United Nations Development Programme

Country: Lebanon
Project Document

Project Title: Community Security and Access to Justice

UNDAF Outcome(s): Outcome 1: By 2016, good governance reforms, with specific focus on national dialogue and inclusive participation, and government effectiveness and accountability, are institutionalized at all levels

Expected CP Outcome(s): Outcome 10 - National capacities towards building sustainable peace strengthened “Social Stability: Strengthen communities and institutions ability to mitigate tensions and prevent conflict, and inform the overall response on the evolution of tensions”.

(Those that are linked to the project and extracted from the Lebanon Crisis Response Plan)

Expected CPAP Output(s):
- Output 1: A comprehensive Programme Document with corresponding project documents to support community police and access to justice programming in Lebanon is developed
- Output 2: partnerships established and resources mobilized
- Output 3: Comprehensive Municipal Policing Strategy developed

2014–2017 Strategic Plan Outcome: Outcome 5: Countries are able to reduce the likelihood of conflict, and lower the risk of natural disasters, including climate change

2014–2017 Strategic Plan Output: Output 5.5. Policy frameworks and institutional mechanisms enabled at the national and sub-national levels for the peaceful management of emerging and recurring conflicts and tensions

Implementing partner: UNDP, Ministry of Ministry of Interior and Municipalities, Ministry of Justice

Executing Entity: UNDP, UNDP, local and international NGOs

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**Brief Description**

This project document contributes to Lebanon Crisis Response Plan 2015-2016 with security and access to justice angles to strengthen the third component of the LCRP – namely “Reinforcing Lebanon’s economic, institutional and social stability”. The project responds to the immediate needs requested by national counterparts at the Ministry of Interior and Municipalities, and at the same time, the initiation phase will assist the country office in developing a rule of law project that serves for long term purposes. The Project aims to provide immediate support as a bridging tool to complement with justice and security dimensions the main UNDP ongoing programme: Lebanon Stabilization and Recovery Programme as it contributes directly to the stabilization efforts. The project also builds on the current partnerships and aims to expand it through undertaking preparatory work to incorporate a most substantial focus on justice and security. The outcome of this project will be the development and launch, in agreement with the Lebanese authorities, of a comprehensive programme document to support community security and access to justice for stabilization in Lebanon in the form of two project documents that correspond to security sector reform and access to justice. The project will also develop a comprehensive municipal policing strategy.
Total resources required: $774,000
Total allocated resources: $774,000
- Regular
- Other:
  - UNDP HQ/BDP: $360,000
  - UNHCR: $400,000
In-kind Contributions: $14,000
(IM staff to be charged on UNDP Peace Building Project for up to $14,000)

Programme Period: From April 24, 2015 until December 31, 2015
Key result area (Strategic Plan): SP Outcome 5, SP Output 5.5
Atlas Award ID: 00088332
Project ID: 00095045
Start date: May 1, 2015
End date: Dec 31, 2015
Management arrangement: DiM

Agreed by UNDP: Luca Renda, Country Director 28-05-2015
I. Background

The rise of the refugees' number in Lebanon is unprecedented as the country is currently hosting more than 1.2 million refugees according to UNHCR statistics. The number of people living in Lebanon has increased by 30% compared to 2011. Lebanon is not a state-party to the UN 1951 Convention relating to the Status of Refugees, and officially the Syrian population is referred by the authorities as 'displaced'. Currently, the Government monitors the statistics of entrances but the government doesn't have accurate data on who are in the country, their locations, their names or their status. Furthermore, resistance to consider civil registration for the Syrians complicates the Syrians' situation in the country. This creates a significant impact on Syrians and pushes for increased statelessness with all associated social and economic elements.

The Ministry of Interior and Municipalities established a 'Syrian Crisis Security Cell' to respond to the impact of Syrians on the Lebanese context but it is limited to security issues. There is one central cell chaired by MoIM and includes representation from the various security apparatuses falling under it as well as representation from a number of ministries. There are also 25 local cells at the district level but the collection of data and the reporting scheme so far in place is inadequate and inefficient. Furthermore, the Internal Security Forces (ISF) is overstretched to respond to the increased security demands at the local level due to the relatively small size of its cadre and many other reasons. The Ministry of Interior and Municipalities mandated the municipalities to rely on their own resources and capacity to ensure security and stability within their territory of jurisdiction. Municipalities' response took different approaches in different locations. Some municipalities integrated the youth to create checkpoints without prior trainings or legal basis which resulted in several harassment incidents against the Syrians. Some others provided weapons for the municipal police; while others imposed curfews at night to limit the movements of the population, which is highly criticized by human rights advocates. It was reported that one municipality decided to evacuate all Syrian refugees for economic reasons arguing that its infrastructure is not functioning at all. All of these practices undermine social cohesion and ultimately the stabilization efforts, driving the Lebanese community to further stress.

Furthermore, there are chronic problems in the justice system such as lack of independence, relatively low efficiency and limited responsiveness. The impact of Syria crisis added additional burden to the justice service with an increase of 25% in the already crowded prisons and detention centres. Similar increase is witnessed in the courts' system where the case logs became higher affecting the processing speed, which was already slow before the crisis.

Access to Justice is an urgent matter especially in this fragile context. The legal aid mechanism lacks minimum standards, especially when dealing with police and due process stage. The Bar Association hosts a division for legal aid but is not efficient in providing pro-bono services, moreover they noticed that the classical approach is not enough, there needs to be a conceptual redesign to address the current/new needs while taking into consideration sustainability in the mid and long terms. At the same time, the judiciary system also requires

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1 See Human Rights Watch reports on municipalities' curfews and maltreatment of Syrians in Lebanon: http://www.hrw.org/node/2014/10/03/lebanon-least-45-local-curfews-imposed-syrian-refugees

2 Al-Om of municipality of Akkar: http://breakingnews.sy/ar/article/51751.html
Further assistance to cope with the increased demand of justice services. Options to reduce case log should be explored and the officials need to assess to which extent they can take risks to counter this problem.

Lebanon has only one central prison (Romieh Prison) with the capacity to host 1050 inmates. Currently Romieh Prison hosts more than 3000 inmates between convicted and detainees. The risk of radicalization is growing in prisons and is a concern in the country. In addition to this prison, there are some 22 police/municipal detention centres. For historical reasons, all these institutions are currently managed by the Ministry of Interior and Municipalities. Efforts are underway to transfer the management of these facilities back to the MoJ. However, assessing the causes of the increase in prisons and detentions and the statuses in prisons require attention as a factor that exacerbates tensions and violence in the community.

I. Justification

The Lebanon Crisis Response Plan 2015-16 lays the foundation on how the Government of Lebanon and its partners will work together to reinforce stability through the Syrian crisis. The LCRP represents the commitment to expedite strategies and funding to mitigate the impact of the crisis on Lebanon’s stability, which in this context translates into strengthening national capacities to address the long-term poverty and social tensions while also meeting the humanitarian needs.

The LCRP, within Area 3 – Reinforcing Lebanon’s economic, institutional and social stability, clearly identified elements that contribute to stabilization in which rule of law and social cohesion are key anchors. The LCRP has 11 different sectors, the elements related to rule of law, access to justice and community security can be identified under the social cohesion sector, which is led by UNDP for the overall LCRP. The focus of work under this sector is to strengthen the ability of communities and institutions to mitigate tensions and prevent conflict, and inform the overall response on the evolution of tensions. Additionally, an important UNDP initiative that is already taking place and is contributing in this area is the Lebanon Stabilization and Recovery Programme, which has specific focus on working with local actors on micro-economy, livelihoods, public services, environmental resources and conflict and crisis management with dedicated focus on social cohesion targeting municipalities, local authorities, and civil society.

Due to the complexity of the context in Lebanon and as reflected earlier, there is an urgent need to add a rule of law intervention at the local and national levels within the social cohesion response/strategy. Given the sensitivity of the political situation, the rule of law intervention requires a detailed mapping and assessment to respond to the needs with adherence to the ‘Do No Harm’ principle.

In this project, the proposed component to contribute to stabilization efforts from a rule of law angle within the overall social cohesion strategy, will be to focus on the security and justice dimensions at the local level, to reduce the stress level in host communities. This will enable UNDP to have a comprehensive approach to address social stability.
This project will enable UNDP to lay the foundation for rapid and concrete support to enhance access to justice and community security. It will aim to:

(i) Respond to immediate data collection needs of the Ministry of Interior and Municipalities;

(ii) Address immediate security needs with specific focus on municipal police functions to mitigate tensions in host communities;

(iii) Position UNDP in the rule of law and access to justice to better respond to the assigned mandate in the Crisis Response Plan with the necessary engagement and partnerships with the national counterparts and international community;

(iv) Establish concrete baseline and in-depth human rights-based assessment of the rule of law, justice sector, security sector with specific focus on municipal police needs, work in prisons, reducing violence at community level, legal aid and security cells' needs and establishing a programmatic baselines for longer term; and

(v) Develop and launch the Community Security and Access to Justice projects for UNDP in Lebanon.

The ultimate goal of this initiation phase is to position UNDP in the area of rule of law and security to better respond to the resilience needs in Lebanon. Therefore, the project proposes activities to lay the foundation for a solid engagement in the rule of law, justice security and human rights area that responds to immediate needs and serve for longer term purposes. It addresses immediate needs with direct activities to respond to government counterparts immediate requests of assistance and position UNDP on this area for a stronger future engagement. Furthermore, efforts will be dedicated to bring together work at the local and community level and link with a direct dialogue with the officials at the national level.

As such, the project will allow for a continuation and expansion of good practice at the municipality level, while at the same time also deepening specific technical analysis of key issues, exploring programming options and further deepening of partnerships throughout with civil society, state actors, development partners and donors. The major outcome of the Project Initiation Phase will be a comprehensive programme that addresses the security and justice needs in the form of projects agreed by national and local stakeholders in the country with a strong buy-in from donors.

The proposed intervention in this initiation period will be delivered through hiring of one international security and justice expert and one national project coordinator who will assist with the needed local technical expertise. They will produce an in-depth human rights-based assessment that will inform the future projects. Their assessment and mapping is required to be as deep as possible in order to enable UNDP to apply ‘Do no Harm’ principle in such complicated political situation. The team will also work on ensuring the national counterparts’ buy-in and ownership during the assessment phase and development of the project.

Their work will be aligned with the Crisis Response Plan and UNDP’s priorities as outlined in this proposal. The team will be communicating with the Lebanon country office, specifically the conflict prevention and democratic governance programmes which will ensure that they
are building on the current initiatives, coordinating with the counterparts with unified messages, benefiting from the already invested relationships with the governments officials, local civil society and development partners.

II. Expected Outputs

Output 1: A comprehensive Programme Document with corresponding project documents to support community police and access to justice programming in Lebanon is developed

A comprehensive Programme Document with corresponding project documents with Annual Work Plans (AWP) will be developed and finalized during this phase. Benchmarks will be established for baseline for an integrated approach for community security and access to justice programming for municipalities and justice sector institutions. A capacity assessment and in-depth human rights-based assessment will be undertaken to identify channels for implementation.

The development of Project Documents will be undertaken in a participatory manner in which the team will collect inputs from the key stakeholders (outreach to various government departments, civil society organizations, UN agencies, donors, and other relevant stakeholders). At the final stage the team will present the project document and the multi-year work-plan with budgets to MOI, donors and other key stakeholders for finalization and approval.

Activity 1.1: Assessment and establishment of baselines

- In-depth and comprehensive background review for relevant rule of law, justice, human rights and security sector with focus on needs in host communities. The assessment has to include mapping rule of law, justice, security and human rights key developments. This can cover main problem-solution issues, challenges, and key actors in host communities and tools can be used to inform the project document. The review should build on existing data and assessments as well as touch base on planned, ongoing and completed projects in the area of security and justice, including programmes carried out in Lebanon and identify good practices in rule of law, justice and security in host communities (by national institutions, CSOs and international organizations).
- The field assessment might include hiring a small team to conduct field assessment on security at local level in selected locations with close consultation and coordination with UNDP Country Office.
- Specific capacity assessment of selected municipalities and municipal police. Assessment of municipalities will focus on its capacity to undertake human rights based participatory consultation for the design, implementation and monitoring of community security initiatives. Assessment of municipal police requires a combination of desk review on the current legal and regulatory frameworks; any relevant existing assessment conducted by others and field assessment in selected locations.
- Capacity assessment of local organizations to engage in advocacy, oversight and participate in the development and monitoring of community security activities.
- Desk review of existing national strategies, policies, frameworks and plans that focus on community security, access to justice and violence prevention.
Activity 1.2: Develop programmatic options and solutions
Based on the findings of the assessment and in close consultation with UNDP Country Office and the Rule of Law team in NY and Amman; the consultant will develop programmatic options on key thematic areas; below are few indicative options to consider:
- Prepare options on municipal police models, functions, operations, capacity development and strategies to roll out
- Prepare options for national legal aid model, for the short and medium term provision of legal aid services and assistance with outlines on partners, strategies, possible geographical coverage and indicative costing of options
- Identify potential municipalities, stakeholders and civil society in communities to be involved in violence prevention activities

Activity 1.3: Validation of the assessment report and programmatic options:
The assessment findings and the proposed options must be validated with national counterparts through:
- Organizing a validation workshop/meeting to engage the government and key stakeholders in a dialogue that is focused on municipal police in terms of options and way forward
- Develop a network of key national counterparts (municipalities, CSOs etc) that will advance the work at local level on violence prevention
- Mobilize international community that exists in Lebanon to be engaged in violence prevention and interested to advance justice and social cohesion efforts
- Validation of legal aid options and engagement of key actors on a roadmap on legal aid services/access to justice assistance

Activity 1.4: Formulation, adoption and launch of the Community Security and Access to Justice Programme in UNDP Lebanon Office
The major deliverable is developing and launching the Community Security and Access to Justice Programme and their corresponding project documents for UNDP Country Office to serve in Lebanon. Below are the major activities on this front:
- Upon validation of options; finalize the draft of the Justice and Security programme document, with close consultation and coordination with UNDP Offices in Lebanon, regional hub in Amman and NY. The document shall take into consideration UNDP’s global and regional rule of law frameworks and guidelines. The project documents that are derived will take into consideration existing support provided by international partners, and be closely coordinated with other UN entities, such as UNHCR, UNODC and others
- Launch the Programme and initial implementation of activities to jump start the programme (projects teams’ recruitment, work planning and initial activities).

Output 2: partnerships established and resources mobilized
During the initiation phase, the project will have particular focus on donor relations, public outreach and resource mobilization. A resource mobilization plan on how to attract donors will be developed. A national consultation on options and solutions will be undertaken during the initiation phase with strong engagements and discussions with key counterparts and donors.
This strategy will build the momentum for the new programme with donors and stakeholders and will assist in developing a solid intervention that is financially and technically secured.

**Output 3: Comprehensive Municipal Policing Strategy developed**

For the first time in post war Lebanon, law enforcement has been significantly undertaken by locally elected authorities through their municipal police. To reap the benefits of this devolution of power special attention needs to be given to the development of a comprehensive locally driven security strategy that guarantees both the security of the hosting and refugee communities.

To date, municipal police have not yet been provided with uniform procedures, resources or specific training needed for their responsibilities or to address the refugee context. Moreover, the lack of clarity on municipal police mandate coupled with the limited guidance from central authorities and varying linkages or coordination levels with state security forces at the regional level have often driven municipalities to devise their own mechanisms for law enforcement with municipal police being the primary respondents to security incidents. The complexity of these devised mechanisms and lawful practices vary from one area to another depending on the size of the municipality, its available resources, and its geographical location.

In its capacity as a national sovereign entity that regulates and manages local authorities and internal security forces, the MOIM will be the main partner that oversees, executes, and monitors the successful development and implementation of the strategy that consists of the following:

**Activity 3.1: Developing standard municipal policing procedures and a code of conduct in partnership with relevant stakeholders whether international, national, or local**

Municipal police will be assisted in developing a policing strategy that clarifies their role as first responder, communication with ISF and other counterparts and understanding the needs of the local community and refugees. As part of this, municipal police will be assisted in developing standard operating procedures to implement the strategy as well as a code of conduct which will set out the legal and ethical standards by which all municipal police must abide. Once endorsed by MOIM, these standard procedures and code of conduct can be disseminated to municipalities throughout the country.

**Activity 3.2: Providing training and material assistance to municipal police in accordance with the newly developed SOPs and code of conduct;**

Municipal police will be provided with training related to the standard operating procedures and code of conduct, community policing, preventive and response mechanisms, conflict resolution, mediation, and dealing with trauma. In collaboration with other security sector reform programs, the training will build on modules and best practices developed by the Community Policing Pilot Project in Ras Beirut and can be conducted at the ISF Academy or in the municipalities themselves. Depending on the municipalities’ needs, some material assistance will be provided, primarily in the areas of communication, transportation and office equipment.

**Activity 3.3: Enhancing relations and partnerships between law enforcement authorities and the community including refugees**
Municipal police, ISF, and the local community will be engaged in partnership activities aimed at enhancing communication and interaction between them and improving perceptions of the police. Trainings on joint problem identification and conflict mediation will be provided, after which municipal police and community representatives will develop and implement joint projects aimed at improving the security environment. The first group of Union of municipalities and municipalities that will be targeted will be selected according to the number of refugees.

Activity 3.4: Providing the Central and Regional Security Cells with training and material assistance to their functioning
The Central Security cell and the 25 corresponding regional security cells mandated to follow up on security-related matters related to the Syrian Refugees crisis in Lebanon will be provided with training on using the tensions assessment tool and software, as well as material assistance in the areas of communication, and office equipment.
### III. ANNUAL WORKPLAN

**Year: 2015**

<table>
<thead>
<tr>
<th>Expected Outputs</th>
<th>Planned Activities</th>
<th>Timeframe</th>
<th>Responsible Party</th>
<th>Planned Budget</th>
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</thead>
<tbody>
<tr>
<td><strong>Output 1:</strong> And baseline, indicators including annual targets</td>
<td>Assessment and establishment of baselines</td>
<td>Q1</td>
<td>UNDP</td>
<td>TTF</td>
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<td></td>
<td>Develop programmatic options and solutions</td>
<td>Q2</td>
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<td></td>
<td>Validation of the assessment report and programmatic options</td>
<td>Q4</td>
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<td></td>
<td>Formulation, adoption and launch of the Community Security and Access to Justice framework with corresponding project documents</td>
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<td></td>
<td>Provide ongoing technical input on the municipal police initiative</td>
<td>Q1</td>
<td>Q2</td>
<td>Q3</td>
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<td><strong>Total Output 1</strong></td>
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<tr>
<td><strong>Output 2:</strong> Partnerships established and Resource mobilized</td>
<td>1. international community will be solicited during the development of the assessment methodology</td>
<td>Q1</td>
<td>Q2</td>
<td>Q3</td>
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<td></td>
<td>2. partnerships will be established while designing and delivering key events</td>
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**Baseline:**
- No programme dedicated for community police and access to justice;
- Ongoing projects do not respond to ROL needs in host communities

**Targets:**
- Full-fledged project that is integrated to the social stability response strategy

**Total Output 1** 360,000
<table>
<thead>
<tr>
<th>Targets:</th>
<th>(validation workshop, programming options workshop)</th>
<th></th>
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<th>UNHCR</th>
<th>Project Coordinator</th>
<th>30,024</th>
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<tbody>
<tr>
<td>Project document endorsed by the international partners</td>
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<td>Rent</td>
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<tr>
<td>50% of the new project budget is already secured</td>
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<td><strong>Total Output 2</strong></td>
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<td><strong>Output 3: Develop a comprehensive municipal policing strategy</strong></td>
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<td>Consultants</td>
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<td>25 crisis cells are created without being provided with the necessary tools or training</td>
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<td>Printing and publications</td>
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<td><strong>Targets:</strong></td>
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<td></td>
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<td>Material Assistance</td>
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<td>Clear governance structure and accountability mechanisms developed</td>
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<td>Training, Workshops,</td>
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<td>Functioning crisis cells that monitor the social stability situation across the country</td>
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<td>printings and publications,</td>
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<tr>
<td>Utilized data that inform the social, economic and security policies and plans in the country</td>
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<td>catering and miscellaneous</td>
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<tr>
<td><strong>Enhancing relations and partnerships between law enforcement authorities and the community including refugees;</strong></td>
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<td>Consultancies</td>
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<td><strong>Providing the Central and Regional Security Cells with training and material assistance to their functioning;</strong></td>
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