
Towards Sustainable Solutions for Improved Living Conditions of Palestinian Refugees in Lebanon

A Joint UNDP / UN-HABITAT Programme

Annual Progress Report

REPORTING PERIOD: NOVEMBER 2011¹ – APRIL 2013

¹ March 2013 is considered the beginning of the fiscal year of the Joint Programme, at which money was transferred from the MPTF.

EXECUTIVE SUMMARY

This is a Joint Programme of the United Nations Development Programme (UNDP) and the United Nations Human Settlements Programme (UN-HABITAT), in partnership with the Lebanese Palestinian Dialogue Committee (LPDC) and UNRWA. It aims at working at the national and local levels to enhance the living conditions of Palestinian refugees living in Palestinian Gatherings in Lebanon through improving dwellers' access to Basic Urban Services (BUS)², with particular attention to the Adjacent Areas (AAs) of Palestinian Refugee Camps. The Joint Programme is planned over the period of three years, with a total estimated budget of 3.5 Million USD. It should be noted that implementation of project activities started with recruitment of the team members in July 2012.

One of the most significant achievements of the Joint Programme (JP) is the gained endorsement of the Lebanese Government represented by the Lebanese – Palestinian Dialogue Committee (LPDC), which constitutes the national partner of the Programme. Together with LPDC, the JP had succeeded to establish a National Observatory on Gatherings, which collects and generates knowledge and GIS based data on all gatherings in Lebanon in order to inform and guide national policy dialogue on improving living conditions of Palestinian refugees in Lebanon. In this context, the JP and LPDC are coordinating with other initiatives promoting dialogue at the national level with the same objective to maximize impact. Under the National Observatory, the JP and LPDC have established the 'Information Sharing Platform' that includes (I)NGOs working in the gatherings, also known as the Gatherings working Group, to create a database on main needs and implemented or planned interventions in the gatherings. The significance of this achievement at the national level lies in its sustainability, whereby LPDC will host the National Observatory and use it to guide policies at the national level and devise a well coordinated strategy of interventions with NGOs in the gatherings.

At a more local level, the JP has succeeded in bringing together the municipalities and Palestinian representatives in Saida area to agree on a number of joint service interventions that would benefit both. In a first step of its kind, two municipalities will be responsible for implementing projects that target both Lebanese and Palestinian communities living within their domains. Another strategic initiative has started as a pilot in the Adjacent Areas of Ain el Helwe Camp, to develop a Participatory Community Plan and implement basic urban services and infrastructure projects in parallel to improve living conditions in these areas. In order to guarantee complementarities and coordination with concerned municipalities, consultations have been established with Saida Municipality in the context of its "Strategic Urban Development Strategy". Lessons learnt from this initiative will guide its replication in other areas that accommodate for Palestinian gatherings in Lebanon, especially that the JP has finalized the delivery of training on local strategic planning to a total of twelve Unions of Municipalities reaching 300 participants.

² In the context of this joint programme, Basic Urban Services (BUS) includes the sectors of 1) water provision; 2) sewerage; 3) solid waste management; 4) electricity and 5) road networks.

I. Purpose

The main objective of the Joint Programme is to improve access to Basic Urban Services³ in Palestinian Gatherings (including Adjacent Areas of Palestinian Refugee Camps) in Lebanon (see map in Annex 1). Palestinian gatherings in Lebanon are generally excluded from basic urban services provided by public service agencies and municipalities in the surrounding areas or those provided by UNRWA, as per its mandate, in the camps. As an alternative mechanism, dwellers resort to a number of informal self-help initiatives to access and maintain BUS. Methods that are feasible to the dwellers are generally elementary, inadequate and unsustainable; and they occur without minimum consideration to environmental or engineering standards. Although these services and infrastructure networks are connected in an ad-hoc manner to the surrounding networks, no communication or coordination mechanisms exist between the key local actors in the gatherings and those in the concerned municipalities; a case which has contributed to a state of rising tensions between the neighboring communities. In order to address these issues, the Joint Programme aims at working in an integrated manner at both national and local levels to enhance access to BUS in the gatherings, focusing on the governance of these services and the relationships between various actors.

It is worth mentioning that the proposed Joint Programme will contribute to the achievement of national priorities and international commitments. Through the UNDAF, the action is aligned with the programmatic area of priority related to socio-economic development and regional disparities, which states as an outcome that “by 2014, the socio-economic status of vulnerable groups and their access to sustainable livelihood opportunities and quality basic social services are improved within a coherent policy framework of reduction of regional disparities”. The project also contributes to reducing urban tensions and building bridges between the neighboring Lebanese and Palestinian communities through addressing the governance of access to basic urban services.

II. Results

Reporting on Outcomes:

Joint Programme Outcome: Living conditions of the communities living in Palestinian Gatherings (including Adjacent Areas of Palestinian Refugee Camps) improved, through enhanced access to basic urban services.

In a first step towards the realization of this outcome, the Joint Programme has gained the **endorsement of the Lebanese – Palestinian Dialogue Committee (LPDC)** as its national partner on behalf of the Lebanese Government (the letter of support from LPDC to other national actors is presented in Annex 2). LPDC has shown commitment towards the objectives and activities agreed to be implemented within the context of this Joint Programme. Such political commitment represents a significant approach undertaken by the Government of Lebanon to enhance relationships with the Palestinian refugee community and improve their living condition in the hosting country. LPDC, through its role as a consultative inter-ministerial committee that gather official representatives from ministries and decision-makers at the national level,

³ Basic urban services in this context include the sectors of water, sewerage, solid waste collection, electricity, road networks.

represents the optimal platform to advocate for enabling policies and for raising awareness on living conditions of Palestinian refugees in the country. This could contribute to dissolving some of the fears from the permanent resettlement of Palestinian refugees (*tawtin*) in Lebanon at a higher political level. According to LPDC:

“The UNDP/ UN-HABITAT project represents an opportunity for LPDC as it goes particularly in line with LPDC strategy for the coming year 2012. LPDC is looking forward to this project as leverage for its efforts in covering areas like Adjacent Areas of camps and gathering and more specifically into the creation of a National Database for the Palestinian presence in Lebanon. Later on, this would help in the formation of a National and regional strategies concerning these areas”.

In this context, LPDC has agreed to host on the long run the National Observatory for Gatherings established by the Joint Programme as knowledge generation and planning tool. Knowledge and data generated by the National Observatory will be used by LPDC, through and beyond the life span of the JP, to advocate for policies, and ultimately a national institutional framework, that would enable the improvement of living conditions of Palestinian refugees in Lebanon. Such initiative would serve to establish well informed policy discussions at the national level based on accurate data and indicators instead of assumptions and misconceptions. LPDC expects it to improve and strengthen the central government interaction with the Palestinian communities and critically enhance the state planning of future interventions. LPDC, with the support of the JP, has been coordinating the activities of the National Observatory with the Gatherings Working Group (WG). Chaired by LPDC, the Gatherings WG is a national platform that includes main international and national NGOs and organizations that work in Palestinian gatherings as well as UNRWA and is chaired by LPDC. Knowledge and data generated by the National Observatory will be used by the Gatherings WG to devise a well coordinated strategy of interventions in the gatherings based on mapping of needs and corresponding projects.

Also in terms of national endorsement, the Joint Programme gained the **endorsement of the Local Partner Appraisal Committee (LPAC)**, which included representatives from LPDC, the Ministry of Interior and Municipalities, the Council of Development and Reconstruction (CDR) and UNRWA. Feedback from these participants was taken into consideration into the final project document. The LPAC did not only achieved national endorsement of the project but also contributed to raising awareness and clearing misconception of public institutions on the status and state of living environment and access to BUS in Palestinian gatherings. In this context, UNRWA has expressed their commitment to facilitating advocacy efforts at the national level. The JP and UNRWA have agreed to coordinate all activities of the project not only at the national level but also at the more local level especially in the Adjacent Areas of the refugee camps.

At the more **local level**, a number of pilot initiatives, which could be learnt from and replicated, contribute to the achievement of the main outcome of the Joint Programme. For this purpose, Adjacent Areas of Ain el Helwe Camp in Said area in South Lebanon is taken as a pilot. Ain el Helwe AAs and the surrounding were selected as a pilot for a number of reasons, most importantly:

- LPDC identifies Ain el Helwe Camp and AAs and their surrounding as it priority for 2013 given the worsened living and security situation;

- UNRWA is planning to carry out a Profiling and Camp Implement Plan in Ain el Helwe Camp and is currently implementing a WATSAN project in the camp, which requires coordination and connections with the AAs;
- Ain el Helwe AAs exhibit complex and diverse dynamics in terms of connections and relationships to the camp and the surrounding municipalities, which would enrich lessons identified for assessment and replication;
- Ain el Helwe AAs represent the largest Adjacent Areas in number, size and population;
- Living environment in Ain el Helwe AAs is considered the worst among other AAs.

In this context, the JP is undertaking an integrated approach that contributes to improving access and governance of basic urban services in Ain el Helwe AAs and their surroundings through:

- **Developing a Participatory Community Plan (PCP):** The PCP of Ain el Helwe AAs will guide the development of a number of projects and interventions that would improve the living environment in the AAs as well as coordination with surrounding municipalities and other concerned actors. This exercise will also include the concerned municipalities and other relevant institutions;
- **Implementing infrastructure renewal and upgrading intervention:** In parallel to the development of the PCP and to respond to urgent BUS needs and build trust with the local communities, urgent infrastructure projects were identified and validated with the local community for implementation.
- **Promoting coordination between Lebanese and Palestinian actors:** in order to promote the role of municipalities in upgrading and service provision in these AAs and to create coordination mechanisms between them and representatives of Palestinian communities, a number of joint BUS projects were agreed upon. Projects that benefit neighboring or mixed Lebanese and Palestinian communities are currently being implemented by the municipalities in a step first of its kind.
- **Support the municipalities respond to challenges within their domains:** Municipalities that accommodate for Ain el Helwe AAs as well as other Palestinian gatherings within their domain, namely Saida, Darb el Sim and Mieh Mieh received training on local strategic planning as part of the Union of municipalities of Saida and Zahrani. Moreover, a number of meetings and field visits were carried out with representatives of Palestinian communities to identify main problems and issues. Coordination is also ongoing with the Sustainable Urban Development Strategy led by the Municipality of Saida.

These integrated activities, in addition to similar interventions carried out in the Adjacent Area of Mieh Mieh and Beddawi Camps in South and North Lebanon respectively, will guide replication in other gatherings in Lebanon. Moreover, lessons learnt and knowledge will be transferred to the national level to benefit and inform policy discussions and the interventions of LPDC.

Reporting on Outputs:

Output 1: A national framework addressing the living conditions and access to basic urban services in the Palestinian informal gatherings (including Adjacent Areas) developed and implemented.

The main goal of output 1 is to enhance living conditions and access to Basic Urban Services in Palestinian gatherings (including Adjacent Areas) through creating a national institutional framework that enables and guides an upgraded and sustainable service delivery. This framework will be based on a number of nationally endorsed policies and strategies that would focus on the most pertinent areas or sectors. In order to facilitate this goal, clear and accurate information and data on living conditions and access to services in the gatherings will be compiled and shared with participating national key stakeholders. In this context, the establishment of a national observatory shall enable developing indicators, analyzing and monitoring living conditions in the gatherings and guiding policy discussions. Gender segregated data will be taken into consideration during this process. Targets as per the Annual Work Plan of year 1:

- *Establish a national observatory for gatherings*
- *Promote development of a policy paper that would promote access to BUS in the gatherings*

1.1 Knowledge base on Palestinian gatherings established through the National Observatory

With the beginning of the project, the team has launched consultations with LPDC and members of the Gatherings Working Group to gain **endorsement of the National Observatory**; consulted organizations agreed on the importance of such a tool for guiding interventions and future plans and for coordinating efforts among actors in the gatherings. As mentioned earlier, LPDC has agreed to host and coordinate activities of the National Observatory on the long run. Data produced will be used by LPDC and the JP in the process of national dialogue to develop policies that would enable access to adequate basic urban services for Palestinian refugees living in the gatherings in Lebanon.

For this purpose, the National Observatory created an **Information Sharing Platform for the Gatherings** to include members of the Gatherings Working Group (INGOs) but also local NGOs working in the gatherings and any other implementing organizations whether public or private. This platform aims at collecting and providing data on the following information on gatherings:

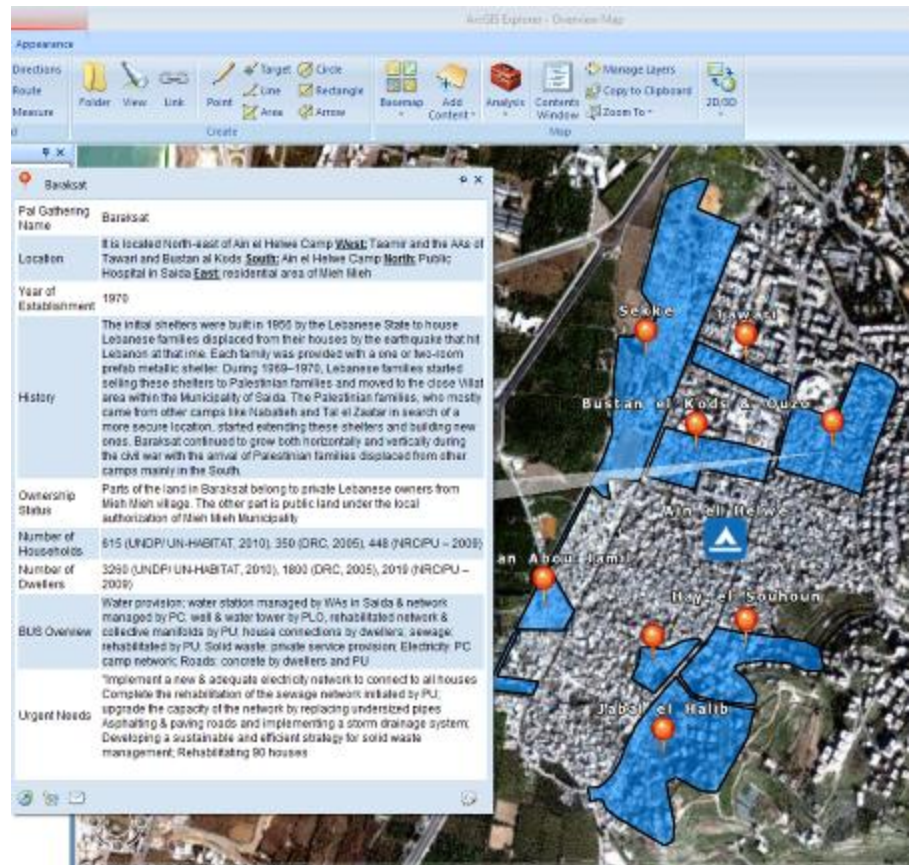
- 1) Profile and overview;
- 2) Key needs;
- 3) Finished, on-going and planned projects and interventions; and
- 4) Relevant publications, web links or secondary data.

Data will be periodically generated and shared using on-line accessible system(s). A working paper of the Information Sharing Platform was developed together with LPDC and discussed during the Gatherings WG meeting that took place in December 2012 (the framework of the Information Sharing Platform is presented in Annex 3). As a result, a smaller committee of focal points appointed by the WG members was formed to follow-up on the Information Sharing Platform tasks. Member of the Information Sharing Platform will play a key role in data generation, through reporting on their activities in the gatherings and sharing any studies or reports. Data on finished, on-going and planned projects will be collected and updated from the implementing organizations in the gatherings through filling a form that will be sent to them via emails. This form, known as the **3Ws (who's doing what where) Matrix** was created (using Access Program) and tested with PU, and training on access was delivered to staff members from the JP and LPDC to manage received data. The 3Ws matrix and example of its application into the GIS database are presented in Annex 4.

In a meeting of the focal points on 14 March 2013, the following was agreed upon:

- Data collected from members of the Gatherings WG will include on-going projects as well as finished projects as of 01 January 2009;
- Expand database to cover socio-economic sectors of projects in the gatherings and not only housing and infrastructure;
- The JP will carry out individual visits to the NGOs throughout April to support them fill the 3Ws sheet.

In order to create a structure for the data collected and generated, a **GIS Database for Palestinian Gatherings** was created. This geographic based data allows for locating the gatherings using an-online program (ArcGIS explorer) while providing the four categories of information upon clicking on the gathering. Data could be sorted sectorally or thematically and relevant reports, charts and graphs could be produced. In this context, coordination was established with UNRWA to complement its already existing Profiling System that covers the 12 Palestinian Refugee Camps in Lebanon. UNRWA has provided the Joint Programme with the indicators of the Profiling System; the JP in return has populated the indicators with available secondary data in the gatherings to produce the profile and overview of each gathering.



To collect additional information to profile each gathering in Lebanon and identify the major needs in it, the JP has finalized data collection in the 42 gatherings in Lebanon distributed along Beirut, the North, Saïda, Sour and Bekaa. This **Gatherings Datasheet** was carried out jointly with the Popular Aid for Relief and Development (PARD), a local NGO that extensively works in the gatherings. Two questionnaires were filled in each gathering, for cross checking and validation, with the Popular Committee as well as with another local group (women, youth, etc.) that PARD has established or has access to. Data was collected along the following main fields:

- General overview
- Population and Housing
- Health
- Social services
- BUS and infrastructure needs
- Relationship with local authorities
- Governance
- Income
- Education
- Access to BUS methods & projects
- All needs according to priorities

By the end of April 2013, datasheets for the 42 gatherings in Lebanon were finished. Findings will be published and shared with the Gatherings Working Group, to inform about main needs in each gathering. For a sample of the Gatherings Datasheet, refer to Annex 5. In addition and based on the findings of this exercise, consultative meetings for the municipalities that accommodate for gatherings and the Palestinian representatives and actors in these gatherings will be carried out in each area (Beirut, Saida, Tyr, North and Beqaa). The aim of the meetings will be to raise awareness on conditions in the gatherings, discuss findings and challenges, share knowledge and experiences and develop recommendations. Potential cooperation between municipalities and Palestinian representative in the gatherings will be later followed up on local levels.



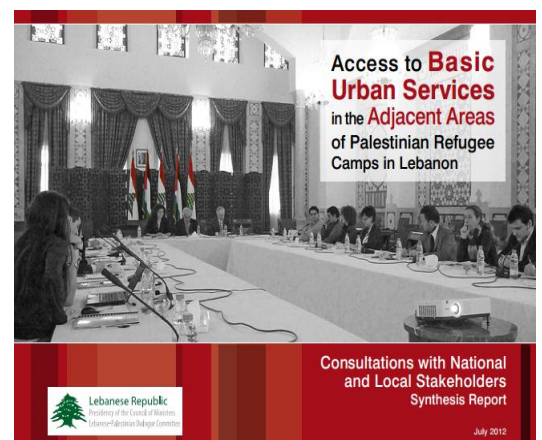
1.2 Dialogue on access to BUS in gatherings and AAs initiated with national and local stakeholders

The JP and LPDC carried out a series of stakeholders consultative meetings, hosted at the Serail, to discuss linkages and coordination between the local level initiatives and the central level national programming endeavours and to investigate the engagement of national and local actor. Five Stakeholders Consultative Meetings were organized by April 2012 with the following groups of stakeholders:

- Municipalities;
- INGOs and NGOs;
- UNRWA officials and Camp Service Officers in relevant camps
- Palestinian stakeholders and Popular Committees;
- Public Service Providers;

The meetings resulted in the following outputs:

- Raise awareness, clarify misconceptions and share knowledge on living environment and access to BUS in the Adjacent Areas and gatherings;
- Collect participants' feedback and establish dialogue on potential cooperation and coordination to serve the objectives of the Joint Programme and LPDC overall operational framework.
- Develop a list of recommendations that would allow for the improvement of access to BUS in the AAs and gatherings in general. These recommendations will be built upon to initiate policy consultations for improving access to BUS in Palestinian gatherings in Lebanon in the next phase. They could be summarized by the following:
 - Commencing from a right-based approach;
 - Adopting integrated approach to address access to BUS in gatherings and AAs;
 - Providing financial incentives for municipalities;
 - Developing the role and capacities of Popular Committees;
 - Clarifying interface of municipalities and public service providers in AAs;
 - Documenting and building on experience and lessons learnt;
 - Strengthening communication and operation channels.



A Synthesis Report on the Consultations with National and Local Stakeholders was published and shared with participants. The report focused on three main elements: 1) the Differing perspectives on the AAs by stakeholders; 2) potential roles played by each stakeholder; and 3) challenges to improved access to BUS in the gatherings and AAs.

Building on these consultations, the JP has been coordinating with LPDC and Common Space Initiative (CSI)⁴ a strategy for supporting national dialogue on improving access to Basic Urban for Palestinian refugees in Lebanon. As a basis for dialogue, research on the formal and informal mechanisms used to access BUS both in the camps (and their AAs) and gatherings will be designed. The results of these studies, in addition to the findings of the Gatherings Datasheet (mentioned earlier) will be used to generate policy paper to guide national dialogue and local consultations.

Output 2: Collaborative mechanisms between Palestinian and Lebanese for improved service delivery strengthened and/or established in selected areas.

Output 2 aims at promoting dialogue and communication between Palestinian refugee communities and the Lebanese local authorities in areas that include Adjacent Areas, informal gatherings as well as refugee camps. For this purpose, a mapping of existing collaboration frameworks will allow for the strengthening or the establishing of such frameworks for implementing joint initiatives that would mainly enhance access to Basic Urban Services. UNDP and UN-HABITAT will provide necessary technical support, including coaching and assessments, throughout the process. Annual Target as per the Annual Work Plan:

- *Support the implementation and coordination of joint BUS projects between Lebanese and Palestinian communities;*

2.1 Coordination between Lebanese and Palestinian actors on joint BUS projects in Saida

The two municipalities of Darb el Sim and Mieh Mieh accommodate for a number of Adjacent Areas (around Ain el Helwe and Mieh Mieh Camps) as well as gatherings within their domains. Although infrastructure networks are ultimately connected and the effects of improper basic urban services are adverse, no coordination exists between municipalities and Palestinian representatives in the gatherings and AAs. The two municipalities do not provide services or carry out infrastructure services in these areas. As part of its second output, the JP has brought together members of the municipality, popular or local committees in the camps, gatherings and AAs, UNRWA camp officers and representatives of the Union of Palestinian Engineers in Saida area to discuss joint BUS projects that would benefit both Lebanese and Palestinian communities. As a result, the actors had agreed on a list of projects that require interventions in both Lebanese and Palestinian inhabited areas and would



⁴ The Common Space Initiative for Shared Knowledge and Consensus Building is a Lebanese independent initiative that facilitates structured dialogues among policy makers, intellectuals, experts and civil society actors to create an environment that is conducive to national evolution. It has established in 2011 the Lebanese – Palestinian Dialogue Forum.

therefore require the engagement and coordinating of all actors. It is worth mentioning that members of the municipalities and Palestinian committees have not met before this initiative. In a step that is considered the first of its kind, the municipalities will be implementing projects in the gatherings and AAs. A joint committee formed of main local actors (municipality, Popular Committee, UNRWA officers) would agree on coordination mechanisms for the maintenance and the sustainability of interventions. This initiative would contribute to achieving the following impact:

- Encourage and empower the municipalities to engage in improvement projects in Palestinian gatherings and AAs;
- Enhance communication and relationships between municipalities and representatives of Palestinian communities living within the municipal boundaries
- Improve living conditions / environment for both Lebanese and Palestinian communities through implementing physical interventions and devising coordination and follow-up mechanisms

The **joint projects implemented by Mieh Mieh Municipality** has already started, targeting communities living in the village, AAs of Mieh Mieh Camp and Taamir which is a mixed Lebanese and Palestinian area. Projects include:



1. Implementation of sewage and rain water disposal and retaining walls along the road leading to Mieh Mieh Camp and AA;
2. Rehabilitation of sewage pipe and manhole between Mieh Mieh village and Mieh Mieh AA (see picture);
3. Construction of retaining wall and paving road in Hamshari area;
4. Installation of public lighting on the streets in Taamir;
5. Installation of solid waste containers.



Retaining wall around the Hamshari gathering in Mieh Mieh before and after implementation works; the dwellers used to suffer from overflows of rain water during winter

The **joint projects implemented by Darb el Sim Municipality** has also started, targeting communities living in the village, Seerob gathering and Adjacent Area of Ain el Helwe Camp as well the camp itself. Projects include:

1. Construction of sewage and rain water system between Darb el Sim village, Seerob gathering in Darb el Sim and the entrance to Ain el Helwe Camp;
2. Rehabilitation of sewage pipe and manhole between Darb el Sim village and Jabal el Halib Adjacent Area around Ain el Helwe Camp (see picture).



Works has started in Darb el Sim to establish a sewage and rain water channel that was flooding and causing environmental risks in Seerob gatrhinbg, Ain el Helwe Camp and Darb el Sim and Mieh Mieh villages

In March 2013, both municipalities have carried out a call for offers and selected the best offer, in consultation with the JP appointed supervising engineer. Grant agreements were signed with the two municipalities and implementation of works has already started. The budget for these two interventions has been committed from UNDP⁵. Concept notes, BOQs and illustrations of the projects were developed to assist municipalities initiate a call for proposal, which are attached in Annex 6, together with the grant agreements. It worth mentioning that Darb el Sim Municipality will be implementing infrastructure projects in the two Adjacent Areas to Ain el Helwe Camp within its domain (Jabal el Halib and Hay el Sohoun), for more information refer to point 3.3.

⁵ Projects in with Mieh Mieh municipality are funded by SDC, while projects with Darb el Sim Municipality are funded from the Peace Building Fund (PBF)

2.2 Participatory Community Mapping in Ain el Helwe AAs carried out

In order to understand the dynamics, coordination mechanisms, relationships and main needs in Ain el Helwe AAs, the JP is currently implementing a Participatory Community Mapping. Local communities and actors, including Ain el Helwe Adjacent Areas and the concerned municipalities of Saida, Darb el Sim and Mieh Mieh, will be empowered to carry out the Participatory Mapping. The mapping aims at understanding the underlying relationships and governance structures of the living environment on the one hand and conflict drivers on the other. As such the mapping is jointly carried out by the JP and the UN project “Addressing Urban hotspots in Lebanon”. The mapping will focus on two main interconnected areas:

- a) The living environment with focus on access to BUS
- b) Conflict dynamics, peace assets, interaction patterns

The approach shall be of participatory nature, as representatives of all stakeholders in Ain el Helwe AAs and the concerned local authorities will be involved in assessing diverse needs at the local level and in identifying local capacities and resources for addressing these needs. The mapping will also support the identification of key priorities and recommendations for improving the living environment in the AAs and for enhancing relationships internally and with the surrounding Lebanese communities. The results of the mapping will be later used to support local communities develop an improvement plan or a ‘Participatory Community Plan’ for Ain el Helwe AAs. A Stakeholders Analysis was carried out by the JP to map local NGOs that could be involved in the implementation of the process; as a result PARD was selected. In addition, a competitive process was carried out and Knowledge Development Company (KDC) was selected as the winning company to carry out the mapping exercise. While KDC has so far finalized the methodology, PARD has formed the local team that will carry out works on field. KDC provided a 2 day training workshop to the local team to start implementation (for the TOR, the methodology and the structure and profile of the local team see Annex 7).



2.3 Joint Lebanese – Palestinian Committee in Beddawi supported to consume its role

In preparation of strengthening coordination mechanisms between Lebanese and Palestinians in Beddawi, the JP has carried out meetings with the different stakeholders to gain knowledge about their main needs and priorities in the area. Meetings were held with the Popular Committee in Beddawi Camp (including representatives of the AAs), the Municipality of Beddawi and UNRWA office in the camp (MoMs attached in Annex 8). The municipality and the PC recommended building on the Joint Committee formed by UNDP in the context of the MDGF project, which brought Lebanese and Palestinian actors together to carry out joint activities. As a result of joint meetings, local actors have proposed a list of joint activities that mainly include:

- Infrastructure / environmental projects between the camp, AAs and the town;
- Restoration of a community garden between Beddawi and the camp;



- Joint recreational and educational activities for children in Beddawi (Lebanese, Palestinian, Palestinian displaced from Syria);
- Hygiene campaigns.

Output 3: Access and management of basic urban services in the Adjacent Areas improved.

Output 3 constitutes the hardware component of the project and aims at improving access to Basic Urban Services in the Adjacent Areas through upgrading projects, the implementation of service delivery interventions and the rehabilitation of infrastructure networks. In order to identify potential projects, the JP will conduct field work in collaboration and consultation with the local community representatives to identify/validate needs and priorities and guide the selection of the physical rehabilitation projects. Special attention will be given to including women and youth in these meetings. In order to guarantee the sustainability of results, selected community representatives will be trained to operate, manage and maintain implemented services and networks. In addition, awareness campaigns will target residents (including women) on viable approaches to access and improve the management of BUS. Targets as per the Annual Work Plan:

- Implement two strategic infrastructure projects in selected Adjacent Areas;
- Support local communities in the management and operation of implemented services;

3.1 Improved access to adequate sewage and storm water network in Muhajjarin AA, Beddawi

The local community in Muhajjarin suffers from sewage overflows due to inadequate sewage and rain water networks. To address this problem, the JP has finalized the implementation of a sewage renewal project which started on 18 March 2013 and finished on 28 April 2013, with cooperation of the Neighborhood Committee in Muhajjarin and under the supervision of the site engineer hired by the Joint Programme. Works in Muhajjarin included the following activities:

- Renewing the sewage network and installing house connections
- Installing channel for storm water disposal
- Paving the full width of the road with concrete

Prior to implementing this intervention, the project team met with representatives of the local community in Muhajjarin as well as with other relevant stakeholders to validate and agree on the intervention. These include representatives of the Neighborhood Committee in Muhajjarin and the Popular Committee in Beddawi Camp. The Neighborhood Committee undertakes interventions in the field of infrastructure mainly for maintenance and repairs of networks. Other local actors and stakeholders were also consulted such as the Municipality of Beddawi and UNRWA office in the North and in Beddawi. A follow-up local committee was formed, constituting of the previously mentioned actors, to follow up on the implementation of the project and to agree on future maintenance of the sewage network. Members of the committee relay any comments or suggestion directly to the on-site engineer contracted by the JP to supervise works.



It is worth mentioning that the JP has hired a Palestinian local contractor from the area to implement the works, who in turn is providing jobs to the local community. This fact has enabled the continuation of works during the last recent clashes that took place in Tripoli and its surrounding.



The completed project has achieved the following results:

- Improved the sewage network, rain water disposal and state of roads;
- Ensured quick and efficient implementation and saved financial resources due to directly contracting local contractors;
- Provided jobs for members of the local community and Palestinian refugees in nearby areas;
- Reduced potential for conflict through the institutional arrangement set in place;
- Contributed to the sustainability of the project through the involvement of different local actors, who agreed on the maintenance of the implemented networks.



The Neighborhood Committee has expressed its satisfaction regarding the quality of works through a letter addressed to the JP. The committee thanked the JP for the project that “had a positive impact among the local community” and for “taking into consideration and in a serious manner the needs and the remarks of the local community”. The completion report, the engineer’s final progress report, the handing-over report and letter from the Neighborhood Committee are attached in Annex 9.

3.2 Local communities in Ain el Helwe AAs supported to develop a Participatory Community Plan

In order to enhance access to BUS as well as living conditions in Ain el Helwe AAs based on consensus building and strategic thinking, an agreement was reached with the local community to develop a Participatory Community Plan (PCP) for Ain el Helwe AAs. This PCP will be built as a continuation on the findings and recommendations of the Participatory Needs Assessment. This activity will be done through working groups and discussion meetings among key actors. The improvement plan will include an action plan with a list of the projects and interventions to be implemented, including their implementation and funding plans and capacity building sessions. The main objectives of carrying out the Participatory Community Planning for Ain el Helwe Adjacent Areas are the following:

1. Assist local communities identify their emerging needs and priority areas of intervention;
2. Establish communication and dialogue between local communities and their representatives in Ain el Helwe AAs and the concerned local authorities on areas of common interest;
3. Empower the local communities to take the lead in the decision-making process to promote the development and peace building in their neighborhoods/areas;
4. Strengthen the capacities of local stakeholders (CBOs, NGOs, Popular Committees, municipalities) and engage them actively in the entire process;

Such an intervention would provide a solid base for consolidating lessons learnt and best practices to enable its replication in other areas in Lebanon.

3.3 Urgent infrastructure projects identified in Ain el Helwe AAs for implementation

In parallel to developing a Participatory Community Plan, the JP will implement infrastructure and BUS projects in Ain el Helwe AAs to address urgent needs. For this purpose, the JP has carried out a set of meetings with representatives of local committees in Ain el Helwe Camp and AAs as well as with UNRWA officials and developed a list of urgent upgrading interventions needed in the AAs, based on pre-identified criteria. This list was validated with representatives of the local community and the feasibility and cost of each project was studied by an engineer. Currently, engineering studies and BOQs were developed for the final selected projects to be implemented. Urgent infrastructure projects that were selected by the local communities are as follows:

- Tawari: install a new sewage network;
- Baraksat: renew the sewage main pipes;
- Bustan el Kod: renew the sewage main pipes;
- Sekke: repair the sewage network;
- Jabal el Halib: install a sewage network in an area where no network exists;
- Hay el Sohoun: pave roads and install storm water channels.



Close coordination has been set up with UNRWA country and field offices, especially that UNRWA has started implementing a WATSAN project in Ain el Helwe Camp. In a unique step of its kind, the Municipality of Darb el Sim has agreed to lead the works in the two Adjacent Areas falling within its domain (Jabal el Halib and Hay el Sohoun). The local committees regarded this intervention as a significant step towards a more coordinated and cooperative relationship between the Palestinian communities in the AAs and the local authorities. For more details, the BOQs of the urgent projects in Ain el Helwe Adjacent Areas are presented in Annex 10 per AA and priority.

A launching of the Joint Programme activities in Ain el Helwe Adjacent Areas, including the Community Participatory Plan and the infrastructure projects, will take place on 22 May in the Camp.

Output 4: Selected municipalities are better equipped to engage in the improvement of living conditions in the gatherings and Adjacent Areas.

Output 4 addresses the municipalities that include gatherings and Adjacent Areas within their boundaries and aims at bridging the urban divide and promoting inclusive governance and development at the local level. For this purpose, capacity building programmes will be designed, according to local needs, to enhance municipal competence in inclusive planning approaches and local development strategies, which would include the gatherings and/or Adjacent Areas. Selected municipalities will be further assisted to produce local development plans. Annual Targets as per the Annual Work Plan:

- *Promote experience sharing among municipalities that accommodate for Palestinian gatherings within their domains;*
- *Train municipalities on local strategic planning and support production of plans*

4.1 Experience sharing initiated among municipalities that accommodate for gatherings and AAs

As part of the stakeholders consultation with national and local actors, a session included representatives of the municipalities that accommodate for gatherings and AAs. In order to share knowledge on successful examples of municipalities engaged in improving living conditions and particularly access to BUS in Palestinian gatherings, the case of Ghoberiy municipality was selected. Ghoberiy Municipality has implemented a number of BUS projects (including electricity and solid waste collection) in the gatherings of Sabra in Beirut, through donor funds. The experience was shared with the municipalities in the consultations by the Vice President in Ghoberiy Municipality. Discussion took place on the main challenges that currently face municipal interventions in Palestinian gatherings and AAs. The neighboring municipalities agreed that their provision of BUS in the gatherings is conditioned by: availability of financial resources, and cooperation with the popular committees in the camps and other committees. On the one hand, financial incentives to facilitate the municipality interventions were suggested to be through funds from the central Government or individual incentives. Moreover, other strategies to overcome the issue of funding include encouraging municipalities to out-reach and communicate with funding agencies, allowing big municipalities to help smaller municipalities in reaching out to donors and, allocating a specific item in the budget from the Independent Municipal Fund to cover service provision in the gatherings and AAs. The facilitation guide of this meeting is presented in Annex 11.

4.2 Capacities of municipalities enhanced on local strategic planning

As part of its wide experience in planning approaches, UN-HABITAT has developed a training toolkit on “Local Strategic Planning” and training of trainers (ToT) was carried out. The toolkit was jointly prepared by UN-HABITAT and the Directorate General of Municipalities and in consultation with an array of stakeholders, aims at empowering local authorities in Lebanon and to allow them address in a strategic manner the increasingly complex issues related to rapid and uncontrolled urbanization. Municipalities including gatherings and AAs in Saida area and Baalbak received training on local strategic planning as part of a wider training that targeted 12 Unions of Municipalities in Lebanon.



4.3 Coordination with Saida Municipality initiated on local planning

The JP has established the ground for cooperation with Saida Municipality at two main levels: 1) providing technical support to enable the municipality face urban challenges; and 2) assisting the municipality develop and follow up on the Sustainable Urban Development Strategy (SUDS)⁶ of Saida, an infinitive undertaken by the municipality as part of MEDcities project. The main

⁶ Saida SUDS is part of the MEDcities project in twinning with the two cities of Larnaka in Cyprus and Soussa in Tunisia; it's a two-year project that will cover not only Saida but also its immediate surrounding villages.

objectives of cooperation with Saida Municipality are to promote approaches to inclusive local planning and to enhance participation of local Palestinian communities in the camps, AAs and gatherings within Saida. The JP has met with representatives of popular and local committees in Ain el Helwe Camp and AAs, who agreed on main coordination fields that need to be discussed with the municipality. The JP also held a number of coordination meetings with the municipality, SUDS Project Manager and the team of local consultants recruited to develop the Strategy. Minutes of Meetings (MoMs) including the main areas of cooperation has been drafted and shared with the municipality (see Annex 12). In addition, the JP will support the Municipality of Saida equip an office space within the municipality for multi-purpose functions. It should be mentioned that this component has been delayed due to two main reasons: delays by the municipality to kick off its Sustainable Urban Development Strategy and assemble the team of local consultants and extensive time taken by the municipality to review MoMs and provide feedback.

III. Project Partners

Overall, the Joint Programme had successfully contributed to increasing knowledge base on Palestinian gatherings in Lebanon, through the establishment of the national observatory and networking with other actors and groups. This has led to raise awareness, increase knowledge and provide accurate information on the reality of access to basic urban services in the gatherings and Adjacent Areas. This has contributed to correcting misconceptions at both national and local levels about services provision in these areas, such as the assumption that UNRWA is responsible for service provision. Serving the same purpose at a more local level, channels for communication and coordination has been established, in some cases for the first time, between local authorities and Palestinian communities, leading to improvement in access to services and relationships. The active engagement of key partners has contributed to the achievement of the JP results and to maximizing the effectiveness of interventions:

LPDC

- Provide a national umbrella for the JP which encouraged participation and cooperation of actors
- Enable a more comprehensive approach to enhancing living condition of Palestinian refugees in Lebanon through coordination with other interventions (UNRWA, CSI, etc.)
- Coordinate the extension of knowledge in the camp to gatherings (such as UNRWA Camp Profiling System)

UNRWA

- Provide technical expertise on field for assessment of interventions and advise
- Provide knowledge on connections of services between the camps and AAs
- Coordinate with the JP to ensure proper linkages of services between the camp and AAs

General Secretary of Popular Committees (PCs) in Lebanon

- Facilitate networking with PCs in the gatherings in Lebanon
- Provide knowledge on main needs of PCs to engage properly in the JP
- Encourage PCs to cooperate under the umbrella of the JP

Local and International NGOs

- Share knowledge and data on the gatherings
- Partner in implementation (such as PARD).

Throughout the planning and implementation of the Joint Programme, particular emphasis is paid to **mainstreaming gender issues** within its various key components. For example, women are encouraged to participate in meetings the JP carries out; where formed, the JP makes sure to meet with women committees in the gatherings and AAs, similarly for youth. Furthermore, main activities of the JP are designed and implemented taking into account **conflict sensitive principles**. To this end, the JP is carrying the Participatory Mapping in Ain el Helwe AAs, an area widely affected by conflict. The support that the JP will provide to consensus building and policy dialogue will primarily focus on the provision of process design and the generation of joint knowledge which will assist with the identification of common ground among the key concerned stakeholders.

IV. Delays in Implementation and Challenges

As UNDP and UN-HABITAT were asked to change the modality of agreement with SDC by the UN Multi-Partner Trust Fund, the project faced some delays in its kick-off. This process took few months to be finalized and the money was actually received by both UNDP and UN-HABITAT in March 2012. This is due to UNDP / UN-HABITAT decision to change the modality of agreement with SDC from the cost-sharing mechanism to the pass-through fund management mechanism, in order to benefit from the many advantages of the undg pass-through mechanism⁷. Most significant for the donor, the pass-through mechanism allows a clear reduction in transaction costs when it comes to legal arrangements, administration and monitoring. For such modality, UNDP has been appointed as the Administrative Agent for the Joint Programme, which required the UN MPTF (Multi-Partner Trust Fund) Office⁸ to be responsible for the fund management part. The pass-through mechanism is governed by the standard Memorandum of Understanding (MOU), signed among the Participating UN Organizations and the MPTF Office, and a Standard Administrative Arrangement (SAA) signed between the donor and the MPTF Office. After consultations with its cooperation office in Beirut, SDC Headquarter agreed to make a new agreement and to sign the SAA. As such, a revised Programme Document was introduced, the SAA was signed and the funding was rechanneled to the pass-through modality. Following the receiving of funds, three projects staff (project manager, GIS expert, administrative and finance assistant) were recruited in July 2012 and a field coordinator was recruited in September 2012. The time required to recruit the essential staff has delayed some targets set for the first year namely the production of a policy paper at the national level; completion of two infrastructure projects in selected AAs and assisting two municipalities to develop local plans.

⁷ The first and foremost is the reduction of transaction costs for the donor and agencies. For donors wishing to contribute to a Programme implemented by different UN Agencies, the mechanism allows to send one fund disbursement to one Agency instead of sending contributions to each UN Agency. When it comes to reporting, instead of receiving multiple reports on separate parts of the programme, the donors receive consolidated, holistic reports covering the achievements of the entire programme.

⁸ For more information on the MPTF Office, please refer to <http://mptf.undp.org/overview/office>.

In addition, the occurrence of some armed conflicts had compelled the JP staff to postpone some activities or visits mainly to Ain el Helwe AAs in the South and to Beddawi in the North. Close and continuous coordination with the popular and local committees in these areas is ensured to avoid any risky situations. In some cases and through coordination with the committees the project staff rescheduled the visits when necessary. In order to mitigate risks resulting from worsened security situation mainly around Ain el Helwe Camp, the Joint Programme has been working to establish contacts with the responsible committees in all the gatherings in Lebanon and carry out a rapid needs profile in these gatherings. This would allow for geographic expansion of activities in case of clashes or conflicts in one or more area.

V. Resource Mobilization

Efforts to mobilize additional resources for the Joint Programme to support the full implementation of this initiative are ongoing. UNDP and UN-HABITAT have met with representatives from a number of donors, including, Canada, Norway, Italy, Austria and Finland, following the organization of a donor roundtable at the end of February 2012. Several donors, in particular Italy, EC, Finland and Austria have expressed interest in the project. Some of these interests have already translated into concrete partnerships such as with Italy and Norway.

In 2013 and together with LPDC, the Joint Programme has applied to the Urban Projects Finance Initiative (UPFI), which aims at funding sustainable urban development projects in the cities of the Eastern and Southern Mediterranean. Similarly, a proposal was submitted to the EU taking into account the increased numbers of Palestinian refugees displaced from Syria in Palestinian Gatherings. The number of Palestinian refugees displaced from Syria and currently living in the gatherings (including AAs) has reached the same number of original dwellers, doubling the population density in these gatherings. This fact will be taken into consideration in the JP efforts and approach to raise additional funds. In this context, the JP has taken part in the UN Regional Response Plan (RRP 5) regarding refugees from Syria, which will be used for funds appeal by UN agencies.

In terms of secured funding, a joint UN project (UNDP, UN-HABITAT, UNIFIL, OHCHR) titled '*Addressing Urban Hotspots in Lebanon*', which has gained funding from the Peace Building Fund (PBF), will contribute around USD 350,000 to the Joint Programme. It should be noted also, that both UNDP and UN-HABITAT have provided in-kind contribution to the project and a number of complimentary activities has been implemented by UNDP or by partners.

The JP and LPDC have been most recently discussing a joint fund mobilization strategy, presented in Annex 13. Individual meetings with a wide array of donors has started jointly by the JP and LPDC, which will be followed by a donor meeting in the Serail.

Indicator Based Performance Assessment

	<u>Achieved</u> Indicator Targets	Reasons for Variance with Planned Target (if any)	Source of Verification
<p>Outcome: Living conditions of communities living in informal gatherings (including Adjacent Areas of Palestinian Camps) improved through enhanced access to basic urban services</p> <p>Indicators:</p> <ul style="list-style-type: none"> - National framework for addressing the living conditions and access to basic services in Palestinian informal gathering and adjacent areas developed and implemented - Collaborative mechanisms between Palestinian and Lebanese for improved service delivery established - Access and management of basic urban services in selected Adjacent Areas improved. - Selected municipalities better able to respond to issues in gatherings / Adjacent. <p>Baseline: Inadequate living conditions of communities living in informal gatherings and Adjacent Areas.</p> <p>Planned Target: Improved access to basic urban services in the gatherings</p>	<ul style="list-style-type: none"> • Establish a national observatory for gatherings to guide knowledge based dialogue and ensure cooperation among involved actors • Support the implementation and coordination of joint BUS projects between Lebanese and Palestinian communities (2 projects in Saida area, South Lebanon) • Implement infrastructure project in Beddawi Adjacent Area and prioritize projects in Ain el Helwe AAs • Share experience among municipalities that include gatherings 		<ul style="list-style-type: none"> - Endorsement letter from LPDC - Report “Access to Basic Urban Services in the Adjacent Areas of Palestinian Refugee Camps in Lebanon: Consultative Meetings with National and Local Stakeholders” - GIS database on gatherings (ArcGIS viewer) - Grant agreements, bidding documents and engineering studies of joint BUS projects for municipalities and infrastructure projects in the AAs - Training toolkit on “Local Strategic Planning”

<p>Output 1: A national framework addressing the living conditions and access to basic urban services in the Palestinian informal gatherings (including Adjacent Areas) developed and implemented</p> <p>Indicators:</p> <ul style="list-style-type: none"> -# of policy papers developed and discussed with relevant central government agencies. -National indicators to monitor living conditions of Palestinian refugees living in informal gatherings (including Adjacent Areas) established and data produced. -# of consultative sessions held with Lebanese and Palestinian stakeholders to build consensus on proposed policy options -Approval of the national framework by relevant national agencies obtained -Action plans developed for the implementation of the national framework. <p>Baseline: Lack of enabling policies to support national and local level engagement in informal gatherings (including Adjacent Areas).</p> <p>Planned Annual Targets:</p> <ul style="list-style-type: none"> • Establish a national observatory for gatherings; • Promote the development of a policy paper that would promote access to BUS in the gatherings; 	<ul style="list-style-type: none"> • Establish and maintain knowledge base on access to basic services in the informal gatherings (including Adjacent Areas) through the establishment of a national observatory • LPDC endorses and agrees to host the National Observatory • Create GIS database on gatherings • Create Information Sharing Platform for knowledge generation and sharing among organizations working in the gatherings • Initiate with PARD collection of data to profile gatherings and present key needs • Carry out consultative meetings with national and local stakeholders under the leadership of LPDC 	<p>Decision was taken based on recommendation from LPDC to postpone the development of policy paper till year 2, until sufficient knowledge and information have been from the ground at the local level.</p>	<ul style="list-style-type: none"> - Framework of Information Sharing Platform for knowledge generation and sharing among organizations working in gatherings (approved by members of Gatherings WG) - Indicators on gatherings within the GIS database of the National Observatory - 3Ws Matrix - Report “Access to Basic Urban Services in the Adjacent Areas of Palestinian Refugee Camps in Lebanon: Consultative Meetings with National and Local Stakeholders” - Filled Gatherings Datasheets / questionnaires
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<p>Output 2: Collaborative mechanisms between Palestinian and Lebanese for improved service delivery strengthened and/or established in selected areas.</p> <p>Indicators:</p> <ul style="list-style-type: none"> - Analysis of existing collaborative mechanisms between Palestinian and Lebanese produced. - # of collaborative mechanisms established. - # of joint initiatives implemented - Action plans to initiate and/or sustain collaborative mechanisms developed. - # of joint sessions held gathering concerned local stakeholders and national authorities (including LPDC) - Best practices documented and disseminated at the national level. <p>Baseline: Absence of collaborative mechanisms for improved service delivery.</p> <p>Planned Annual Target:</p> <ul style="list-style-type: none"> • Support the implementation and coordination of joint BUS projects between Lebanese and Palestinian communities; 	<ul style="list-style-type: none"> • Carry out Participatory Community Mapping in Ain el Helwe AAs to study existing mechanisms of interaction and analyze issues and concerns of relevant Palestinian and Lebanese stakeholders • Establish consensus on common BUS needs in Darb el Sim and Mieh Mieh • Empower municipalities to implement 7 small-scale joint BUS projects in Darb el Sim and Mieh Mieh that target both Lebanese and Palestinian communities • Support the joint Lebanese / Palestinian committee in Beddawi resume its role 		<ul style="list-style-type: none"> - TOR Participatory Community Mapping exercise in Ain el Helwe AAs - Methodology report of Participatory Community Mapping in Ain el Helwe AAs - Structure and Profile of local team of the Mapping - Concept notes and engineering studies of the projects in Darb el Sim and Mieh Mieh - Signed grant agreements btw UNDP and the municipalities of Darb el Sim and Mieh Mieh - MoMs with local actors in Beddawi - List of joint projects in Beddawi
<p>Output 3: Access and management of basic urban services in Adjacent Areas improved.</p> <p>Indicators:</p> <ul style="list-style-type: none"> - # of infrastructure projects completed in selected Adjacent Areas; - Community based plans for operating and maintaining basic urban services developed and in use by the local communities; - Decreasing use of ad-hoc and haphazard methods to access basic urban services by the communities. <p>Baseline: Inadequate basic urban services in</p>	<ul style="list-style-type: none"> • Implement sewage renewal project in Muhajjarin AA – Beddawi, North Lebanon • Identify and assess list of urgent infrastructure projects in the eight AAs of Ain el Helwe Camp with local community • Build consensus on developing Participatory Community Plan with local communities in Ain el Helwe AAs 		<ul style="list-style-type: none"> - Completion Report of the sewage renewal project in Beddawi - Weekly and Final Progress reports of the project. - Handing over report of project - Letter from Neighbourhood Committee in Muhajjarin - TOR and BOQ of sewage project in Muhajjarin - List of urgent infrastructure projects in the AAs of Ain el Helwe Camp

<p>Adjacent Areas.</p> <p>Planned Annual Target:</p> <ul style="list-style-type: none"> • Implement two strategic infrastructure projects in selected Adjacent Areas; • Support local communities in the management and operation of implemented services 			<p>- Framework of Participatory Community Plan in Ain el Helwe AAs</p>
<p>Output 4: Selected municipalities are better equipped to engage in the improvement of living conditions in the gatherings and Adjacent Areas.</p> <p>Indicators:</p> <ul style="list-style-type: none"> - Platform bringing together various municipalities created for experience sharing and outreach - # of coordination meetings facilitated by selected municipalities - # of integrated plans developed by selected municipalities. <p>Baseline: Limited municipal capacity, resources and know-how to respond to the issues faced by the Adjacent Areas.</p> <p>Planned Annual Target:</p> <p><u>At the municipal level</u></p> <ul style="list-style-type: none"> • Promote experience sharing among municipalities that accommodate for Palestinian gatherings within their domains; • Assist selected municipalities develop local plans 	<ul style="list-style-type: none"> • Train municipalities on concepts and approach of local strategic planning • Initiate experience sharing among municipalities that accommodate for gatherings and Adjacent Areas. • Initiate discussion on coordination with Saida Municipality 		<ul style="list-style-type: none"> - ‘Local Strategic Planning’ toolkit - Training on ‘Local Strategic Planning’ - MoMs with Saida Municipality - Facilitation guide of meetings with municipalities