consequences of child marriage on children, corporal punishment, child labor etc. targeting particularly parents, teachers, school principals and religious leaders.

- ✓ Stable security conditions and political stability.
- ✓ No further deterioration of the legal environment for refugees.
- ✓ Access decent work by Syrian refugees.
- ✓ Government commitment to support the EUTF programme concept, including a commitment to policy dialogue on necessary long-term reforms and support to the most vulnerable populations living in Lebanon.
- ✓ Commitment of all partners to coordinate activities/share relevant information in the sector.
- ✓ Political will to increase the domestic resources/ sustainability in the long term

Mitigating measures have been considered, including:

- ✓ Constant policy dialogue with MOSA at both political as well as technical level to support application of RBA working principles and build capacity of duty bearers to fulfil rights of rights holders in line with the international human rights framework and their international human rights commitments.
- ✓ Increased strategic and operational coordination among MOSA/implementing partners and other relevant donors/stakeholders
- ✓ Implementing partners will be requested to address identified risks to ensure their mitigation.
- ✓ The risk analysis should propose relevant mitigation actions for all risks identified.

3.4. Cross-cutting issues

A rights-based approach is ensured by prioritising the best interests of the child (as the rights-holder) and recognising the national authorities as the duty-bearer who should guarantee his/her psycho-physical well-being. The projects will generally work to strengthen local and national child protection systems, so that children's rights are fully protected and promoted, in line with the EU's 2017 Guidelines on the protection and promotion of the rights of the child, the UN Convention on the Rights of the Child (1989) and the 2009 UN's Guidelines for the alternative care of children. Action will be geared to building the capacity of state institutions to fulfil their responsibilities as regards the protection of vulnerable children.

Gender equality and girls' empowerment: particular attention will be paid to the needs of girls and boys who have been deprived of parental care, have suffered or are at risk of sexual or gender-based violence, and are exposed to physical and psychological violence in residential institutions or other forms of formal and informal care that have proved to be harmful.

'Leave no child behind' and addressing all forms of discrimination: the push factors leading to the separation of children from their families (tackling discrimination, poverty, lack of access to services, disability, natural disaster, armed conflict, etc.) will be analysed thoroughly to ensure that they are addressed through quality care intervention. Attention will be paid to the various forms of discrimination that lead to boys and girls from specific ethnic or minority backgrounds being put into alternative care (see above).

3.5. Stakeholders

The primary stakeholders of this proposed action are:

- *Population in general, including all groups, youth, women, men, boys and girls, people in vulnerable situations such as Syrian refugees, Lebanese vulnerable communities, persons with disabilities, stateless etc*
- *Relevant Ministries and authorities including MoSA, and its SDCs, MEHE, MoPH, MoJ, MoIM, MoL, OMWA, HCC*
- *EU Member States and other bilateral donors, IFIs, UN agencies*

- *Lebanese and international civil society organization mainly operating in child care and protection, in prevention, response and fight against SGBV as well as representing women and people in vulnerable/marginalised situations.*
- *Teachers, school principals and religious community leaders as important actors for early marriage*

3.6. Contribution to SDGs

This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG(s) 16 “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”, with its specific target 16.2 “End abuse, exploitation, trafficking and all forms of violence against and torture of children” and SDG 5 “Achieve gender equality and empower all women and girls”, with its specific targets 5.1 “End all forms of discrimination against all women and girls everywhere”, 5.2 “Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation”, 5.3 “Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation” while also contributing to SDG 4 “Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all”

These SDGs contain goals/targets that cut across the individual SDGs and aim for a mutual attainment of the goals. It is then expected that the national authorities to announce procedural or institutional changes to policy making and implementation in order to attain policy coherence (intersectoral approach).

Trends indicated that higher education for girls was associated with delayed marriage, fertility and childbirth. Studies indicated that investments in education for women resulted in attitudes and decision-making that was consistent with gender equality as well as with an increase in women’s income and an increase in the range of occupations for which they were employed. Early marriage and pregnancy limit not only women’s possibilities for education, while putting at risk their health, but also the inter-generational transmission of opportunity in the form of their children’s schooling and labor market outcomes. An increase in the share of household income contributed by women resulted in improvements in their children’s educational attainment.

3.7. Intervention Logic

The Action will focus on comprehensive and sustainable approach to child protection/SGVB and care, rather than isolated activities, hence looking at the following aspect: enhancing the legal and policy framework in relation to protection; developing individual and institutional capacities; improving and providing priority, quality and sustainable protection services; adequate and well trained human as well as financial resources. Situating child protection firmly within the national child protection system will have a greater impact and lead to sustainable change, encouraging ownership and accountability by the MoSA, and its SDCs beyond the implementation of the action itself, in coordination and collaboration with other relevant ministries and authorities, as well as civil society organisations. This Action should contribute in reinforcing MoSA, by supporting its long-term view and reform process, with the objective of going progressively towards the self-implemented activities increasing ownership and service specialization.

Partners involved in the implementation of the Action as well as the third party monitor that will be established under the cross-cutting component could involve partnership with research institutions with a view to: gathering evidence; sharing and enhancing knowledge; improving data collection and management and linking up with existing platforms or networks.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

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

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in section 3.2 will be carried out is 12 months. A possible extension of the implementation period may be decided by the Manager, and immediately communicated to the Operational Board.

4.3. Implementation components and modules

This Action will be implemented through 2 main components consisting of: an international widely recognized partner with the status and experience to ensure the provision of child protection and SGBV services to vulnerable children and women in Lebanon while reinforcing the protection system through the support and capacity building to MoSA and MoSA SDCs ; in addition a Third-Party Monitoring component aiming at monitoring the EUTF intervention in the sector with the aim to best orientate future possible EU intervention while reinforcing the existing system strengthening and cooperation with local academia.

A meaningful participation of all key stakeholders in planning of activities, outcomes and decision-making during the inception/implementation phase will be ensured along with expertise on Right-Based Approach and gender equality/ gender balance.

4.3.1. Component 1- Indirect management with UNICEF

A part of this action may be implemented in indirect management with UNICEF This implementation entails activities described under Specific Objective 1 and 2 consisting in providing quality, accessible and sustainable protection services for vulnerable children and women in Lebanon, while, at the same time strengthening the overall protection system at both organizational as well as legislative level.

The selection of UNICEF has been made on the basis of its eligibility and expertise in the child protection field, (which is UNICEF core area of expertise worldwide), their established presence in Lebanon and experience from collaboration with and access to relevant national authorities. The possibility to scale up existing operations by reinforcing the self-implementation model of services by MOSA SDCs together with the existing technical assistance and policy dialogue with MoSA is considered a major added value. UNICEF is uniquely placed to cover child protection and SGBVs services in 60 SDCs while working with MoSA to the finalization and implementation of the Strategic National Plan. No other actor, at the moment, could cover the existing needs in the sector by taking the place of UNICEF.

As such, the selection of UNICEF may be justified by their unique position as a lead agency in the sector, coupled with their ability to absorb considerable funds in a short period whilst maintaining the required accountability standards.

The Commission authorises that the costs incurred may be recognised as eligible as of 25 June 2019 in order to ensure continuity in the implementation of activities.

4.3.2. Component 2-Procurement for services (Direct management):

The Specific Objective 3 aiming to contribute to the establishment of a MOSA National Information Management System while reinforcing the existing cooperation with local academia will be implemented through procurement for services.

4.4. Indicative budget

Component	EU contribution (amount in EUR)
Component 1- Indirect management with UNICEF	12,000,000
Component 2 Procurement for services (Direct management):	500,000
Total	12,500,000

Costs for monitoring, evaluation, communication and visibility shall be included in the projects' budgets as included in each contract.

4.5. Performance monitoring and reporting

Monitoring shall be ensured primarily through EU Delegations in-country and in particular with the assistance of specific Trust Fund field and liaison officers posted within the EU Delegations. In addition, the EU Trust Fund has an independent Monitoring and Evaluation exercise to accompany all Fund programmes and ensure that targets are met and lessons learnt can be incorporated into other EUTF actions.

The purpose of the EUTF Syria Monitoring and Evaluation Framework is to assess, across various levels, the degree to which the Overall Objective of the Trust Fund has been achieved. Partners implementing this Action will comply with the ad hoc Monitoring and Evaluation Framework developed for the EUTF Syria as well as with the reporting requirements and tools being developed by the EU Trust Fund.

The implementing partner shall establish a permanent internal, technical and financial monitoring system for the Action and elaborate regular progress reports and final reports.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

The monitoring and evaluation exercises noted above will represent milestones in the implementation of the activities. These regular assessments will constitute a basis for a possible decision of suspension or revision of activities, should the conditions on the ground not allow for their proper implementation.

4.6. Evaluation and audit

Overall, evaluation of the EUTF is mandated by the Constitutive Agreement of the Fund (article 13): "The Trust Fund and the Actions financed by it will be subject to the evaluation rules applicable to EU external programmes, in order to ensure the respect of the principles of economy, efficiency and effectiveness." Detailed provisions for the Evaluation of EUTF-funded Actions are defined by the strategy for portfolio evaluations.

To support the fulfilment of the mandate of the EUTF reinforcing the EUTF capacity to bring a change in the cooperation area, the projects will carry out a number of evaluations.

Projects should carry out a final evaluation, and one external audit per year. A mid-term evaluation may also be considered. Whenever possible, evaluations will be jointly carried out by partners.

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements.

Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission.

4.7. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. Beneficiaries, host communities and administrations in Syria's neighbouring countries, the European public, EU Members States and other stakeholders of the Trust Fund need to be informed about the EU's efforts as the leading donor in the Syria crisis response. Insufficient visibility of the EU's actions weakens the EU's political traction in the region and its standing in Europe. Unsatisfactory recognition of knowledge of EU assistance also has a potential to negatively affect the EU's political efforts to resolve the Syria crisis and its future role in a post-peace agreement transition.

Communication and visibility is an important part of all EUTF Syria programmes and must be factored in to underline the programme's importance at all stages of the planning and implementation. Each implementer is required to draw up a comprehensive visibility, communication and outreach plan for their respective target country/community and submit a copy for approval to the EUTF Syria Communication and Outreach Lead. The related costs will be covered by the project budgets. The measures shall be implemented by the implementing consortium/ia, and/or contractors, and/or grant beneficiaries. Appropriate contractual obligations shall be included in, respectively, procurement and grant contracts. The global objective of the EUTF Syria communication and visibility campaigns, and hence of the implementing partner, is to improve recognition, public awareness and visibility of the comprehensive and joint EU efforts to effectively address the consequences of the Syrian and Iraqi crises. This should be done by highlighting the Action's real-life impact and results among defined target audiences in the affected region but also vis-à-vis the general public, donors and stakeholders in the EU Member States. Within the context of this protracted crisis, it is increasingly important to strategically communicate the sustainability of the project's impact and the EU support, highlighting that the action also helps strengthen the host countries' national public service delivery systems and infrastructures beyond the current crisis.

The Communication and Visibility Manual for European Union External Action together with specific requirements for the EUTF Syria serve as a reference for the Communication and Visibility Plan of the Action and the relevant contractual obligations. According to the EUTF Syria's Visibility and Communications strategy all communication and outreach campaigns must be evidence-based, people-oriented and easily understandable. Regional outreach and communication must be conflict sensitive, strategic, do no harm and mindful of the differentiation in messaging for beneficiaries and stakeholders in each country of operation of the Action. The campaigns must place the beneficiaries at the centre and thus ensure adequate ownership. Messaging should have a human face, be empathic, honest, transparent, direct, unambiguous, neutral and conducive to a highly sensitive human and political environment, in addition to being gender-sensitive and gender-balanced.

Furthermore, campaigns should also include components of participatory and engaging

communication, where the beneficiary becomes a key actor. This will support the EUTF Syria's programmes in promoting social cohesion, inclusion, dialogue and help mitigate tensions and misperceptions between refugee and host communities.

Annex 1 - Indicative Logframe matrix (max. 2 pages)

Additional note: The term "results" refers to the outputs, outcome(s) and impact of the Action (OECD DAC definition).

	Results chain: Main expected results (maximum 10) Reference overarching framework – sector objectives	Indicators <i>(all indicators targeting individual beneficiaries will be disaggregated by sex and by refugees/IDPs/host community members)</i>	Sources and means of verification	Assumptions
Impact (Overall objective)	To contribute to the improvement of the wellbeing of children and victims of Gender-based Violence living in Lebanon.	<p>1.1. Number of women, men, girls and boys aged 20-24 who were married or in a union by age 15.</p> <p>1.2 Number of girls, boyswomen and men 15-49 who have experienced physical or sexual violence (by an intimate partner)</p> <p>1.3 Legislative review on child protection and gender-based laws presented (Cabinet level)</p>	<p>1.1 -1.2 Interviews/testimonies from the stakeholders involved</p> <p>1.1-1.2.1.3 Results of MoSa assessments/evaluations/studies</p> <p>1.3 MoSA National Strategic Plan M&E Plan</p>	<i>Not applicable</i>
Outcome(s) (Specific Objective(s))	1.1. To strengthen MoSA’s capacities to prevent and respond to violence, exploitation and abuse of children, women and girls and to ensure justice for children in Lebanon	<p>1.1.1. Number of MoSA SDCs implementing directly the protection services</p> <p>1.1.2. Number of MoSA SDCs</p>	ROM reports, QINs, MoSA statistics	Factors outside project management's control that may impact on the OO-SOs linkage.

	Results chain: Main expected results (maximum 10) Reference overarching framework – sector objectives	Indicators <i>(all indicators targeting individual beneficiaries will be disaggregated by sex and by refugees/IDPs/host community members)</i>	Sources and means of verification	Assumptions
	<p>2.1. To enhance access to quality protection services enhanced and to promote social-awareness.</p>	<p>providing specialized services for women, men and children</p> <p>1.1.3. Number of staff trained on child protection, sexual and gender based violence, including on human rights and gender-responsive rights-based approach components</p> <p>2.1.1. Number of women/men and children benefitting from Gender Based Violence related services disaggregated by sex, age, disability, migratory status</p> <p>2.1.2. Number of cases referred for specialized services disaggregated by sex</p> <p>2.1.3. Number of refugees and host community members receiving psychosocial support disaggregated by sex</p> <p>2.1.4 Number of refugees and host</p>		

	Results chain: Main expected results (maximum 10) Reference overarching framework – sector objectives	Indicators <i>(all indicators targeting individual beneficiaries will be disaggregated by sex and by refugees/IDPs/host community members)</i>	Sources and means of verification	Assumptions
	<p>3.1 To contribute to the establishment of an appropriate gender-responsive rights-based monitoring mechanism for the Child Protection/SGVB sector</p> <p>3.2 : The preparation of a MoSA Information Management system is started and the cooperation with local academia enhanced</p> <p>3.3 Collection and analysis of disaggregated data is strengthened</p>	<p>community members reached by outreach/awareness campaign disaggregated by sex and age</p> <p>3.1-3.2 Number of data on rights-based approach principles of participation, non-discrimination, accountability and transparency generated</p> <p>3.3 Number of studies on child protection and gender based violence elaborated by local academia</p>	<p>3.1- 3.2-3.3 Interim Report</p> <p>3.1-3.2-3.3 Final Report</p> <p>3.1-3.2-3.3 UNICEF studies</p> <p>3.3Field Visits</p> <p>3.1-3.2-3.3 M&E</p>	
Other Results (Outputs and/or Short-term Outcomes)	<p>Already included above</p>			<p>Factors outside project management's control that may impact on the SOs- Other Results linkage</p>

