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## Lebanon Recovery Fund

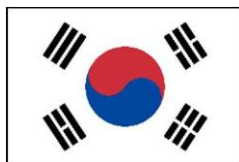
### 2024 Annual Progress Report

May 2025

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## Contributing Partners



## Participating UN Organizations



## Abbreviations and Acronyms

3RF - Lebanon Reform, Recovery, and Reconstruction Framework  
CAS - Central Administration of Statistics  
CF - Cooperation Framework  
CPD - Consumer Protection Directorate  
CSP - Coordinated UN Support to Parliament  
DIRC - Data Interpretation and Report Compilation  
DG - Director General  
FAO - Food and Agriculture Organization of the United Nations  
FST - Food System Transformation  
IDRAC - Institute for Development, Research, Advocacy and Applied Care  
ILO - International Labour Organization  
IMF - International Monetary Fund  
IT - Information Technology  
LRF - Lebanon Recovery Fund  
LRP - Lebanon Response Plan  
MEHE - Ministry of Education and Higher Education  
MICS - Multiple Indicator Cluster Survey  
MoEW - Ministry of Energy and Water  
MoET - Ministry of Economy & Trade  
Mol - Ministry of Interior and Municipalities  
MoPH - Ministry of Public Health  
MoSA - Ministry of Social Affairs  
MSME - Micro-, Small and Medium-sized Enterprise  
MPTF Office - Multi-Partner Trust Fund Office (Administrative Agent of the LRF)  
NSSF - National Social Security Fund  
PSEA - Prevention of Sexual Exploitation and Abuse  
PUNO - Participating UN Organization  
RC - Resident Coordinator  
SC - Steering Committee  
SDG - Sustainable Development Goal  
UN - United Nations  
UNCT - United Nations Country Team  
UNDP - United Nations Development Programme  
UNEP - United Nations Environment

Programme  
UNESCO - United Nations Educational, Scientific and Cultural Organization  
UNFPA - United Nations Population Fund  
UNHCR - United Nations High Commissioner for Refugees  
UNIDO - United Nations Industrial Development Organization  
UNICEF - United Nations Children's Fund  
UNRCO - United Nations Resident Coordinator's Office  
UNSDCF - United Nations Sustainable Development Cooperation Framework  
UNW - UN Women  
WEP - Women's Empowerment Principle  
WHO - World Health Organization

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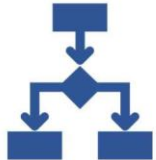






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## 2024 at a Glance

	Two ongoing programmes investing USD 395,800 in coordination of parliamentary support and data collection for evidence-based policy making
	UN-Parliament Partnership Compact operationalized, strengthening collaboration between the UN Country Team and Lebanese Parliament on reform priorities
	Comprehensive pension system law for private sector workers passed with UN technical support, reshaping governance of the National Social Security Fund
	Parliamentary budget literacy and engagement with non-state actors strengthened through coordinated UN efforts.
	Food Systems Transformation National Pathway recognized internationally at high-level forums as part of Lebanon's commitment to SDGs
	MICS data collection completed in five governorates (North, Akkar, Beirut, Mount Lebanon, and Bekaa), informal settlements, and Palestinian camps
	MICS analysis phase completed with over 200 indicators across sectors such as health, education, nutrition, and child protection
	Despite regional tensions and conflict between September-November 2024, essential data-gathering and analysis continued to support evidence-based policymaking



## Country Context

Lebanon continues to grapple with multiple overlapping crises that have deepened vulnerabilities across the country. The protracted economic collapse, ongoing political paralysis, and regional instability have compounded hardships for the population, particularly the groups most at risk. Since October 2023, hostilities along the Blue Line—which escalated significantly between September and November 2024—have gravely exacerbated the situation. These developments, unfolding within the broader context of Lebanon's ongoing economic and governance crises, have led to severe humanitarian and infrastructural consequences, taking a devastating toll on civilian lives and property.

More than 4,250 people in Lebanon have been killed during the conflict, including more than 1,100 women and children, and 241 medical workers, while more than 17,500 others have been injured. While a ceasefire has been in place since November 27 2024, its continued violations, political realignments, and heightened tensions along the border between Lebanon and Syria make the path to recovery uncertain.



Mass casualties and displacement have strained already-limited resources and social support networks. The destruction of housing, infrastructure, and the environment has been extensive, with financial losses estimated in the billions of dollars. The scale of devastation raises serious concerns about compliance with International Humanitarian Law and International Human Rights Law.

Among the most affected are Lebanon's at risk and marginalised populations, including women, children, the elderly, refugees, migrants, and persons with disabilities. These groups face immense challenges in meeting basic needs, as displacement and loss of livelihoods have further weakened their resilience. The conflict has also dealt a severe blow to critical sectors, worsening the country's ongoing economic decline. Housing, agriculture, water and power infrastructure have been particularly hard-hit, while the destruction of nearly a thousand essential facilities—including schools, healthcare centers, and utilities—has further deepened the humanitarian crisis.

Following the ceasefire agreement, Lebanon has seen varying patterns of return among displaced communities. The extent of return has been shaped by the level of destruction in affected areas, along with security and economic considerations. Ongoing ceasefire violations continue to cast doubt on the durability of peace efforts.

Amidst the fragile ceasefire, key political developments have unfolded. After a prolonged period of political deadlock, Lebanon is expected to hold presidential elections in early 2025 followed by a formation of a new government.

## 2024 Results and Achievements

The Annual Progress Report on Activities Implemented under the Lebanon Recovery Fund (LRF) covers the period from 1 January to 31 December 2024 and reports on the progress, achievements, and challenges of the two projects operational during this period. The annual report is consolidated using information from individual progress reports and financial statements submitted by Participating Organizations.<sup>1</sup>

**Table 1: Ongoing programmes (1 January – 31 December 2024) in US Dollars**

Programme Number and Title		Participating Organization	Total Approved Amount	Start Date	Completion date
00133476	<b>LRF-34 Support the digitization of consumer protection services to reduce inequalities and vulnerabilities</b>	UNDP	326,400	30 Sep 2022	30 Mar 2024
00133714	<b>LRF-35 Coordinated UN Support to Parliament (CSP)</b>	UNICEF	149,800	28 Oct 2022	26 Oct 2024
00140350	<b>LRF-36 2023 Lebanon Multiple Indicator Cluster Survey (MICS)</b>	UNICEF	246,000	26 Sep 2023	21 Aug 2024
<b>Total for Lebanon Recovery Fund ongoing projects</b>			<b>722,200</b>		

In 2024, the LRF concluded its eighteenth year of operations funding a total of USD 64.2 million to 36 programmes. Since its inception and as of 31 December 2025, contributions have been received from Germany, India, Korea, Spain, Sweden, Romania, and Canada. During the same period, the Administrative Agent transferred to nine Participating Organizations (FAO, ILO, UN Women, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNIDO). Expenditure for the LRF as of 31 December 2024 was USD 62.9 million, with three active programmes during the reporting period. Report and financial data pertaining to the Lebanon Recovery Fund is available on the LRF section of the [MPTF Office GATEWAY website](#).

<sup>1</sup> This report is neither an evaluation of the LRF nor the MPTF Office's assessment of the performance of Participating Organizations. The report provides a comprehensive overview of achievements and challenges associated with programmes funded through the LRF.

## LRF-34 Support the Digitization of Consumer Protection Services to Reduce Inequalities and Vulnerabilities



**Table 3: LRF 34 programme Summary**

<b>Programme Title</b>	LRF-34 Support the digitization of consumer protection services to reduce inequalities and vulnerabilities
<b>Total Approved Amount</b>	US\$ 326,400
<b>Participating UN Organization</b>	UNDP
<b>Programme Duration</b>	September 2022 – March 2024
<b>Key Objective</b>	To support the Ministry of Economy and Trade in simplifying and digitizing key procedures and processes that strengthens consumer protection and shield consumers against unfair market practices, especially in critical sectors such as food and energy, where the disadvantaged and vulnerable groups are most likely to be affected by unfair practices. The programme harnessed the expertise of UNDP in developing innovative solutions to increase transparency, accountability, and fair competition that works for the most vulnerable.

The LRF-34 programme successfully transformed the Consumer Protection Directorate (CPD) services through comprehensive digitization, establishing it as a national priority project addressing urgent consumer rights issues across Lebanon. In a context where violations related to pricing, access to basic utilities, and product quality have intensified over the past two years, the programme created innovative tools to safeguard consumer rights and streamline business licensing procedures.

### **Comprehensive Process Mapping and Re-engineering**

The programme conducted a detailed mapping of all 20 processes handled by the Consumer Protection Directorate, analyzing internal and external stakeholders, documentation requirements, and staff responsibilities at each stage. This thorough assessment led to the development of optimized target processes that significantly reduced processing time for both consumers and businesses. The mapping exercise differentiated between trade and non-trade procedures to enhance user experience when applying for licenses.

Through a series of participatory workshops with CPD staff, the programme ensured full inclusion and ownership across all phases of the digitization process. This collaborative approach was essential for successful implementation and sustainability of the new system.

### **Advanced Digital Platform Development**



Following the business process re-engineering phase, the programme developed a comprehensive online platform and web application that streamlines the submission and monitoring of consumer complaints and facilitates electronic licensing for businesses in sectors like utilities, food and beverages, and publishing. The system architecture was designed to reduce procedural steps for businesses and incorporated features for online payments and electronic signatures, developed in coordination with the Ministry of Finance and the IT Parliamentary Committee.

A significant accomplishment was the development of customized dashboards for CPD staff, providing them with granular, disaggregated, and gender-disaggregated data. This data-driven approach enhanced the directorate's capacity for targeted policymaking to improve consumer satisfaction in the long term. The dashboards included key performance indicators to track the efficiency of complaint management and licensing applications.

### **Gender-Transformative Approach**

The programme went beyond its original objectives by institutionalizing gender-transformative tools within the Consumer Protection Directorate. Gender perspectives were embedded across all forms and templates in the platform's front-end, ensuring that policy makers in the Ministry of Economy and Trade would have critical information to develop policies that safeguard consumer rights, particularly for vulnerable groups.

By incorporating gender-sensitive components, the system helps identify patterns of consumer rights violations affecting different demographic groups, enabling more equitable and targeted interventions. This inclusive approach ensures that the needs of women, youth, and persons with disabilities are explicitly considered in consumer protection policies and implementation.

### **Capacity Building and Implementation**

To ensure effective adoption of the new system, the programme developed comprehensive training materials and conducted sessions for approximately 100 staff members, including inspectors and administrative personnel. These trainings covered system usage, data entry protocols, and reporting functionalities, ensuring that staff could fully leverage the platform's capabilities.

The programme also implemented a communication plan to raise awareness about the new digital services among intended beneficiaries. This outreach effort has contributed to high adoption rates, with over 3,500 entities projected to use the portal by 2024, significantly exceeding the initial target of 1,000 users.

The successful implementation of this programme marks an important step in Lebanon's e-government initiative, serving as a model for other government entities and paving the way for more comprehensive digitization of public services. By simplifying procedures and increasing transparency, the programme contributes to broader goals of reducing corruption and improving public administration efficiency in line with the National Digital Transformation Strategy.

## LRF-35 Coordinated UN Support to Parliament (CSP)



**Table 2: LRF 35 programme Summary**

<b>Programme Title</b>	LRF-35 Coordinated UN Support to Parliament (CSP)
<b>Total Approved Amount</b>	US\$ 149, 800
<b>Participating UN Organization</b>	UNICEF
<b>Programme Duration</b>	October 2022 - October 2024
<b>Key Objective</b>	To operationalize the signed UN-Parliament partnership compact and supporting collaboration between the UN Country Team (UNCT) and the Lebanese Parliament toward reform priorities identified in the compact. The programme will be implemented in close collaboration with the Lebanese Parliament, namely the Parliamentary Committees to help address the needs of the people living in Lebanon.

The LRF-35 programme successfully achieved its objectives of operationalizing the UN-Parliament Partnership Compact and strengthening collaboration between the UN Country Team and the Lebanese Parliament toward reform priorities. The programme was structured around four key outputs that together contributed to enhancing governance and promoting sustainable development in Lebanon.

### **Output 1.1: Improved Coordinated Parliamentary UN Support**

Throughout 2024, the UNRCO continued to facilitate engagements with parliamentary officials and maintained the comprehensive mapping of UN entities' support activities for Parliament. This mapping identified UN organizations providing direct or indirect support to the Lebanese Parliament, encompassing critical areas such as social protection, labor, human rights, justice, education, and youth.

The mapping exercise proved valuable in enhancing coordination among UN entities and preventing duplication of efforts. It enabled a more strategic approach to parliamentary engagement, ensuring that UN support was aligned with national priorities and leveraged the diverse expertise available across UN agencies. This coordinated framework strengthened the UN-Parliament partnership and contributed to more effective governance support during a challenging period for Lebanon.

### **Output 1.2: Reform Priorities Jointly Identified with Parliament Officials**

The programme successfully facilitated collaborative identification of priority reforms where the UN Country Team could provide valuable expertise and support. A notable achievement was the continued development of Lebanon's Food System Transformation (FST) initiative, with the UN supporting the National Convener for FST, MP Inaya Ezzedine, and key international partners.

The FST National Pathway received international recognition at high-level forums as part of Lebanon's commitment to SDG2 (ending hunger) and broader sustainable development goals. It established a comprehensive roadmap addressing the right to food and related reforms in sectors including education, agriculture, and labor, creating a robust legislative entry point for further development efforts.

Following the formation of the new government in early 2025, the programme supported coordination between parliamentary committees and newly appointed ministers to ensure continuity of reform priorities. This facilitated improved alignment between legislative and executive branches during the political transition period.

### **Output 1.3: Progress on Legal Reform Priorities Monitored and Communicated**

The programme maintained continuous monitoring and communication of progress on reform initiatives throughout 2024. It supported the Parliament's engagement with the Lebanon Reform, Recovery, and Reconstruction Framework (3RF), which served as an inclusive dialogue platform among Lebanese state counterparts, civil society organizations, donors, and international stakeholders.

A significant achievement was the implementation of the parliamentary budget literacy initiative, developed in partnership with local institutions and national think tanks. Despite initial delays due to regional tensions, the initiative successfully launched in the latter half of 2024, empowering MPs with knowledge to scrutinize budget allocations effectively and engage with non-state actors on fiscal priorities.

The programme documented several legislative achievements, including amendments to strengthen the regulatory framework for public-private partnerships and improvements to laws governing small and medium enterprises. These reforms were particularly important in the context of economic recovery efforts.

### **Output 1.4: UN-Parliament Partnership Compact Assessed and Updated**

Following the formation of the new government in February 2025, the programme facilitated a comprehensive review and update of the UN-Parliament Partnership Compact. This process involved extensive consultations with parliamentary committees, the newly appointed cabinet, and UN agencies to ensure alignment with Lebanon's evolving governance priorities.

The updated compact incorporated lessons learned from previous collaboration, particularly the successful passage of the comprehensive pension system law for private sector workers in December 2023. This landmark legislation, developed with UN technical support, fundamentally reshaped the governance of the National Social Security Fund (NSSF) and remains one of the most significant socioeconomic reforms Lebanon has witnessed in decades.

The review process also identified new priority areas for collaboration, including environmental legislation, digital governance, and economic recovery initiatives. These priorities were integrated into the revised compact, ensuring its continued relevance in supporting Lebanon's governance reforms.

## LRF-36 2023 Lebanon Multiple Indicator Cluster Survey (MICS)



**Table 3: LRF 36 programme Summary**

<b>Programme Title</b>	LRF-36 2023 Lebanon Multiple Indicator Cluster Survey (MICS)
<b>Total Approved Amount</b>	US\$ 246,000
<b>Participating UN Organization</b>	UNICEF
<b>Programme Duration</b>	25 September 2023 - 21 August 2024
<b>Key Objective</b>	To provide government and non-government stakeholders with reliable estimates on the situation of girls, boys, and women, to inform policies, strategies, and report on Sustainable Development Goals' indicators, while also building the national and sub-national capacities in generating and using data related to children and women.

The LRF-36 MICS programme successfully achieved its objective of strengthening Lebanon's national data system and generating high-quality, disaggregated data on the situation of children and women. Despite significant challenges, including the interruption of fieldwork due to regional conflict, the programme made substantial progress across multiple phases of implementation.

### **Phase 1-2: Planning, Preparation, and Training**

The programme built upon the solid foundation established in 2023, when a Memorandum of Understanding was signed between the Prime Minister and UNICEF Lebanon Representative, formally endorsing the MICS as a national priority. The sampling strategy was finalized with support from UNICEF global experts, designing a sample of approximately 17,800 households to ensure national and regional representativeness.

In early 2024, the programme conducted refresher training for field teams to ensure methodological consistency and data quality. This training reinforced the comprehensive capacity building conducted in 2023, which had equipped 190 field team members with the skills needed for data collection across five key questionnaires: Household, Children Under-5 years, Children 5-17 years, Women 15-49 years, and Water Quality Testing.

### **Phase 3-4: Data Collection and Analysis**

Following the disruption of fieldwork in October 2023 due to cross-border conflict, the programme made the strategic decision to proceed with analysis of available data rather than waiting indefinitely for conditions to allow completion of data collection in all regions. By the end of the fieldwork, approximately 70% of the planned data was collected, with complete coverage in North, Akkar, and Beirut governorates, substantial coverage in Mount Lebanon and Bekaa (around 80%), partial coverage in Baalbeck-Hermel (40%), and limited coverage in South and Nabatieh governorates (below 20%). Additionally, data was successfully collected from households in informal tented settlements and all 12 Palestinian camps.

The analysis phase, completed in 2024, was carried out through close collaboration between UNICEF, the Central Administration of Statistics (CAS), and the global MICS team. This rigorous process produced comprehensive statistical tables covering more than 200 key indicators across sectors including health, education, nutrition, child protection, water and sanitation, and early childhood development. All indicators were disaggregated by sex, age group, nationality, disability status, and other relevant demographic variables, providing rich evidence to inform equity-focused policy and programming.

### **Phase 5: Report Development and Data Interpretation**

A significant achievement in 2024 was the organization of the Data Interpretation and Report Compilation (DIRC) workshop, which convened representatives from key line ministries and national stakeholders. This participatory process enabled joint review and contextualization of the findings within Lebanon's current socioeconomic environment. The workshop generated valuable cross-sectoral insights and informed the drafting of the national MICS report, ensuring that it reflected both statistical results and the perspectives of national actors.

The programme produced several key outputs in 2024, including:

1. Complete tabulations of all results for the five covered governorates, informal settlements, and Palestinian camps
2. A validated microdata set prepared according to international standards
3. A comprehensive draft Survey Findings Report documenting key trends and patterns
4. Initial thematic statistical snapshots focusing on priority sectors

### **Phase 6: Dissemination Planning**

By the end of 2024, preparations were well underway for the dissemination of MICS results. The programme developed a comprehensive dissemination strategy in coordination with CAS, including plans for a high-level launching event to be held in the Grand Serail in 2025, to be led by the Prime Minister of Lebanon. This strategy aims to ensure wide access to and utilization of the MICS data by government officials, UN agencies, donors, development partners, civil society, and media.

The funding provided by the LRF was instrumental in covering the gap needed to secure full funding for the MICS, particularly supporting the costs of field workers during the data collection phase.

## Looking Ahead

With the conclusion of three major programmes in 2024 and the formation of a new government expected in early 2025, the LRF is positioned to play a critical role in Lebanon's recovery and reconstruction efforts. The Steering Committee, co-chaired by the Prime Minister and the UN Resident Coordinator, along with representatives from key ministries and contributing donors, has identified initial flagship UN joint programmes that address urgent priorities.

These flagship programmes focus on immediate urgent support complemented with sustainable solutions in the medium and long term, covering basic services, national capacities, and livelihoods. The LRF, identified as a key tool at the Paris conference in October 2024, will focus on upcoming recovery efforts, with minimal transaction costs as the context evolves.

The programmes prioritize: providing comprehensive support to both displaced populations and the local economy; evidence-based planning through improved data collection and monitoring; environmentally sound debris removal and management; strengthening social protection systems; addressing pressures on basic service infrastructure; mainstreaming good governance in reconstruction; and strengthening bilateral and triangular trade opportunities, particularly within the region.

The LRF facilitates the Government of Lebanon's coordination of international assistance by ensuring each joint programme is implemented by UN organizations, aligned to Government priorities, formulated in consultation with concerned ministries and communities, and subject to oversight by the LRF steering committee. This approach promotes transparency through the MPTF Gateway, while complementing bilateral work of UN organizations through joint programming that leverages comparative advantages.

As Lebanon navigates this pivotal moment, with immense challenges but also new opportunities under the fragile ceasefire, the LRF will continue serving as a bridge between humanitarian, peace and security, and development support. By enabling the UN Development System to promote synergies and deliver integrated multi-year actions, it directly addresses root causes of rising vulnerabilities while unlocking longer-term development opportunities under the UN Sustainable Development Cooperation Framework.

Additional resources for the LRF will be vital to implement these flagship programmes and advance prompt recovery, further stabilization, and sustainable development efforts in Lebanon during this critical transition period.