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ANNEX

Neighbourhood, Development and International Cooperation Instrument (NDICI) – Global Europe

Exceptional Assistance Measure regarding Lebanon

1. IDENTIFICATION

Action:	Mitigating the impact of conflict escalation and risks in Lebanon
Action Reference:	NDICI CR 2024 / 35; ACT-62950
Cost:	EUR 10 000 000 (European Union (EU) contribution).
Budget Line:	14 02 03 10
Duration:	Maximum 18 months. The authorising officer responsible may decide to extend this period twice by a further period of up to six months, up to a total maximum duration of 30 months, under the conditions laid down in Article 23(6) of Regulation (EU) 2021/947.
Lead service:	FPI

2. ACTION SUMMARY

This action will contribute to mitigating the effects of the conflict escalation in Lebanon, through a multi-pronged approach and in complement to current humanitarian initiatives. The action envisions three components. The first component will focus on enhancing security service provision, conflict prevention and peacebuilding capacities. A second component will provide support to the Lebanese Mine Action Centre to enhance capacities and provide explosive ordnance risk education. The third and final component will contribute to mitigating the psychological impact of the conflict by enhancing the mental health and psychosocial well-being and resilience of affected and displaced communities in Lebanon.

3. BACKGROUND AND RATIONALE

3.1 BACKGROUND

Lebanon is experiencing its most severe conflict escalation since the Lebanon War in 2006. As of 24 October 2024, the death toll had reached 2,574, and over 12,001 persons have been wounded, (source: Lebanese Ministry of Public Health). The large-scale Israeli military operation launched on 23 September 2024, including the severe airstrikes across Lebanon,

especially in South Lebanon, Nabatieh, Bekaa, and Beirut's southern suburbs, has led to large-scale displacements. According to the Office of the High Commissioner for Human Rights, one quarter of the Lebanese territory was under Israeli military displacement orders in October 2024. As of 13 October, the International Organisation for Migration's displacement tracking identified 746,584 internally displaced persons (IDPs), with over 190,698 IDPs seeking refuge in 1,076 approved shelters, 82% of which were already at full capacity. The United Nation's High Commissioner for Refugees identified 34,000 refugees who are secondarily displaced, including 21,000 since 23 September only, of which 98% are Syrian refugees. This crisis unfolds amid Lebanon's compounded governance, economic, and financial turmoil, exacerbated by the impact of the Syria crisis, and past shocks including the COVID-19 pandemic and the 2020 Beirut Port explosions.

The humanitarian situation is dire, with essential services severely disrupted. Many institutions at both national and sub-national levels are either unable or seriously hampered in responding to the crisis, delivering essential services and/or managing the large-scale displacements. At least 96 primary health care centres and dispensaries, as well as three hospitals, have been forced to close as a result of the conflict, severely limiting access to critical medical care in surrounding areas. Those still able to operate are struggling to manage mass casualties and provide essential services. The education sector is also heavily impacted, with many schools being used as shelters, delaying the start of the academic year and affecting children's access to education. The shelter sector faces significant challenges, with many displaced people living in inadequate conditions, including collective shelters and informal settlements. Overcrowded shelters present compounding challenges and risks, particularly for women and girls, heightening tensions, the risk of gender-based violence (GBV), harassment and exploitation.

The violence and resulting displacements are posing additional threats to social stability, with local communities under immense strain, and intensifying pressures on resources and pre-existing socio-political tensions in sensitive regions. There is an increasing perception amongst the displaced and host communities of a lack of safety, with fears of the (re)emergence of sectarian strife and intensification of discriminatory acts. These pressures are also increasing stress, trauma and isolation, with severe consequences on the mental health and psychosocial wellbeing of communities affected by the violence, displacement and lack of basic services. In addition, the perception of a struggling prison systems system risks further fuelling the rhetoric behind informal justice/security proponents, with external violence currently seeping into the prison system and leading to increased intolerance, tensions and conflicts.

Four decades of conflict have also resulted in widespread contamination from mines and explosive remnants of war (ERW). By the end of 2023, approximately 24 million square meters of land remained contaminated, 75% of which could potentially be used for agriculture. Contamination from landmines and other ERW impacts more than 6.9 million square metres of land within the UNIFIL area of operations and endangers the lives of local populations and United Nations personnel. With the current conflict, the issue of contamination will likely be further compounded, with increased risks for the population, including refugees and internationally displaced persons.

3.2 RATIONALE FOR CRISIS RESPONSE ACTIONS UNDER THE RAPID RESPONSE PILLAR OF THE NEIGHBOURHOOD, DEVELOPMENT AND INTERNATIONAL COOPERATION INSTRUMENT

The increasing escalation of violence in Lebanon due to the Israel-Hezbollah conflict, which is impacting the already fragile stability of the country, aggravating the security situation and leading to a rapid deterioration of the humanitarian and security situation in the country, constitutes an exceptional and unforeseen situation in the sense of Article 4(4) (a) of the NDICI Regulation. An adequate response cannot be provided under any other European Union Instrument due to the urgency with which the funds are required and due to available resources already being firmly committed.

Annex IV, paragraph 1, second paragraph, points (a), (j), and (p) of Regulation (EU) 2021/947 specifically provides for the use of the NDICI rapid response pillar to support, (a) through the provision of technical and logistical assistance, for the efforts undertaken by international, regional and local organisations and by State and civil society actors in promoting confidence-building, mediation, dialogue and reconciliation, transitional justice, women’s and youth empowerment, in particular with regard to community tensions and protracted conflicts, (j) measures to address, within the framework of Union cooperation policies and their objectives, the socio-economic impact on the civilian population of anti-personnel landmines, unexploded ordnance or explosive remnants of war. Activities financed under the Instrument may cover, inter alia, risk education, mine detection and clearance and, in conjunction therewith, stockpile destruction, and (p) measures to address the potential impact of sudden population movements with relevance to the political and security situation, including measures addressing the needs of host communities.

3.3 RISKS AND ASSUMPTIONS

RISKS	LIKELIHOOD (High/Medium/ Low)	MITIGATION STRATEGY
Further escalation of the ongoing conflict, posing increasing security threats.	High	Continuous assessment of the political and security situation and engagement with key national and international stakeholders. Activities will be adapted and adjusted depending on the nature and severity of the context.
Persisting political vacuum in Lebanon hampering decision-making on key issues related to the action.	High	Close monitoring of the overall country context and continued engagement and coordination with the concerned authorities. The feasibility of implementing the activities will be reassessed and adapted as needed.
The risk of an increase in incidents, particularly	Medium-high	Close monitoring of the security situation, gathering accurate data and

RISKS	LIKELIHOOD (High/Medium/ Low)	MITIGATION STRATEGY
violence, between Palestinian and Syrian refugees and migrants in camps, and between Lebanese and Syrian migrants and refugees.		assessing and reassessing the action's feasibility.
The risk of armed confrontation due to extreme communal and political polarisation.	Medium	Close monitoring of the security situation, gathering accurate data and assessing and re-assessing the action's feasibility.

4. OBJECTIVES

4.1 OVERALL OBJECTIVE

The overall objective of the action is to mitigate the effects of conflict escalation in Lebanon.

4.2 SPECIFIC OBJECTIVES

- 4.2.1 To reduce tensions between displaced individuals and host communities and strengthen resilience at community level;
- 4.2.2 To reduce the risks from the presence of mines and explosive remnants of war for the population, including refugees and internationally displaced persons;
- 4.2.3 To mitigate the psychological impact of the conflict through provision of Mental Health and Psychosocial Support (MHPSS).

5. ACTION COMPONENTS AND EXPECTED RESULTS

The main expected results/outcomes include:

Expected Result (1): Security service provision is enhanced and local capacities for conflict prevention and peacebuilding are strengthened.

Activities (indicative):

- 5.1.1 Bolster the reach, capacities and impact of the Tensions Monitoring System (TMS);
- 5.1.2 Enhance security service operational capacities, territorial coverage and effective service delivery;
- 5.1.3 Support the Internal Security Forces in safeguarding essential services delivery in prisons and detention centres, and in addressing the psychological well-being of inmates;

- 5.1.4 Establish platforms for consultations with disadvantaged groups including women, internally displaced persons (IDPs), and refugees;
- 5.1.5 Organise rapid impact social cohesion activities;
- 5.1.6 Activate an Insider Mediation Crisis Response Taskforce focusing on mitigation, de-escalation and prevention mechanisms; and
- 5.1.7 Strengthen community responses through NGO networks, youth engagement, and volunteerism.

Expected Result (2): The Lebanese Mine Action Centre (LMAC) is supported.

Activities (indicative):

- 5.2.1 Contribute to increasing the capacity of the LMAC to plan effectively and address contamination through data consolidation and rapid assessments of new contaminated areas;
- 5.2.2 Provide explosive ordnance risk education (EORD); and
- 5.2.3 Support early recovery efforts, including rubble removal and mine clearance.

Expected Result (3): The capacity of local stakeholders to provide community-based Mental Health and Psychosocial Support (MHPSS) is strengthened.

Activities (indicative):

- 5.3.1 Organise courses to increase the capacities of psychosocial professionals;
- 5.3.2 Conduct MHPSS needs assessments to capture the specific needs, vulnerabilities, and experiences of those affected by the current crisis;
- 5.3.3 Deliver community and family MHPSS;
- 5.3.4 Establish comprehensive, integrated, and responsive mental health services in community-based settings.

6. IMPLEMENTATION

6.1 IMPLEMENTATION MODALITIES

The Commission will ensure that the appropriate EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹.

6.1.1 Indirect management with a pillar assessed entity

This action may be implemented in indirect management with an entity which will be selected by the Commission's services using the following criteria: operational and technical capacity, solid presence across Lebanon, established strong relations with relevant stakeholders, and the capacity to rapidly start implementing the activities. This implementation entails specific objectives 4.2.1 and 4.2.2 and results (1) and (2) of the action as detailed in sections 4 and 5. Specific objective 3, result (3) detailed in sections 4 and 5 will also be implemented in indirect management with a different entity, which responds to the same criteria.

¹ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website, it is the OJ version that prevails.

6.2 INDICATIVE BUDGET

The total European Union contribution under this Financing Decision **will not exceed EUR 10 000 000**. A breakdown among components is provided hereunder, and is indicative.

Indicative budget breakdown

Components	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
Component 1: Strengthen security and peacebuilding capacities at the community level and enhance support to the Lebanese Mine Action Centre		
6.1.1 – Indirect management	8 000 000	N/A
Component 3: Mitigating the psychological impact of the conflict through provision of MHPSS composed of		
6.1.1 – Indirect management	2 000 000	N/A
Total	10 000 000	N/A

6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under indirect management. It will be managed by the Commission, with the support of the European Union Delegation in Lebanon for the monitoring of the action.

6.4 PERFORMANCE AND RESULTS MONITORING AND REPORTING

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final report. Each report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and outcomes) as measured by corresponding indicators, using as reference the Logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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

6.5 EVALUATION

Having regard to the nature of the action, an evaluation will not be carried out for this action or its components.

The Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

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

6.6 AUDIT

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

6.7 COMMUNICATION AND VISIBILITY

The 2021-2027 programming cycle adopted a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union’s support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

7. COMPLEMENTARITY, COORDINATION AND FOLLOW-UP

The action complements ongoing EU support to Lebanon, including to civil society organisations, as well as ongoing and future support to refugees, migrants and internally displaced persons and vulnerable host communities in Lebanon. Complementarity will be ensured with the humanitarian assistance provided by the European Civil Protection and Humanitarian Aid Operations (ECHO), and current and future programmes on social cohesion to be funded under the geographic and thematic pillars of the Neighbourhood, Development and International Cooperation Instrument - Global Europe. Particular attention will be paid to developing synergies with other EU interventions in related fields, including EU Member State initiatives, to maximise consistency and leverage of a broader EU intervention. Extensive consultations and close coordination with the EU Delegation in Lebanon were undertaken in the preparation of the action, and will continue to be ensured throughout its implementation.

Close coordination will be ensured through exchanges, regular updates and consultation as needed with the EU Delegation in Lebanon.