



**Executive Board of the
United Nations Development
Programme and of the
United Nations Population Fund**

Distr.: General
29 May 2009

Original: Language

Annual session 2009

26 May to 5 June, New York

Item 6 of the provisional agenda

Country programmes and related matters

**Draft country programme document for Lebanon
(2010-2014)**

Contents

<i>Chapter</i>		<i>Paragraphs</i>	<i>Page</i>
	Introduction	1	2
I.	Situation analysis	2-4	2
II.	Past cooperation and lessons learned	5-11	2
III.	Proposed programme	12-25	3
IV.	Programme management, monitoring and evaluation.....	26-29	5
Annex.	Results and resources framework for Lebanon, 2010-2014		6

Introduction

1. The country programme document for the Republic of Lebanon (2010-2014) is based on the reform plan of the Government of Lebanon (*Recovery, Reconstruction and Reform*, January 2007). Due to the political and security situation in the country, the country cooperation framework was extended until 2009. The present country programme document, anchored around the common country assessment, 2007, stems from the United Nations Development Assistance Framework (UNDAF), 2010-2014, and is based on the UNDP strategic plan and national priorities. It was developed in consultation with the Government, independent experts and civil society organizations.

I. Situation analysis

2. The Ta'ef agreement of 1989 signaled the end of a 15-year civil war. A flurry of infrastructure rehabilitation and accelerated economic activity took place, leading to significant growth in the gross domestic product. Since 2005, however, growth has slowed and government debt risen to its present level of 180 per cent of gross domestic product. Politically, Lebanon has in the last ten years experienced tremendous changes with regard to the role of regional actors. Israel withdrew its forces from southern Lebanon in 2000, and Syria formally withdrew in 2005 following the assassination of the Lebanese Prime Minister. Nonetheless, as outlined in the [common country assessment, 2007](#), Lebanon is in a state of domestic political stalemate in a volatile region and regularly experiences armed conflict.

3. Despite the challenges, poverty, education and health indicators have improved marginally in most regions. But the number of people living below the poverty line has increased in the past decade. According to the Lebanon 'MDG report 2008', in terms of poverty, those living below the 'upper' poverty line (estimated at \$4 per capita per day) stands at 28.5 per cent. Of these, 8 per cent are extremely poor and live below the lower poverty line, estimated at \$2.4 per capita per day, and cannot meet their basic needs. Regional disparities in this middle-income country are high.

4. Though progress on the Millennium Development Goals relating to poverty (1), and the environment (7) remains elusive, Lebanon expects to achieve most of its targets. Much will depend on whether the country can capitalize on its vibrant private sector and significant remittances (40 per cent of gross domestic product) for which peace and stability are essential. Lebanon has made progress towards gender equality. The female illiteracy rate (as a percentage of the population aged 15 and over) fell from 27 per cent in 1990 to 17.8 per cent in 2003, and there is no gender inequality in access to primary education. Yet women earn three times less than their male peers, and the disparity increases with higher responsibility.

II. Past cooperation and lessons learned

5. Lebanon conducted a number of programme evaluations, an [outcome evaluation on three major capacity support projects](#) in 2003, and a comprehensive evaluation of the UNDP modality of programme advisory units in 2006. Two further outcome evaluations were conducted at the end of the previous cycle: the '[Conflict Prevention and Peacebuilding Outcomes Report](#)' and the '[Energy & Environment Evaluation Report](#)'. The social development portfolio will be evaluated in 2009, in advance of the new programming cycle. The development, conflict, and social recovery imperatives of the previous programme cycle opened new roles and venues for UNDP to contribute to the economic, governance, and social sector reforms of the Government, tripling its programme portfolio volume since 2005.

6. UNDP delivered a few breakthrough results in this period, including the publication '[The Living Conditions of Households](#)' (2007) based on the [2004 multi-purpose survey](#), portraying living conditions in Lebanon. This led to the first poverty profile for Lebanon in the report '[Poverty, Growth, and Inequality in Lebanon](#)', published by UNDP and the Ministry of Social

Affairs. UNDP intends to strengthen its position as a provider of high-value advice and services through such analyses.

7. UNDP has been working with the Government to explore alternative sources of energy; solar power is a national priority. With UNDP support, new solar heating systems reduce the consumption of traditional fuel by 30 per cent. The Government plans to scale up to a national-level initiative with greater access to energy services, lower-cost energy, increased national independence, and improved living standards, (Millennium Development Goals 1 and 7). The [2007 outcome evaluation](#) noted that UNDP is well-connected with Lebanese institutions to pursue renewable energy and water management as priorities.

8. Conflict prevention and recovery – central to the achievement of the Millennium Development Goals – has become an increasingly important thematic area for UNDP Lebanon since 2005. Apart from sporadic and regular low-intensity conflict in towns and camps, there has been at least one major armed event each year. Significant achievements have been observed with the Lebanese-Palestinian Dialogue Committee, rubble removal and the reconstruction of the Nahr El-Bared camp. A broader peacebuilding strategy for the country will be explored with the Government given the new emphasis on dialogue.

9. Gender is a challenge for the programme, despite the imperatives outlined in the ‘MDG report 2008’ and the ‘[UNDP Lebanon Gender Strategy](#)’ (2006). Despite years of lobbying, Lebanese women are still not able to provide their children with Lebanese nationality. UNDP is supporting a project designed to change the nationality law in favor of women.

10. Capacity gaps in government institutions persist, with civil service reform not yet a reality. UNDP provides technical and project implementation support, and other donors have also begun to respond in kind to the needs of the Government. UNDP capacity projects have played a large part in inspiring that support. For example, donors are providing in-kind capacity support to the Lebanese-Palestinian Dialogue Committee, and other donors are supporting the elections and other democratic processes.

11. In its post-war recovery efforts, UNDP earned a reputation for responding effectively to crisis, in particular the restoration of livelihoods in the south following the July War in 2006. Sub-offices were established in key locations to channel funds from the Bureau for Crisis Prevention and Recovery and implement programmes to leverage donor funds. UNDP has become the leading crisis prevention and recovery player in Lebanon, which augurs well for a strong role in conflict resolution and high-level peacebuilding initiatives with the Peacebuilding Support Office at United Nations headquarters.

III. Proposed programme

12. With the overall objective of poverty eradication, the country cooperation framework, 2002-2006 (extended to 2009 due to crises), rested on two pillars: (a) institution-building support to policy- and decision-making; and (b) empowerment at the local level. The country cooperation framework mainstreamed several cross-cutting issues, including: (i) advocacy and the promotion of a national development dialogue, (ii) gender, (iii) youth, and (iv) environmental and natural resource management. Conflict prevention has been mainstreamed.

13. The UNDP country programme document, 2010-2014, focuses on four areas, namely: (a) institutional development and democratic governance; (b) social development and regional disparities; (c) environmental sustainability; and (d) conflict prevention and peacebuilding. National reconciliation and peacebuilding results are important elements of the governance and socio-economic programmes. The crisis prevention and recovery programme delivers complementary results which, due to national sensitivity and urgency, as well as diversity in partnerships, are most effectively pursued through a dedicated programme. UNDP prioritizes Millennium Development Goals 1, 3, 7 and 8 in its programming objectives. Efforts to attain the Goals are complemented by specific costing, preparation of a poverty profile and sectoral reports on achievement of the Goals; localization of the Goals in two regions; capacity-building for

monitoring the Goals, preparation of ‘MDG reports’; and regular advocacy for the Goals. Results for gender and youth will be explicitly identified and pursued. Results include ensuring women’s access to the benefits of development and decision-making at local and national levels.

14. Private sector engagement in the development agenda of UNDP has been underutilized in previous programming cycles. UNDP is laying the foundation to strengthen its cooperation with the business community at the local level and across the Lebanese diaspora. Initiatives will focus on mobilizing the diaspora in support of development objectives through a variety of mechanisms matched to specific interests.

A. Institutional development and democratic governance (relates to UNDAF outcome 1)

15. UNDP will focus on improving the responsiveness of government institutions and on inclusive participation to implement governance reforms. It will support the development and implementation of economic, financial and investment reform policies. UNDP will support electoral reform through technical assistance to the Ministry of Interior in developing its capacity to manage the parliamentary elections in 2009, municipal elections in 2010, and parliamentary elections in 2013.

16. UNDP will seek to increase accountability and transparency in state institutions by developing the capacity of the Lebanese Parliament in its legislative and oversight functions. It will support the Parliamentary Committee on Human Rights in developing a national action plan for human rights. Anti-corruption initiatives will be consolidated with the aim of developing and implementing a national anti-corruption action plan.

17. UNDP will support the Lebanese-Palestinian Dialogue Committee, in collaboration with the United Nations Relief and Works Agency, to improve Palestinian living conditions, labour, civil and property rights, and to improve the relationship between the Lebanese and the Palestinians.

B. Social development and regional disparities (relates to UNDAF outcome 4)

18. UNDP supports the Inter-Ministerial Committee for Social Issues in formulating, coordinating and implementing social development strategies and reform initiatives. Using data for policy analysis, social development planning will be strengthened through capacity development of the Council for Development and Reconstruction and the Central Administration of Statistics. The role of the Ministry of Social Affairs in developing policies and action plans will be strengthened to improve social services and extend gender-sensitive social safety nets to include persons with special needs.

19. UNDP will promote integrated regional development by focusing on four marginalized areas of the country, particularly in the north. This entails support to local development planning processes and increasing access to training, counseling and financial services, in part through decentralized cooperation partnerships. UNDP will support local governance for poverty reduction by building the capacity for advocacy in local groups. Women’s groups and youth will play a particularly important role in the local planning and social mobilization process.

20. UNDP will mobilize civil society organizations and local actors to nurture a structural change based on past peacebuilding initiatives and community development programmes.

C. Environmental sustainability (relates to UNDAF outcome 5)

21. UNDP will work for capacity development in the Ministry of Environment through dedicated policy support and project implementation, to assist the Government in meeting its obligations under international conventions. UNDP help to mainstream environmental considerations into other line ministries, strengthening the institutional capacity of stakeholders to support sound environmental decision-making and improve the enforcement of environmental legislation.

22. UNDP will strengthen its strategic relationship with the Ministry of Agriculture and the affiliated Lebanese Agriculture Research Centre to promote sustainable land management to improve livelihoods, focusing on desertification-prone areas, which are usually the more impoverished regions of the country. The capacity of women's cooperatives and groups working with dryland products will be developed to expand trade and marketing opportunities.

23. Due to the global energy crisis and the threat of climate change, UNDP will support government efforts to address national environmental challenges. Through support to the Ministries of Finance, Energy and Water, and Environment, efforts will focus on a national sustainable energy strategy to promote lower energy consumption and less polluting sources of energy and mitigate the impact of climate change.

D. Conflict prevention and recovery (relates to UNDAF outcome 1)

24. UNDP will programme its results in crisis prevention and recovery using conflict prevention approaches to the thematic areas of the country programme document. Specific results will be developed and managed in parallel with existing programmes. Interventions will include education for conflict prevention, national collective identity, and citizenship. Peace consolidation will underpin UNDP activities in local development programmes, with an emphasis on youth. The national human development report on the State and citizenship will be used as an advocacy tool for national dialogue.

25. UNDP will support targeted interventions in the Lebanese communities near the 12 Palestinian refugee camps to improve Lebanese-Palestinian relations and the living conditions of refugees. Youth groups and women's cooperatives support reconciliation and employment in those communities.

IV. Programme management, monitoring and evaluation

26. The Council for Development and Reconstruction, in addition to implementing a number of projects and programmes, will remain the national focal point for the coordination and implementation of the country programme document.

27. The UNDP country office will support national execution, which has provided stakeholders with results in an efficient and timely manner. UNDP participates in the United Nations harmonized approach to cash Transfers, which was introduced on an experimental basis in 2008. Direct execution has been useful in managing funds and results in many crisis contexts, especially in recovery and reconstruction and related projects conducted by non-governmental organizations.

28. UNDP will develop and update its evaluation plan in coordination with the UNDAF inter-organization monitoring and evaluation plan, with a view to continuing to produce lessons based on outcome and strategic evaluations. Much of the success of monitoring and evaluation depends on a sound understanding of results-based management and project management principles. The UNDP Lebanon office invested significantly in these capacities in 2008 in preparation for the new 2010-2014 programme, with all programme staff and project managers certified in both the results-based management and 'Prince2' results and project-management methods.

29. The work of UNDP will be increasingly coordinated with other United Nations country team members, building on the experience in joint programming gained in recent years. At the same time, the country team will coordinate with the Office of the Special Coordinator for Lebanon through the mechanisms being developed for the semi-integrated mission. Furthermore, the private sector has been an engine for the development of the country; UNDP will pursue private sector partnerships to promote the Millennium Development Goals and increase programming opportunities in its thematic areas and mandates. The increased expectations have prompted a change management process in the office, which will be completed in 2009 – in time to implement the Lebanon country programme, 2010-2014.

Annex. Results and resources framework for Lebanon, 2010-2014

National priority. National reconciliation achieved and adequate institutional capacity to implement reforms developed, including increased inclusive participation and accountability Intended UNDAF outcome (4). By 2014, good governance reforms and practices, with national dialogue, inclusive participation, and government effectiveness and accountability, institutionalized at all levels							
UNDAF agencies outcomes	Country programme outcomes	Country programme outputs	Output indicators, baselines and targets	Partners	Indicative resources		
Outcome 1 National reconciliation and peacebuilding promoted, with emphasis on inclusive participation	Outcome 1 Performance of public institutions enhanced; public administration modernized	Output 1.1 Capacities of key public institutions strengthened to formulate, coordinate and implement economic reforms and aid management.	Indicator 1.1 Institutional structure for policy coordination established; sectoral plans developed	Prime Minister's Office Ministry of Finance Ministry of Economy and Trade Investment Development Authority in Lebanon.	Total resources: \$30 m Regular: \$0.79m Gov't cost-sharing: \$28.71m 3rd-party cost-sharing: \$0.5m		
			Baseline 1.1 Coordination mechanism in place.				
		Target 1.1 Sectoral plans and economic policies developed and coordinated					
		Output 1.2 Phased fiscal adjustment implemented	Indicator 1.2 Public finance reform programs timely implemented				
			Baseline 1.2 Paris III finance reform initiatives initiated				
			Target 1.2 Public finance reform programs timely implemented				
	Outcome 2 Accountability of state institutions, and inclusive participation, strengthened	Output 2.1 Transparency and accountability in public institutions, and efficiency in administration of justice and parliamentary affairs improved	Indicator 2.1 Capacity and effectiveness developed through training of staff and cost assessments, including through improved communications	Lebanese Parliament Office of the Minister of State for Administrative Reform Lebanese Transparency Association Ministry of Justice	Total resources: \$15m Regular: \$1m Gov't cost-sharing: \$2.5m 3rd-party cost-sharing: \$11.5m		
			Baseline 2.1 Limited public access services in the justice sector and lack of trained parliamentary staff and legislators.				
			Target 2.1 Access to justice enhanced, and national action plans to combat corruption and strengthen human rights endorsed and implemented				
			Output 2.2 Citizenship, participation, and leadership rights for women promoted			Indicator 2.2 Implementation of 3 gender training workshops for UNDP staff and for Public institutions staff working on gender issues	
				Baseline 2.2 Lebanon ratified the Convention on the Elimination of All Forms of Discrimination against Women, with reservations			
				Target 2.2 Implementation of initiatives to support the implementation of Convention committees' concluding comments			
National priority Increased growth performance and improvement of social indicators including employment creation and the reduction of regional inequalities Intended UNDAF outcome (4). By 2014, access of vulnerable groups to sustainable livelihood opportunities and basic social services are improved and regional disparities reduced							
Outcome 4.3 Strengthened policy and institutional framework for elaborating and implementing strategies focused on poverty reduction and equitable economic development	Outcome 1 Strengthened policy and institutional framework for implementing strategies focused on poverty reduction	Output 1.1 Strengthened national and civil society capacities to formulate and implement social development and labor strategies	Indicator 1.1 Social development strategy, MDG-based national development programme, and poverty reduction strategy elaborated and safety nets, including targeting HIV/AIDS patients, expanded	Inter-Ministerial Committee for Social Affairs Ministries of Health, Education, Environment, Central Administration of Statistics	Total resources: \$7.26m Regular: \$1m Gov't cost-sharing: \$2.39m 3rd-party cost-sharing: \$3.87m		
			Baseline 1.1 No national social strategy available; social action plan in place; AIDS national strategic plan in place				
			Target 1.1 The first social development strategy produced, MDG-based national development programme, and poverty reduction strategy for social issues; safety nets expanded; implementation of SAP and AIDS plan supported				
	Outcome 2 Local governance structures in target under-served regions strengthened for better	Output 2.1 Capacities of institutions and community groups strengthened for effective formulation and implementation of regional and local development plans including women and youth	Indicator 2.1 By 2010, local governance structures in four under-served regions with capacity to formulate and implement local development strategic initiatives	Subregional gov't institutions, municipalities Cooperatives and associations Banks	Total resources: \$6.15m Regular: \$1.11m Gov't cost-sharing:		
			Baseline 2.1 Local development initiatives scattered and implemented with limited impact				
			Target 2.1 Four regional working groups established in south Lebanon, north Lebanon, Bekaa, and Beirut suburbs capacity enhanced for formulation of regional development strategies based on territorial profiles				

	representation, participation, and basic local services delivery	Output 2.2 Youth mobilization activities strengthened and inclusive participation in community development enhanced	Indicator 2.2 By 2011, youth groups' participation in community development and decision making at the local level strengthened and increased Baseline 2.2 No youth participation in decision making activities for the development of local communities Target 2.2 By 2011, youth groups, formed of 30% women, participate in the development of four strategic plans and in the implementation of relevant activities at the local level.	Municipalities Civil society orgs and youth groups Local and regional working groups	\$3m 3rd-party cost-sharing: \$2.04m
National priority: To achieve environmental sustainability Intended UNDAF outcome (5). By 2014, improved accessibility and management of natural resources and enhanced response to national and global environmental challenges					
Outcome 5.1 Environmental considerations are mainstreamed in sector/local-level strategies/plans	Outcome 1 Environmental considerations mainstreamed	Output 1.1 Environmental action plans/strategies developed for the relevant line ministries and decentralized structure	Indicator 1.1 Ministerial plans/strategies include environmental considerations such as the Land Use Master Plan Baseline 1.1 Ministerial plans/strategies do not include environmental considerations Target 1.1 At least 2 line ministries develop environmental action plans	Ministry of the Environment; Ministries of Agriculture, Justice, Electricity and Water, Health Ministries of Public Works and Interior (with municipalities)	Total resources: \$9.2m Regular: \$1m 3rd-party cost-sharing: \$8.2 m
	Outcome 2 Government equipped for obligations set by int'l conventions	Output 2.1 Technical and operational capacity of Gov't strengthened to meet its international environmental obligations	Indicator 2.1 Technical units with the Ministry operational and having a higher level of technical expertise related to each concerned environmental convention Baseline 2.1 Specialized technical units exist within ministries Target 2.1 Technical units operational and with the needed capacity		
Outcome 5.2 Increased effective national response to climate change	Outcome 3 Climate change considerations mainstreamed in national priorities	Output 3.1 National sustainable energy strategy developed and its implementation promoted	Indicator 3.1 Market transformation towards more sustainable energy use observed Baseline 3.1 Few sustainable energy applications and projects exist Target 3.1 Increased number of sustainable energy projects implemented at national level	Ministry of Finance, Ministry of Economy and Trade	Total resources: \$16.2m Regular: \$1m 3rd-party cost-sharing: \$15.2 m
		Output 3.2 Effects of climate change identified and measures to adapt implemented including capacity of line ministries	Indicator 3.2 Vulnerability to climate change of key economic sectors assessed Baseline 3.2 Effects of climate change in Lebanon unknown Target 3.2 Impact of climate change on economic sectors identified and analysed		
National priority or goal: National capacities for crisis prevention and recovery enhanced, including disaster management, mine action, youth and reconciliation and Lebanese-Palestinian dialogue Intended UNDAF outcome (1). By 2014, governance reforms and practices, with focus on national dialogue and inclusive participation, and government effectiveness and accountability, are institutionalized at all levels					
Outcome 1 National reconciliation and peacebuilding promoted, with emphasis on inclusive participation	Outcome 1 Government capacities to address critical recovery issues improved	Output 1.1 National capacities for mine action management strengthened	Indicator 1.1 : Nat'l policy framework for mine action/coordination system created Baseline 1.1 Draft national policy on mine action developed Target 1.1 Creation of a national policy framework for mine action and development of an independent management and planning system for mine action coordination	Ministry of Defense-Lebanese Mine Action Center	Total resources: \$9.2m Regular: \$0.6m
		Output 1.2 National capacities to address disaster preparedness strengthened	Target 1.2 Disaster management system developed and implemented Indicator 1.2 Disaster management system in place Baseline 1.2 Needs assessment completed to increase the capacity of civil defense and develop a disaster management system	Ministry of Interior, Civil Defense	
	Outcome 2 Living conditions and trust in Palestinian and Lebanese surrounding communities improved	Output 2.1 Livelihoods of 2.500 families in communities surrounding Nahr el-Bared improved and dialogue enhanced	Indicator 2.1 Level of income for Lebanese in surrounding areas Baseline 2.2 50% for Palestinian refugees; -25% for Lebanese in surrounding areas Target: 2.1 An increase of 5% of income as pre-war levels	Lebanese Palestinian Dialogue Committee, Prime Minister's Office, United Nations Relief and Works Agency	Total resources: \$13.4 m Gov't cost-sharing : \$400,000 3rd-party cost-sharing: \$13 m
			Output 2.2 Service provision in 12 mixed Lebanese-Palestinian areas improved		