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ANNEX

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

Exceptional Assistance Measure regarding Lebanon

1. IDENTIFICATION

Action:	Mitigating security risks in Lebanon through dialogue on camps and borders
Action Reference:	NDICI CR 2026 / 18 / ACT-63729
Cost:	EUR 1 500 000.00 (Union 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 of the European Parliament and of the Council ('the NDICI Regulation').
Lead service:	FPI

2. ACTION SUMMARY

This 18-month exceptional assistance measure aims to reduce tensions and the risk of escalation of violence in Lebanon and on its borders. A first component will facilitate structured dialogue and coordination between national institutions, including the Lebanese Armed Forces (LAF), the Lebanese Palestinian Dialogue Committee (LPDC) and communities in and around the camps to address security, governance and social-economic challenges. A second component aims to strengthen Lebanon's capacity to engage in border demarcation efforts, in particular with Syria, by conducting technical assessments and providing expert support to the appointed Lebanese committee for border negotiations with Syria.

3. BACKGROUND AND RATIONALE

3.1 BACKGROUND

Lebanon is confronted with compounded political, economic and security crises, exacerbated by regional wars, which have further weakened state institutions and heightened internal vulnerabilities. The ongoing conflict along the southern border contributed to instability and a

new wave of displacement, adding pressure on the country's fragile governance structures. Moreover, land and border demarcation disputes with neighbouring countries, if left unresolved, risk heightening regional tensions. Domestically, Palestinian refugee camps remain a critical security challenge for Lebanon, and the funding cuts to UNRWA, the main service provider in the camps, including for education, health and waste collection, further aggravates the already dire situation. The camps are plagued by smuggling and drug trafficking, the influence of armed groups and reoccurring violence, posing significant threats to camp residents as well as the internal stability and sovereignty of Lebanon.

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

The deepening crisis and instability in Lebanon and in the region constitute an exceptional and unforeseen situation in the sense of Article 4(4), point (a), of the NDICI Regulation. An adequate response cannot be provided under any other 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, third subparagraph, point (a), of Regulation (EU) 2021/947 specifically provides for the use of the NDICI rapid response pillar to support, 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.

3.3 RISKS AND ASSUMPTIONS

RISKS	LIKELIHOOD (High/Medium/ Low)	MITIGATION STRATEGY
Renewed long-standing conflict, posing increasing security threats.	Medium	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.
An increase in incidents, particularly violence, between Palestinian factions in camps.	Medium-high	Close monitoring of the security situation, gathering accurate data and assessing and reassessing the action's feasibility.
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.

RISKS	LIKELIHOOD (High/Medium/ Low)	MITIGATION STRATEGY
National and local stakeholders do not engage in the activities due to a perception of bias.	Low	Identification of trusted and neutral implementing partners, and coordination with relevant EU entities to address perception of bias at national or local levels.

4. OBJECTIVES

4.1 OVERALL OBJECTIVE

The overall objective of the action is to contribute to reducing tensions and the risk of escalation in Lebanon and on its borders.

4.2 SPECIFIC OBJECTIVES

4.2.1 To strengthen state authority through improved coordination and dialogue between Lebanese institutions and camp stakeholders;
4.2.2 To strengthen Lebanon's negotiation capacity on current border issues in view of future discussions and negotiations.

5. ACTION COMPONENTS AND EXPECTED RESULTS

The main expected results/outcomes include:

Expected Result (1): Security tensions in and around Palestinian refugee camps decrease through stronger engagement mechanisms.

Activities (indicative):

5.1.1 Conducting a general assessment of the recent situation and identify relevant stakeholders to engage in dialogue;
5.1.2 Setting-up sub-national dialogue platforms between Lebanese and Palestinian stakeholders including the Lebanese Armed Forces (LAF), the Lebanese Palestinian Dialogue Committee (LPDC) and community members inside the camps on security, governance and social challenges;
5.1.3 Regularly monitor political and security developments, including in and around camps, and provide analysis and reporting.

Expected Result (2): The technical capacity of Lebanese institutions on border demarcation issues is strengthened.

Activities (indicative):

5.2.1 Organise workshops and bilateral debriefing sessions with relevant political stakeholders including political parties, members of parliament, security actors, and government officials;
5.2.2 Carry out a legal and technical study on land and maritime borders with Syria based on publicly available data, relevant international precedents and case law;
5.2.3 Present final strategy recommendations to the political leadership.

6. IMPLEMENTATION

6.1 IMPLEMENTATION MODALITIES

The Commission will ensure that the appropriate Union rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures[1].

6.1.1 Grant: direct award (direct management)

(a) Purpose of the grant

The grants will contribute to achieving the expected objectives and results in sections 4 and 5.

(b) Type of applicants targeted

Potential applicants for funding are non-governmental organisations, national and local public bodies and private entities with consolidated experience in crisis affected contexts in Lebanon, including extensive experience to achieve one or more of the expected results and specific objectives.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because **the action entails crisis management aid as referred to in Article 198, point (a), and as defined in Article 2(22) of the Financial Regulation** at the date of the Financing Decision.

6.1.2 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances

In case the action, partly or entirely, cannot be implemented through direct management due to circumstances outside of the European Commission's control, the entire or part of the action may instead be implemented through indirect management. An entity, eligible to implement through indirect management, will be selected using the following criteria: trusted entity with specific in-country and/or regional experience; existence of national or local partnerships/networks; ability to operate in conflict-affected areas; appropriate security risk management.

[1] See 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 Union contribution under this Financing Decision **will not exceed EUR 1 500 000.00**. A breakdown among components is provided hereunder and is indicative.

Indicative budget breakdown

Components	Union contribution (amount in EUR)	Indicative third-party contribution, in currency identified
Component: Mitigating security risks in Lebanon through dialogue on camps and borders composed of:		N/A
6.1.1 – Direct grant (direct management)	1 500 000.00	N/A
Total	1 500 000.00	N/A

6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under direct management. It will be managed by the Commission, with the support of the Delegation of the European Union to 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 Union-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the Union 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 Union 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. The action will ensure synergies with FPI's current activities in support to the LAF. Complementarity and coordination will be ensured, at field and headquarters level when feasible, with the humanitarian assistance provided by the European Civil Protection and Humanitarian Aid Operations (ECHO), and current and future programmes 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. 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.