

MIGRANT SUPPORT MEASURES FROM AN EMPLOYMENT AND SKILLS PERSPECTIVE (MISMES)

LEBANON



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PREFACE

In previous years the European Training Foundation (ETF) conducted studies on migration and skills, focusing on specific countries neighbouring the European Union (EU) (ETF, 2013; World Bank and ETF, 2010). This earlier research provided evidence on the skills profiles of migrants, and how those skills are underutilised abroad and upon return. It also demonstrated the need to develop policy measures to support migrants in improving their skills to match the available jobs, for the benefit of the receiving countries, the countries of origin and the migrants themselves (ETF, 2014).

As a result, an inventory of migrant support measures from an employment and skills perspective (MISMES) implemented in various countries of origin was launched and carried out in 2014–15 by the ETF, with the support of the Migration Policy Centre at the European University Institute. The MISMES Global Inventory (ETF, 2015a) reviewed 11 types of support provided to emigrants, structured around the four phases of the migration cycle: pre-migration, during migration, post-migration and multi-dimensional MISMES. In addition, MISMES country reports conducted similar inventories for Armenia, Georgia, Moldova, Morocco and Tunisia (ETF, 2015b–f).

The latest MISMES inventories in Jordan and Lebanon, are follow-up studies on MISMES practices. However, due to the country's unique circumstances, the Lebanon report targeted not only Lebanese emigrants and returnees, but also foreign labour immigrants and refugees and asylum seekers. In this report, MISMES are defined as specific policy interventions in all phases of the migration cycle, targeting those particular groups. To qualify as MISMES, policy interventions should mobilise specific budget resources (regardless of who funds or implements the action) to achieve labour market integration or skills utilisation or enhancement goals, usually over a decade (between 2006 and 2016).

MISMES are aimed at improving the labour market integration of immigrant and emigrant workers, refugees and returnees by facilitating decent work, labour mobility, job matching, livelihood and employment skills, as well as access to labour market information and the protection of migrant workers' and refugees' rights. They are also aimed at reducing the underutilisation of migrants' skills and improving skills matching more generally through skills development, work-based learning, career guidance and counselling, and the recognition and validation of skills. Measures are considered to be 'good practice' when they not only cover skills and employment training and job matching, but also seek to strengthen social cohesion.

The report is structured into four chapters. The first provides migration facts and figures for the three specific migrant groups in Lebanon and reviews key aspects of migration policies, legal frameworks and stakeholders in the country. The second chapter gives an overview of the MISMES inventory, including a list of all migrant support measures and initiatives mapped in Lebanon. The third chapter focuses on three promising MISMES initiatives selected from the full MISMES inventory, chosen as examples of good practice for more detailed case studies. Finally, the fourth chapter summarises the conclusions and develops some recommendations on the success of such initiatives for policy makers.

The final report was drafted and coordinated by ETF expert Francesca Rosso, based on initial draft by Guita Hourani and revision complemented by Ruth Ferrero-Turrion (Universidad Complutense de Madrid). ETF experts Ummuhan Bardak and Simona Rinaldi provided inputs and feedback during the drafting process. The report was reviewed by the Delegation of the EU to Lebanon and includes inputs received during a dissemination event held in Beirut in July 2017. The study has greatly benefited from the assistance and collaboration of many institutions and individuals interviewed on the implementation of migrant support measures. The ETF would like to thank the many practitioners who shared information on specific MISMES and their views on them during interviews. A list of institutions interviewed (without individual names to preserve anonymity) is presented in Annex 1.

EXECUTIVE SUMMARY

Lebanon has historically been a migration country, this phenomenon being part of Lebanese identity itself, with diversity one of its main characteristics. Movement of people, both in and out of the country, has been the norm, for both economic and sociopolitical reasons. According to the most recent data provided from the World Bank, in 2013 there were 885 000 Lebanese migrants living abroad (i.e. the diaspora¹) (RSCAS, 2017). However, frequent claims are made that there are several million Lebanese in the diaspora, taking into consideration individuals of Lebanese descent. The General Directorate of Emigrants states there are nearly 10 million Lebanese living abroad. There has been an upsurge in outward migration from Lebanon, and remittances continue to represent an essential part of the country's gross domestic product (GDP) – up to 14.9% of GDP in 2015. Lebanese emigration differs from migration from other countries in the region (with the exception of Jordan), as it is generally medium- to high-skilled emigration. Almost 50% of emigrants have at least secondary education and 25% have tertiary education, which means that emigration represents a real issue in terms of brain drain for the country.

Lebanon is also an immigration destination, particularly for low-skilled labour from the Middle East, Asia and Africa. An estimated 630 000 foreign workers are present in the country, of whom only 20% are registered and permitted by the Ministry of Labour (ILO, 2010). Most of the foreign workers are employed in construction, agriculture and domestic work (mostly women), often informally and with very precarious working conditions. Moreover, the arrival of a huge number of low-skilled Syrians has enormously increased the already large community of foreign migrants looking for jobs in sectors with low paid and low levels of protection.

Lebanon has also traditionally hosted a large number of refugees², from Palestinians in the late 1940s (there are 425 000 Palestinian refugees currently registered by the United Nations Relief and Works Agency (UNRWA)) to the massive influx of Syrians since 2011 (it is estimated that the country currently hosts more than 1.6 million Syrian refugees). Both Palestinians and Syrians (and other refugees, including 12 000 Iraqis) are often subjected to discrimination and are employed in low-skill occupations, with little income, social protection or job security. Syrians are requested to provide a 'Pledge not to work', which forbids any working activity other than in three selected economic sectors (agriculture, construction and domestic work).

Despite the large number of Lebanese who are abroad and the huge influx of foreign migrants and refugees in the country, Lebanon does not have a strategy or policy framework for dealing with migration. The institutional set-up is very fragmented, with different institutions in charge of different aspects of migration. Moreover, Lebanon has not yet signed the Mobility Partnership with the EU. At the time of writing, negotiations are ongoing. The signature of the Mobility Partnership could gradually move the discourse on migration up the government's political agenda, thereby opening the door to developments in the strategic management of migration.

The Lebanon Crisis Response Plan (LCRP) 2015–2016 was developed specifically to deal with the Syrian refugee crisis. Led by the Ministry of Social Affairs, it was designed to ensure humanitarian assistance and protection for the most vulnerable refugees from Syria and the poorest Lebanese citizens, to strengthen the capacity of national and local service delivery systems to expand access to

¹ There is no widely accepted definition of 'diaspora' and the term is used to indicate many different phenomena. In this report the term is used broadly; it refers to emigrants and their descendants who live outside Lebanon, on either a temporary or a permanent basis, yet still maintain affective and material ties with their country of origin.

² In the report, the term 'refugees' is used generically to indicate displaced persons who have been forced to cross national boundaries and who cannot return home safely, regardless of the status of their asylum-seeking procedure.

and improve the quality of basic public services, and to reinforce Lebanon's economic, social, environmental and institutional stability.

In this context, limited research has been carried out to map and analyse different interventions to support migrants and refugees. This report is the first attempt to map MISMES in the past decade and to analyse their results. The collection of information was rather difficult owing to the lack of a clear institutional set-up on migration in Lebanon, to the multiplicity of interventions, and to the extreme situation faced by the country following the Syrian crisis.

This inventory has revealed at least 17 MISMES initiatives for the labour market integration of migrants and the efficient utilisation of migrants' skills. Most of these measures (12 of the 17) focus on refugees, although they always include a small number of beneficiaries who are vulnerable members of Lebanese host communities. Three MISMES for foreign immigrant workers were identified, while only two measures exist for Lebanese emigrants (and expatriates). Projects are in large part financed by international donors or international organisations and are implemented by both local and international organisations. The number of MISMES beneficiaries remains extremely low, both in individual programmes and in aggregate terms. Often (if not always), only a few thousand (sometimes a few hundred) individuals benefit from the identified MISMES, representing only a small part of the migrant group. Operational costs and unit costs per beneficiary have also proved to be rather high. Key findings of these measures can be summarised as follows.

- Several examples of innovative ideas and good practice have been identified among the MISMES described in this report. However, their impact often remains very limited, as they generally reach a small number of beneficiaries, and rather than being embedded in the national system, they are funded and implemented by external bodies and institutions. As a result, sustainability remains a major issue, as continuity after the end of the project is not always ensured. An extensive policy dialogue on migration should be launched that also includes international organisations and civil society actors, in order to embed migration policy interventions into national policies.
- There are very limited MISMES for Lebanese emigrants, as there is a general feeling that they do not need any support in the migration cycle. However, this does not fully reflect reality, as it does not consider the potential loss of unsupported migration or return. The role of the diaspora and of returnees is therefore untapped, as their human potential is underestimated by the national authorities. More investment should be dedicated to supporting Lebanese emigrants, including those in the pre-departure stage, the diaspora and returnees. Investment, in particular in promoting the employability of emigrants, can positively impact on the development of both receiving countries and Lebanon, with economic returns that can potentially be much higher than the initial investment. Incentives and new schemes for remittances could also be created to redirect remittances towards productive activities.
- There are very limited MISMES for foreign immigrant workers, and their rights are often compromised, as they frequently lack awareness of their right to decent working conditions. The research conducted for this report did not identify any government measures aimed at developing the skills or employability of foreign immigrant workers, at job matching or at monitoring their working conditions in the country. A very small number of measures to enhance their skills, employability and productivity exist, mostly run by non-governmental organisations (NGOs) and with limited scope. A clear strategy and policy framework on inward migration should be launched, therefore, to define rules and conditions relating to foreign workers. Skills-support measures for migrant workers, public campaigns to raise awareness of abusive working conditions, and dedicated services to support migrant workers' inclusion in the labour market should be promoted.
- There is a multiplicity of initiatives relating to refugees, especially Syrians, almost all funded by international donors. International donors have been very active, but sometimes initiatives are

duplicated, despite coordination efforts. Legal restrictions on the labour market make the situation more complex, as most Syrians end up working in the informal economy. There is a general trend to move from purely emergency-led initiatives to those that are more integrated, including skills-development and employability components, and this should be promoted. Skills-development, counselling and job-search opportunities for refugees, especially Syrians, are essential for increasing their employability in those sectors where they can be lawfully employed in Lebanon and for preparing them for resettlement in third countries and return, when conditions allow. Skills-development initiatives in the agricultural sector should also be promoted, with a special focus on export-oriented, labour-intensive activities and entrepreneurship programmes.

- Palestinian refugees benefit from a completely separate system run by the UNRWA, which has proved to be rather effective and efficient in linking education, skills development and employment. UNRWA has set up a structure that in many ways exceeds the national services. An issue persists in relation to the fact that the UNRWA system runs in parallel to the national Lebanese system, which to some extent perpetuates segregation and segmentation of the market.
- The generation, analysis and dissemination of information on migrants and refugees, with a focus on their skills, are fundamental to the design of appropriate and targeted MISMEs to support their skills and employability, and need to be strengthened. This would also allow better coordination between different initiatives and increase dialogue among implementing partners and between these and the national authorities. Better coordination can be achieved primarily through the improvement of migration governance in the country, with roles, tasks and duties that are clearly assigned and defined. Therefore, a national discussion should be launched in the country to decide on the institutional arrangement that would best suit the Lebanese authorities and the Lebanese context.

More detailed conclusions and recommendations are given in Chapter 4 of this report. Given that the dynamics relating to all three migrant groups are likely to continue, the issues discussed in this report are likely to be valid for some years to come. Thus, there is room for more proactive national policies and more cost-efficient MISMEs, especially for refugees, in order to make the best of those dynamics.

1. MIGRATION BACKGROUND

Lebanon has a unique sociopolitical setting as a result of its confessionalist political system and its challenging geopolitical environment. Despite the country's fragile internal political situation and its position at the centre of strong international tensions, Lebanon has largely succeeded in preserving democracy, while continuing to combine an extremely flexible, open-minded and entrepreneurial population and a rigid and unchangeable political environment. It is also a country characterised by high migration flows, both emigration of Lebanese citizens and immigration of foreign workers (mainly temporary) and refugees, since 1948 from Palestine³ and more recently from Syria.

Because the sectarian division is a sensitive political issue in the country, a national census has not been conducted since 1932. Consequently, there is an absence of accurate data on many aspects of the population, including migration, and all available data are based on unofficial estimates. Lebanon's national statistics office (Central Administration of Statistics (CAS)) estimated the country's total population to be 3.7 million in 2007. However, the United Nations Development Programme (UNDP), which includes the Palestinian population living in refugee camps and Syrian refugees who have reached the country, estimated the population to be 5.8 million in 2015. The demographics in Lebanon are characterised by declining fertility, a young population, and the inflow of Syrian refugees. The young population (15–24 years) accounts for almost 30% of the labour force (15–64 years) (UN, 2015).

Lebanon is a middle-income country with an open and largely service-oriented economy. It has a strong commercial tradition of domestic free trade and investment policies. The services sector accounts for 73.8% of the country's GDP, followed by industry (20.7%) and agriculture (5.6%) (World Bank, 2015). Small and medium-sized enterprises (SMEs) remain the main form of business organisation, particularly micro and small enterprises. There is also a large informal sector in the country, which accounted for 30% of GDP in 2008 (IMF, 2011) and 66.9% of total employment in 2011 (World Bank, 2014). Economic growth was high during the past decade (as high as 8–9%, although this was mostly a jobless recovery), but has dropped significantly since 2011, and the forecast for the near future is not promising (1.5% in 2015, according to World Bank, 2015). In fact, economic growth is still slow owing to political instability, the global financial crisis, the regional political situation and the impact of the ongoing conflict in neighbouring Syria. Factors that influence this limited growth are also linked to limited public and private investment, particularly in the productive sectors, and to limited international and domestic competitiveness.

The Lebanese labour market is characterised by low activity and employment rates, a low contribution by women to economic life, a large informal sector, a high influx of foreign workers and a large number of skilled Lebanese individuals seeking employment abroad (ETF, 2015). According to Eurostat, in 2012 employment was mostly concentrated in services (76.3%), followed by industry (19.3%) and agriculture (4.5%). The most recent national official labour market data are from 2009, as no regular labour force survey (LFS) is conducted. An initiative to conduct a new LFS in Lebanon started in 2016, financed by the EU and implemented by the Central Administration of Statistics with the technical support of the International Labour Organisation (ILO). The results of this new LFS should be available in 2018, and will clarify the employment situation in the country.

According to Eurostat, the total unemployment rate was 9.7% in 2012. The World Bank (2013) reports a slightly better figure for the same year (6.2%), and a stable trend up to 2014 (6.4%) – although these figures seem to be far from reality and in any case precede the Syrian crisis and therefore do not take

³ This designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue, hereinafter 'Palestine'.

into account its impact on the local labour market. International calculations (ILO, 2015) show that the reduction in the total unemployment rate as of 2007 seems to have been accompanied by an increase in the female unemployment rate.

Unemployment rates are particularly high among university graduates, indicating a significant mismatch between labour supply and demand. In fact, in most cases, the increasingly higher educational attainment of the labour force does not match the needs of micro and small enterprises, which still constitute the backbone of the national economy (UNDP, 2016). Approximately 12 000 to 15 000 new jobs per year have been generated in the past 10 years, but this has not been enough to accommodate new entrants to the labour market (approximately 23 000 per year). The majority of jobs created are in trade, services and construction, most of them in low-productivity sectors. High expectations among young graduates, lack of relevance of the qualifications, and weak labour market governance structures play a role in exacerbating graduate unemployment.

Lebanon has historically been a migration country, this phenomenon being part of the Lebanese identity, with diversity one of its main characteristics. In recent times, this small country has been in the centre of a very volatile region, the Middle East, in the very turbulent times of post-colonialism and the state-building process. Hence, movement of people, both in and out of the country, has been the norm, for both economic and sociopolitical reasons. Migration flows were mainly from Syria in the 1960s, mostly in agriculture and construction, and from Egypt, Asia and Africa in the 1980s, with prominent feminisation of migration. In addition, Lebanon has received refugees such as Armenians from Turkey, Palestinians, Iraqis and, more recently, Syrians. **FIGURE 1.1** presents fragmented data relating to outward migration, inward migration and refugees in the country, using a number of different information sources.

Although Lebanon is a country of emigration and immigration, migration has not been an issue for government institutions and policy makers. Migration to, from and through Lebanon has mainly been based on individual decisions taken under the pressure of socioeconomic hardship, political turmoil or military conflicts in the country, the region and elsewhere. The absence of an explicit public migration policy is partly explained by the regional context in which Lebanon has developed its nation and its state-building process. The wars and conflicts taking place all around have not helped. As a result of this context, migration policies have not been developed or updated, and there is an absence of new legislation relating to migration flows.

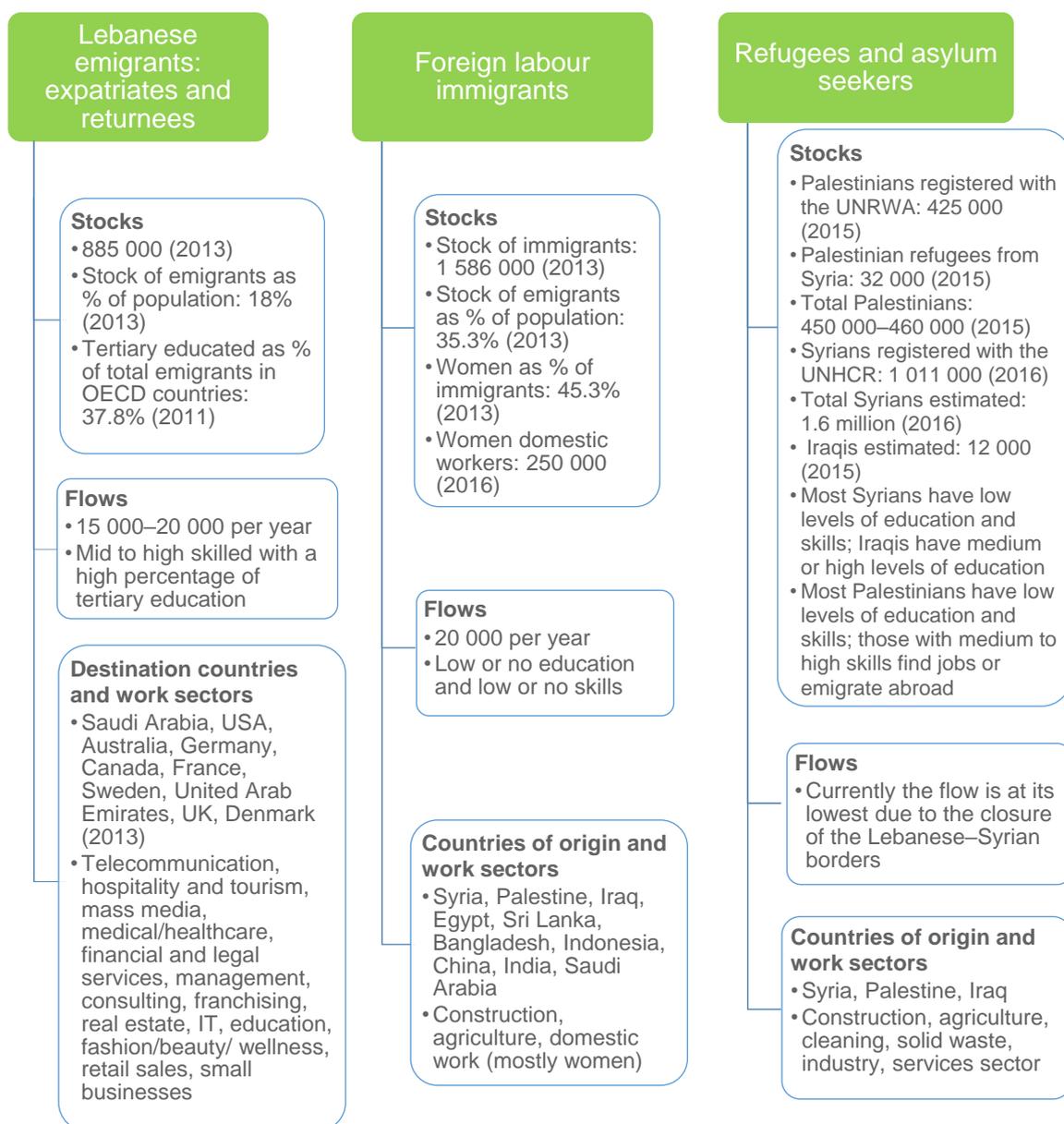
1.1 Lebanese emigrants: expatriates and returnees

Facts and figures

As Lebanon lacks data on its population, the statistics on Lebanese outward migration are based on estimates. Experts estimate that between 1975 and 1990, around 900 000 Lebanese people left their homeland and settled abroad (Kasparian, 2009; Labaki, 1992). Since 1975, outward migration from Lebanon has been an immediate response to political insecurity and deteriorating socioeconomic realities. According to the most recent data on the stock of Lebanese migrants, in the period 2013–15 there were 885 000 Lebanese migrants living abroad (i.e. the diaspora⁴) (RSCAS, 2017). However, frequent claims are made that there are several million Lebanese people in the diaspora, taking into account individuals of Lebanese descent. The General Directorate of Emigrants (Ministry of Foreign Affairs and Emigrants) states that there are nearly 10 million Lebanese living abroad.

⁴ There is no widely accepted definition of 'diaspora', and in fact the term is used to indicate many different phenomena. In this report the term is used broadly: it refers to emigrants and their descendants who live outside Lebanon, on either a temporary or a permanent basis, yet still maintain affective and material ties to their country of origin.

FIGURE 1.1 FACTS AND FIGURES ON MIGRATION IN LEBANON



Sources: Stock of emigrants and immigrants and their destination countries (RSCAS, 2017); stock of women domestic workers (ILO, 2016); stock of Palestinians and Palestinian refugees from Syria (Chaaban et al, 2016); stock of Syrians (UNHCR, 2017); stock of Iraqis (UNHCR, 2015a).

Out of the 15 000–20 000 Lebanese who emigrate every year, most go to the Gulf countries (27%) and North America and Australia (46%), and are in the age range 15–34 (76%) (MPC Team, 2013). Most graduates in the fields of electricity, gas and water supply emigrate (85%), as do those in the field of transportation and communication (57%) and in the medical sector (Akl et al., 2007). Lebanese migrants hail from various social, cultural, geographical and confessional backgrounds and the majority (82.6%) are young people aged between 20 and 44 (Abdo, 2013). This produces an ageing resident population and exacerbates the brain drain.

There has been an upsurge in outward migration from Lebanon, and remittances continue to represent an essential part of the country's GDP, reaching 16.2% of GDP in 2014, the second highest ratio among Arab countries behind the West Bank and Gaza (World Bank, 2016). Remittances remain fundamental for achieving stability in Lebanon's current account balance and constitute a safety net for households against poverty and in financing social services, most notably education and healthcare (Marwan, 2013).

Lebanese emigration differs from emigration from other countries in the region, as it is a generally high- and medium-skilled emigration. Almost 50% of emigrants have secondary education or higher, and 37.8% have tertiary education (World Bank, 2016), a situation that represents a real issue in terms of brain drain. The majority of emigrants are men (53.6%). Although available data are scarce, it appears that most Lebanese expatriates work in the following sectors: banking and finance, medicine and wellness, media, graphic design, architecture, engineering and hospitality. In the Gulf countries, for example, more than 35% of directorship positions are held by Lebanese citizens.

The migration of young and educated individuals confirms that the lack of job opportunities for graduates constitutes one of the greatest challenges in the country, as highly qualified individuals leave Lebanon to escape unemployment and seek work abroad (Hourani, 2016).

More favourable external conditions, such as higher salaries in the Gulf and more rewarding work environments and business cultures, also constitute factors that continue to draw Lebanese citizens, especially young people, abroad (Kawar and Tzannatos, 2013). Established networks of Lebanese in foreign countries further support migration, with the result that the return on education is often generated abroad and that the country loses its human capital and a large share of its workforce (AUB, 2009).

There is a great lack of information available regarding returnees. Research indicates that some returnees to Lebanon who were employees in the Gulf States, West Africa, Canada, Australia, the USA or Europe have invested in small firms in sectors such as construction, transport, retail trade and various service activities. Such investment has allowed them upward social mobility from being wage earners to achieving the higher status of independent workers or small entrepreneurs. Large firms have also been established, mainly in the agriculture and stock, banking, construction and manufacturing sectors of the Lebanese economy. In the agricultural sector, the investors, who are mainly returnees from West Africa, are establishing large agricultural businesses in the South Lebanon, Central Beqaa, and Akkar regions of the country.

In the past few years, and particularly since the onset of the Syrian crisis in 2011, some Lebanese, particularly Shiites, have returned to Lebanon following their deportation on the basis of 'illegitimate activities' carried out in the Gulf States. The last group of Lebanese to have returned to Lebanon were those living in Syria. In July 2013 the Lebanese High Relief Commission and the International Organisation for Migration (IOM) launched a project, supported by the United Nations's (UN) Emergency Response Fund (ERF), to register Lebanese returnees from Syria and establish a detailed profile of their location, circumstances and needs. In 2014 their number was estimated at 50 000 (IOM, 2014).

Policies and institutions

Given the multi-confessional nature of the country and the fragile political balance, issues of nationality are considered highly sensitive. Lebanese legislation concerning access to nationality has its origins in 1925, and it has been amended just once in 1960. For nationals of Lebanese origin, *jus sanguinis* is applicable and there are no specific requirements or barriers in relation to leaving or returning to the country (**TABLE 1.1**). A new law (Law No 41 of 24 November 2015 on the Reacquisition of Lebanese Citizenship to the Descendants of Lebanese Emigrants) foresees the possibility of granting citizenship to those Lebanese emigrants and their descendants who were registered in the 1921, 1924 and 1932 census (the previous regulation did not allow women to transmit their citizenship to children or foreign spouses). This new law started to be implemented in May 2016.

Following pressure from Lebanese residents and expatriates, a decision was taken to give Lebanese expatriates the right to vote in parliamentary elections while residing abroad. This was allowed under the 2008 Parliamentary Elections Law, which states that 'every Lebanese whose name appears in the electoral rolls has the right to vote by registering at the Lebanese Embassy or Consulate at the place

of his residency abroad'. However, no sustainable mechanisms to allow expatriates to participate in the parliamentary elections have been implemented.

TABLE 1.1 LEGAL FRAMEWORK FOR THE EMIGRATION OF LEBANESE CITIZENS

Nationality laws and regulations	<ul style="list-style-type: none"> ■ Decree No 15 of 19 January 19 1925 modified by law of 11 January 1960: <ul style="list-style-type: none"> • <i>jus sanguinis</i> via paternal descent • women do not transmit their nationality • no <i>jus soli</i> except for stateless children born in the country • access to nationality for foreign women after one year of marriage to a male citizen • no access to nationality through marriage to a Lebanese woman • no naturalisation rules, but ad hoc naturalisation processes ■ Law No 41 of 24 November 2015 on the Reacquisition of Lebanese Citizenship to the Descendants of Lebanese Emigrants – implemented from May 2016 ■ Citizenship law allowing dual nationality
Bilateral agreements on labour migration and protection	<ul style="list-style-type: none"> ■ Agreement for Economic and Social Cooperation and Coordination between the Lebanese Republic and the Syrian Arab Republic (1993) ■ Bilateral Agreement in the Field of Labour between the Government of the Lebanese Republic and the Government of the Syrian Arab Republic (1994) ■ Readmission agreements: Romania (2002); Bulgaria (2002); Cyprus (2002); Switzerland (2004)
Multilateral agreements	<ul style="list-style-type: none"> ■ EU–Lebanon Association Agreement (2006) ■ EU–Lebanon Mobility Partnership: Declaration under negotiation
Rights and settlement	<ul style="list-style-type: none"> ■ No formal requirement for nationals to exit

The difficulty of reaching consensus on national priorities largely explains the lack of coherent policy for Lebanese emigrants, which is also due to the complex nature of policy making in Lebanon. This severely constrains the ability of the government to develop and implement long-term, visionary development policies. Continuing tensions between domestic political actors, often manifested in confessional terms, have repeatedly created deadlock within the legislative and executive branches of government. Thus, key development plans and policies have not been ratified or implemented (World Bank, 2015).

Matters relating to expatriates are dealt with by the Ministry of Foreign Affairs and Emigrants and its Directorate of Emigrants (**TABLE 1.2**). The Directorate’s mission is to ‘enhance the links between the emigrants and their home country and to develop cooperation between them in various fields’. The Directorate is entrusted with studying the situation of the diaspora in the various fields to explore their economic, social, scientific and cultural conditions, encouraging their investments back in Lebanon and providing support when required. However, although the Lebanese diaspora spans all continents and its size and its economic and financial capabilities have become undisputedly important, concrete efforts to introduce policies to curb emigration, especially brain drain, to motivate return migration and to channel investments and contributions still appear to be inconsequential, if not completely absent. Some individual initiatives have been promoted, such as Lebanon Connect and the Invest to Stay Programme⁵, but do not seem close to achieving the effective involvement of the diaspora in the

⁵ Lebanon Connect is an innovative online and mobile platform that aims to connect Lebanese people and to foster economic and business opportunities between Lebanese communities around the world. It seeks to use digital technology to establish an effective international Lebanese lobby, while providing Lebanese professionals with the ability to promote their businesses, events and products. The Invest to Stay Programme is based on the

homeland. On the other side, Lebanon encourages and facilitates the inflow of emigrants' remittances through formal and informal channels, admits the free flow of capital and hard currency in and out of the country, and allows dual nationality.

TABLE 1.2 MAIN ACTORS INVOLVED IN EMIGRATION POLICIES IN LEBANON

Governmental institutions and agencies	Ministry of Foreign Affairs and Emigrants Directorate of Emigrants
Social partners	<ul style="list-style-type: none"> ■ Lebanese International Council of Affairs ■ Civil Campaign for Electoral Reform ■ Union of Parliamentarians originally from Lebanon ■ World Cultural Lebanese Union
Main sponsors/donors	<ul style="list-style-type: none"> ■ Al Taher Group ■ Averda ■ Bank Audi ■ Bank of Beirut ■ Chamber of Commerce, Industry and Agriculture of Beirut and Mount Lebanon ■ Consolidated Contractors Company ■ Credit Libanais ■ GWA Fadi Salame ■ Hypco ■ INDEVCO Group ■ Les Amis du Liban à Monaco ■ Malia Group ■ MEA ■ Orascom ■ Plus Properties ■ Sarkis Group ■ Investment Development Authority of Lebanon
Main civil society – local NGOs and academia	<ul style="list-style-type: none"> ■ Hariri Foundation ■ Lebanese Association for Democratic Elections ■ Maronite Foundation ■ Maronite League ■ Observatoire universitaire de la réalité socio-économique, St Joseph University ■ Lebanese Emigration Research Centre of Notre Dame University – Louaize
Main international organisations/donors	<ul style="list-style-type: none"> ■ EU ■ IOM ■ UNDP ■ MIEUX initiative on diaspora
Main international NGOs	<ul style="list-style-type: none"> ■ ANIMA

Businesses and civil society organisations in Lebanon are also very active in networking with the diaspora. Businesses, particularly the banking industry, have started courting Lebanese expatriates by

support of Lebanese expatriates who invest in tourism, economic, construction and social projects in their countries of residence. The entrepreneurs/developers involved hire workers of Lebanese origin and import products or materials from Lebanon to the extent possible, while channelling 20% of their profits to investments in Lebanon.

opening branches in countries with a significant level of activity on the part of the Lebanese diaspora (e.g. United Arab Emirates, Bahrain, Oman, Cyprus, France, UK, Switzerland, Iraq) and by providing services specifically targeting expatriates, including housing loans, car loans, retirement plans and children's education plans. Initiatives of migrant organisations, migrant advocacy groups, professional expatriates' networks and local civil society groups have focused mainly on consolidating links between residents and migrants. Politically oriented civil society groups are involved in encouraging expatriates to participate in elections and to lobby their host countries. Civil society groups that are engaged in socioeconomic activities or local development projects also maintain links with expatriates in order to secure donations for various educational, health and environmental programmes. In addition to the above, a few institutions are concerned with the Lebanese diaspora from an academic angle (Table 1.2).

The EU Mobility Partnership currently under negotiation may play an important role in developing a legal and technical framework on migration policies and on data collection and management, in particular by strengthening cooperation between Lebanese and EU institutions and agencies. The Partnership also has potential to simplify procedures for granting visas, particularly work visas, which would dissuade Lebanese individuals and refugees who are leaving Lebanon from entering the EU through irregular channels and from falling victim to racketeers and traffickers.

1.2 Foreign labour immigrants in Lebanon

Facts and figures

Lebanon is an immigration destination, particularly for low-skilled labour from the Middle East, Asia and Africa. Immigrant workers began arriving in Lebanon in 1973, but the numbers increased from the 1980s. Nationals from the Philippines were the first to come to work in Lebanon, followed by those from Sri Lanka, Nepal, India, Bangladesh and several African countries (e.g. Sudan, Somalia and Ethiopia). Owing to the close political relations between Lebanon and Syria, Syrian labourers have always been present in Lebanon, working mostly in agriculture and construction.

In absence of official data, various institutional sources estimate the number of foreign workers in the country to be around 1 586 700 (World Bank, 2016), of whom only a small number are registered and permitted by the Ministry of Labour (ILO, 2010). Most of these foreign workers are employed in construction, agriculture and domestic work (mostly women), often informally and with very precarious working conditions (Labaki, 2006). The distribution of foreign workers in the different economic sectors shows so-called ethnification or segmentation of the labour market. Generally speaking, administrative workers tend to be Lebanese, while employees working in cleaning or similar roles are generally non-Lebanese (mainly from India, Bangladesh, Nepal, Ethiopia, Cameroon and other non-Arab countries). It is not uncommon for supervisors to be drawn from the Asian workforce, including Indians (Longuenesse and Tabar, 2016).

The presence of a large foreign community in Lebanon raises issues of decent working conditions and workers' rights. Indeed, the availability of cheap foreign labour is a controversial issue: Lebanese employers seem to prefer foreign workers as they tend to work for lower wages than Lebanese nationals do, they are not registered for social security, they are not covered by health insurance, and they tend to be hard-working individuals (UNDP, 2008). Moreover, foreign workers are more easily dismissible, as they are mostly employed informally.

In this context, women migrant domestic workers (WMDWs) are probably the most vulnerable of the foreign labourers in Lebanon, constituting a low-cost solution for household care needs. With a total (estimated) number of over 250 000 in an overall workforce of 1.45 million (ILO, 2016), WMDWs began entering the Lebanese labour market in the mid-1970s. This influx created a new labour market that was, and still is, managed by private placement agencies, which often provide services at extremely high prices. The Lebanese government did not play a major role in the emergence of this

lucrative market, nor did it proactively regulate it. Private recruitment agencies in countries of origin and placement agencies in Lebanon are in charge of providing the necessary information and the matching services linking the employer’s requirements with the profile of the potential migrant worker, while also making the logistical arrangements to facilitate the migration process.

Policies and institutions

Legislation relating to the entry, stay and exit of foreign nationals was adopted in 1962 (Decree No 10188) and modified in 2010 (Decree No 4186). Other general laws relating to entry and exit and to working in Lebanon are shown in **TABLE 1.3**.

TABLE 1.3 LEGAL FRAMEWORK FOR FOREIGN LABOUR IMMIGRANTS IN LEBANON

Laws and regulations	<ul style="list-style-type: none"> ■ 2017 Decision No 1/41 on Occupations Reserved for Lebanese Nationals ■ 2011 Anti-Trafficking Law No 164 ■ 2010 Decree No 4186, amending Decree No 10188 of 28 July 1962 on the Implementation of the Law Regulating the Entry of Foreigners into Lebanon, Their Stay and Their Exit from Lebanon ■ 2010 Law No 129 amending Article 59 of the Labour Code of 1946 ■ 2008 Parliamentary Elections Law No 25 ■ 1964 By-Law No 17561 Regulating the Work of Foreigners in Lebanon and its amendment ■ 1962 Law Regulating the Entry of Foreigners into Lebanon, Their Stay and Their Exit from Lebanon ■ 1962 Law No 320 on the Control of Entry and Exit from Lebanese Border Posts
Bilateral labour agreements	<ul style="list-style-type: none"> ■ Philippines, Ethiopia, Bangladesh, Sri Lanka, Cambodia, Uganda, Tanzania, Cameroon, Egypt, Turkey, Iraq
Multilateral agreements	<ul style="list-style-type: none"> ■ EU–Lebanon Association Agreement (2006) ■ EU–Jordan Mobility Partnership: Declaration under negotiation
Rights and settlement	<ul style="list-style-type: none"> ■ Kafala system ■ Penalisation of irregular entry, stay and exit: <ul style="list-style-type: none"> • stay prohibition, duration related to nationality and status • sanctions against employers of irregular migrants but high rate of informal employment • annual regularisation of irregular migrants through labour authorisation • human trafficking is prohibited and punished under Lebanese law; the prescribed penalties for sex trafficking and forced labour range from five to fifteen years’ imprisonment (2011 Anti-Trafficking Law No 164) ■ Work permit/residence visa no naturalisation ■ Citizenship through patrilineal marriage only

WMDWs are recruited through the kafala (sponsorship) system. The kafala system in Lebanon comprises various customary practices, administrative regulations and legal requirements that tie a migrant worker’s residence permit to one specific sponsor (generally his or her Lebanese employer) in the country. Migrant domestic workers are excluded from Lebanese labour law, are not guaranteed freedom of association and movement, and often receive very low salaries (KAFA, 2012). Many are victims of human trafficking. The majority of WMDWs know little about the kafala system, working conditions or their legal rights. Moreover, many face a number of barriers, such as differences in language, religion or culture, which amplify the potential for abuse. Only a few are engaged in soft-skills training or in sociocultural activities. Little information is available on how WMDWs returning from Lebanon transfer their skills and experiences to their own country (Tayah, 2012).

In relation to the irregular situation of workers, different treatments are applied depending on the migrants' nationality. This increases labour ethnicisation among migrants, depending on the bilateral agreements signed with their countries of origin. For instance, women from Indonesia, Guinea and Sierra Leone are not allowed to work as servants, while Syrian nationals, before the war, could enter the country with their identity card and work through open borders. The law penalises employers who hire irregular migrants, but because of the high rate of employment in the informal sector, these regulations are not enforced.

In addition, Lebanon has signed several international and bilateral agreements on the regulation of economic migration, the Palermo Protocols (both signed in 2002, ratified in 2005)⁶. Moreover, in 2006 Lebanon signed an Association Agreement with the EU, which includes dialogue on irregular immigration, cooperation for the prevention and control of irregular immigration, and agreement on the readmission of nationals who are irregularly present in their respective territories.

Foreign labour migrants receive their residence and working permit from the Ministry of Labour and the Directorate General of General Security. Foreign nationals wishing to work in Lebanon must submit their labour contract and details of their sponsor to the ministry. Foreign workers do not have access to the liberal professions, except those specified in bilateral agreements. They do not have access to social security or public services, nor to estate ownership. **TABLE 1.4** shows a list of actors involved in immigration policies.

TABLE 1.4 MAIN ACTORS INVOLVED IN IMMIGRATION POLICIES IN LEBANON

Governmental institutions and agencies	<ul style="list-style-type: none"> ■ Ministry of Labour, Department of Foreign Labour Force ■ Ministry of Interior ■ Directorate General of General Security ■ Police Forces ■ Ministry of Foreign Affairs and Emigrants ■ Ministry of Education and Higher Education
Main social partners	<ul style="list-style-type: none"> ■ FENASOL (National Federation of Worker and Employee Trade Unions in Lebanon) ■ KAFA ■ Syndicate of Recruitment Agencies in Lebanon ■ Syndicate of the Owners of Recruitment Agencies in Lebanon
Main civil society – local NGOs	<ul style="list-style-type: none"> ■ Amel Association ■ Armenian Relief Cross in Lebanon ■ Ovbashi Karmi Unnayan Programme (Bangladeshi migrants' association) ■ Beirut Bar Association (Institute for Human Rights) ■ Caritas Lebanon Migrant Centre ■ Ethiopian Catholic Church ■ Meki Apostolic Vicariate in Ethiopia ■ Migrant Workers Task Force ■ Afro-Asian Migrant Centre ■ Anti-Racism Movement ■ Pastoral Care of Afro-Asian Migrants ■ Migrant Community Centre
Main international organisations/ donors	<ul style="list-style-type: none"> ■ EU and EU Member States ■ UN agencies (ILO, IOM, OHCHR, UNIFEM, UNDP) ■ Swiss Agency for Cooperation and Development ■ United States Agency for International Development

⁶ Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children; Protocol against the Smuggling of Migrants by Land, Sea and Air.

Main international NGOs	<ul style="list-style-type: none"> ■ Amnesty International ■ Anti-Slavery International ■ Caritas Austria ■ Caritas Luxembourg ■ European Trade Union Confederation ■ Human Rights Watch ■ International Domestic Workers Network ■ International Union of Food Workers ■ Migrant Forum Asia ■ SOLIDAR ■ World Solidarity
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1.3 Refugees and asylum seekers in Lebanon

Facts and figures

It is estimated that the country hosts more than 1.6 million Syrian refugees (according to interviews with stakeholders in the country), some 450 000–460 000 Palestinian refugees (Chaaban et al., 2015) and approximately 12 000 Iraqis (UNHCR, 2015b).

In May 2015, the Office of the United Nations High Commissioner for Refugees (UNHCR) released information indicating that the total number of Syrian refugees in Lebanon stood at 1.011 million (UNHCR, 2017). This staggering number represents a third of the total population of resident and non-resident Lebanese, a percentage that is considered by the UNHCR to be the highest per-capita concentration of refugees in the world. As a result, the Lebanese government asked the UNHCR to suspend the registration of Syrian refugees, as the government had estimated that the total number of refugees would approach 1.6 million. In the absence of official refugee camps, 85% of Syrian refugees in Lebanon are located in the northern governorates of Beqaa, Mount Lebanon and North Lebanon – with 25% each (European Commission, 2016a).

According to the most recent data from UNHCR website, there are 1 011 366 registered Syrian refugees in Lebanon; 52.5% are women and 47.5% are men; 26.8% are females under the age of 18 and 28% are males under the age of 18. Those who are of legal working age (18–59) make up 24.1% of the female population and 18.3% of the male population. In terms of education, an ILO survey of 400 Syrian households found that the educational attainment of Syrian refugees is generally low, with high illiteracy rates. Around 75% have primary education or below and only 3% have university education. Men and women seem to have similar educational levels, although slightly fewer women than men have secondary or university education (ILO, 2014).

Employment and economic activity rates (including both formal and informal work) tend to be low for Syrian refugees in Lebanon. The proportion of Syrian refugees who are economically active is estimated to be 47% of the total Syrian refugee population in the country (ILO, 2014). Syrians face high unemployment rates, estimated to be 33% in Lebanon (European Commission, 2016a). Unemployment rates are particularly high and activity rates are particularly low for Syrian women, estimated at 68% and 19%, respectively (European Commission, 2016a). Cultural factors combined with the high proportion of small children can partially explain such figures, together with the need to seek protection and help rather than work (Institut des sciences politiques, 2015).

Around half of Syrian refugee workers are involved in agriculture or domestic services (24% and 27%, respectively), while 15% work in commerce and 12% in construction. These are low-skilled occupations that provide little income, social protection or job security. Some 70% of Syrian refugees are employed in low-skilled jobs and only one individual per household has access to a livelihood opportunity (European Commission, 2016a). While employment is an important source of income for a significant segment of the refugee population, opportunities are often unavailable, temporary, irregular

and exploitative. Competition for jobs between Syrian refugees and Lebanese citizens has been documented, with many employers opting to lower their overheads. A notable decrease in employment opportunities and wages, as well as a marked increase in competition for jobs (see **BOX 1.1**), has created a precarious living situation for a significant proportion of the population of both host and refugee communities living in Lebanon (UNHCR, 2014), and this also encourages negative coping mechanisms such as child marriage. Thus, most Syrian refugees who are in paid work are employed in the informal sector, which is characterised by low productivity and low pay: according to ILO survey findings, 92% of economically active Syrian refugees in Lebanon are working in the informal sector.

BOX 1.1 ESTIMATED IMPACT OF SYRIAN CRISIS ON THE LEBANESE ECONOMY AND LABOUR MARKET

Lebanese labour market conditions before the Syrian crisis were already dire, and high unemployment rates previously coexisted with mismatches in the labour market. However, the influx of Syrian refugees had a significant impact on the Lebanese labour market by considerably increasing the labour force. This drastic increase in labour supply combined with a contracting economy has had severe effects on labour market outcomes. This has contributed to an increase in instability in the country and an exacerbation of social tensions. Repercussions have been most noticeable in key economic growth drivers such as the investment, construction, tourism, exports and services sectors. A deep impact has also been felt in the agricultural sector, as farmers are often unable to export their harvest in a timely and affordable manner owing to the closure of the Syrian–Lebanese border. In addition, an increasing number of Syrian-owned micro and small businesses have opened up in the host regions and started to sell goods at lower prices, thereby posing a threat to equivalent Lebanese businesses. Overall, the Syrian crisis has generated a sharp rise in the unemployment rate, a contraction of the national economy, an increase in government expenditure and a high level of pressure on public services.

This situation is compounded by the fact that competition and pressure on the labour market have led in many cases to the deterioration of wages and working conditions, with an increase in informal employment and in levels of animosity between Syrians and their Lebanese host communities. Scarce employment and rising social tensions indicate the need for a more inclusive approach to livelihoods development.

There have been Palestinian refugees in Lebanon since 1948. Their numbers increased as a result of the 1967 Arab war with Israel, Black September in Jordan in 1970, and recently, the Syrian crisis. Information is lacking about the total number of Palestinian refugees living inside and outside the camps in Lebanon. However, UNRWA⁷ has currently registered 425 000 refugees (Chaaban et al., 2016). Of these, over 60% reside in 12 camps and the rest in 42 gatherings all around Lebanon (Chaaban et al., 2010). About a quarter live in the Tyre, Saida and Beirut areas, a fifth in North Lebanon and 4% in Beqaa. American University of Beirut (AUB) estimates calculate a total of 450 000–460 000 Palestinian refugees in Lebanon, including 32 000 Palestinian refugees from Syria (Chaaban et al., 2016). A project to conduct a census of Palestinian camps and gatherings in Lebanon was launched in February 2017 and will be undertaken by the Lebanese Central Administration of Statistics and the Palestinian Central Bureau of Statistics to properly survey the number of Palestinians in the country. The process will be coordinated and supervised by the Lebanese–Palestinian Dialogue Committee, and is receiving support from UNICEF, Japan and Switzerland, among other stakeholders.

⁷ Created in December 1949, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) is the UN agency responsible for the protection, care and human development of a population of approximately 5 million Palestine refugees living in the Gaza Strip, the West Bank, Jordan, Lebanon and Syria.

It is estimated that there are 120 000 people in the Palestinian refugee labour force, 53 000 of whom are working. Some 56% of these refugees are jobless and only 37% of the working-age population is employed. Joblessness among refugees has a strong gender dimension: only 13% of women are employed compared to 65% of men. Most refugees have low qualification levels: 6% of the Palestinian labour force has university education, compared to 20% for the Lebanese labour force (Chaaban et al., 2010). In fact, most Palestinians are engaged in low-status jobs concentrated in commerce and construction. A large proportion work on a daily, weekly or productivity basis and are engaged in private employment (ILO/CEP, 2012). Furthermore, the general profile of the Palestinian labour force has not changed significantly over time. Comparison with previous studies reveals little change in the employment status and working conditions of Palestinian refugees (ILO/CEP, 2012). Female participation in the labour force is very limited. The small number of women who are working are better educated than men and enjoy better working conditions and benefits. The majority of working women are employed in the education and health sectors. Many are engaged with civil society or international organisations and work as professionals, technicians, or service and sales workers (ILO/CEP, 2012).

The average monthly income of Palestinian workers is below the minimum wage of approximately USD 360 per month (2011) and represents 80% of the average monthly income of Lebanese workers (based on figures for 2007 (ILO/CEP, 2012)). A gender difference in income is also apparent, as women's earnings are only 82% of those of men. Half of workers receive less than LBP 500 000 (Lebanese pounds) a month. Remittances from Palestinians abroad continue to constitute an important source of income (more than USD 60 million a year), in addition to international community aid (ILO/CEP, 2012).

In terms of the Iraqi refugee population, in 2007 international agencies estimated that over 50 000 Iraqis had fled to Lebanon, while an undisclosed number of Iraqi refugees in Lebanon were resettled or had joined their families overseas. Current estimates from the UNHCR (2015b) put the number of Iraqi refugees at 12 000. Very little is known about Iraqi refugees' experiences and living conditions in Lebanon. Lebanon is considered one of the Middle Eastern countries where Iraqi refugees reside for a while (a transit country) until they are resettled in another country, usually in Europe, Australia or America.

Policies and institutions

Lebanon has not signed the 1951 Refugee Convention or its 1967 Protocol⁸, does not have a functioning refugee law in line with international standards, and does not consider itself a country of asylum. In the absence of the Refugee Convention, Lebanon treats refugees and asylum seekers as 'irregular immigrants'. However, Lebanon is a part of the Protocol for the Treatment of Palestinians in Arab States, ratified with reservation. Moreover, Lebanon lacks any meaningful national legislation that deals with refugees. There is no national asylum procedure, yet Article 26 of the 1962 law on the entry and exit of foreigners states that any foreigner condemned for a political crime by a non-Lebanese authority or whose life or freedom is threatened for political reasons can request political asylum (**TABLE 1.5**). Registration, refugee status determination and resettlement are determined, therefore, by the UNHCR.

As mentioned above, the presence of Syrians in Lebanon is not new. Before the recent war, Syrian workers used to work in the agricultural and construction sectors in the northern regions of the country. However, the presence of Syrian workers in the informal economy has been the norm rather

⁸ This Convention, which provides a comprehensive codification of the rights of refugees at the international level, forbids returning them by force to their country of origin and establishes the principle that refugees should not be penalised for their illegal entry or presence.

than the exception, the consequence being data inconsistency in relation to the number of Syrian refugees employed in Lebanon.

The entry and residency regulations⁹ stipulate that refugees from Syria can obtain and maintain valid residency permits in Lebanon in one of two ways: (1) applying for residency on the basis of a UNHCR’s registration certificate; or (2) obtaining a pledge of responsibility (similar to sponsorship) from a Lebanese citizen. According to Decision No 1/41 issued by the Ministry of Labour in January 2017, Syrian nationals are exempt from the general prohibition on employment of foreigners and are allowed to work in the agricultural, construction and environment sectors. Furthermore, the pledge of responsibility (sponsorship, or ‘kafala’) is creating increased risks of exploitation through employers charging additional fees (ranging from USD 800 to 1 000) to provide sponsorship, bonded labour, unpaid services, difficult working conditions, or threatening to withdraw the pledge of responsibility. The pledge of responsibility is not linked to a labour contract, and nor does it include any reference to labour rights such as working conditions or dispute resolution. From January 2015 to June 2016, a notarised ‘Pledge not to work’ was required in order to obtain a residency permit on the basis of UNHCR registration, and this impeded Syrian refugees’ access to work in the sectors approved by the Ministry of Labour. Following ministerial meetings at the beginning of June 2016, the Government of Lebanon communicated its decision to lift the ‘Pledge not to work’ and replace it with the ‘Pledge to abide by Lebanese laws’. While the restrictions on employment of refugees were intended to protect the Lebanese labour force from competition over scarce job opportunities, they have had lasting negative impacts on social stability and the economy, both for Syrians and for hosting communities.

Syrians are not considered by national authorities as ‘refugees’, but as ‘displaced’. While before the conflict, bilateral labour agreements were in force, following the escalation of violence and the mass arrival of Syrians, the Lebanese authorities have increased legal restrictions on Syrians. In October 2014 the Lebanese Council of Ministers approved a new policy entitled ‘Policy Paper on Syrian Refugees Displacement’, which had the de facto aim of reducing the number of Syrian refugees in the country by stopping their entry at the border (with the exception of unpredicted humanitarian cases), of requiring the UNHCR to stop registering refugees and of imposing new rules on their residence permits (with a sum of USD 200 per year). In early 2017 the USD 200 fee for residency renewal based on UNHCR registration was waived and residency renewal was extended slightly to include coverage of those who had entered illegally before 2015 and the wives and children of men who may have renewed their residency through a Lebanese sponsor. As a result, not all Syrian refugees are covered, creating a risk of double standards in their treatment and further categorisation.

TABLE 1.5 LEGAL FRAMEWORK FOR REFUGEES AND ASYLUM SEEKERS IN LEBANON

Laws and regulations	<ul style="list-style-type: none"> ■ None (not part of Geneva Convention relating to the Status of Refugees (1951) or to its 1967 Protocol) ■ Refugees and all other foreigners fall under the Law Entry of Foreigners into Lebanon, Their Stay and Their Exit from Lebanon of July 1962 ■ Lebanon Crisis Response Plan for Syrian refugees ■ Decision No 1/41 of January 2017 replacing Decision No 218/1 of 19 December 2015
Multilateral agreements	<ul style="list-style-type: none"> ■ Protocol for the Treatment of Palestinians in Arab States, ratified with reservation (1965)
Rights and settlement	<ul style="list-style-type: none"> ■ Work permit and residence visa ■ No naturalisation

Since the launch of the Regional Refugee and Resilience Response Plan by the UNHCR and the UNDP in December 2014, the Lebanese government has formally taken the lead in responding to the

⁹ Decision No 1/41 of January 2017 replaced and revoked Decision No 218/1 of 19 December 2015. The sectors in which Syrians are allowed to work have remained unchanged.

crisis by developing the Lebanon Crisis Response Plan (LCRP), starting in 2015. The LCRP is an operational plan jointly developed by the Lebanese government, the UN and NGOs to ensure that the humanitarian response to the Syrian crisis benefits Lebanon and helps to stabilise the country. It is tailored to respond to the specific needs of Lebanon and vulnerable populations within the ongoing regional crisis, and to ensure that humanitarian and stabilisation interventions are mutually reinforcing.

The LCRP incorporates priority measures articulated in the Government 2013 Roadmap of Priority Interventions for Stabilisation from the Syrian Conflict and its updated projects, and furthers its three objectives:

- to restore and expand economic and livelihood opportunities for vulnerable groups;
- to restore and build resilience in equitable access to and quality of sustainable public services;
- to strengthen social stability.

More specifically, the LCRP includes nine sector plans, namely basic assistance, education, livelihoods, health, food security, protection, shelter, social stability, and energy and water. Livelihoods and education activities are key priorities for the government and its national and international partners – as highlighted in Lebanon’s Statement of Intent for the London Conference – as they reduce the dependence of vulnerable people on aid, but also increase the productivity and income of local communities¹⁰. In January 2017 the new four-year LCRP was launched, covering the period 2017–20.

The EU is the leading donor in the international response to the Syrian crisis, with over EUR 6.6 billion collectively mobilised in humanitarian and development assistance. This support goes both to Syrians in their own country and to refugees and their host communities in neighbouring Jordan, Lebanon, Iraq, Turkey and Egypt. Overall, the EU has allocated close to EUR 800 million in assistance to refugees and vulnerable communities in Lebanon since the beginning of the crisis (European Commission, 2016b). Since 2015, an increasing share of the non-humanitarian aid to assist Syria’s neighbouring countries to cope with the refugee crisis has been channelled through the EU Regional Trust Fund in response to the Syrian crisis, the Madad Fund. This aims to bring a more coherent and integrated EU response to the crisis by bringing together various EU financial instruments and contributions from Member States and other international donors into one single flexible and rapid mechanism. Since the crisis has been prolonged, the EU is moving from a humanitarian-oriented approach to a more development-oriented and sustainable one.

The Madad Fund primarily addresses the longer-term resilience needs of Syrian refugees in neighbouring countries (such as Jordan, Lebanon, Turkey and Iraq), as well as the hosting communities and their administrations¹¹. With recent pledges from 21 Member States – amounting to over EUR 69.3 million – and contributions from various EU instruments, the Fund is now approaching a total of more than EUR 700 million (for the whole region). The Operational Board of the Madad Fund has already approved actions totalling EUR 222.53 million in support to Lebanon, with a focus on

¹⁰ The LCRP Education Sector Plan is led by the MoEHE and coordinated by UNICEF. The sector strategy included in the LCRP includes support to formal education and non-formal activities that meet the growing educational needs within the country. The focus of the education sector strategy is to strengthen the public education system with the priority of increasing and sustaining enrolment of displaced Syrian children in the formal public education system. The LCRP Livelihoods Sector Plan is co-led by the Ministry of Social Affairs and the Ministry of Economy and Trade, and coordinated by the UNDP. The livelihoods sector aims to address the needs of vulnerable groups to access income and employment through a comprehensive set of interventions that emphasise capacity development at national, regional and local levels. The sector works on fostering local economic development in the most vulnerable areas by targeting key institutions and ministries, private sector actors, micro, small and medium-sized enterprises and entrepreneurs, and vulnerable individuals.

¹¹ The scope of the Madad Fund has been expanded to include the provision of support to Iraqi internally displaced persons (fleeing from the interlinked Syria/Iraq crisis).

increasing refugees' access to education and training, as well as livelihoods and health (interview with EU Delegation in Beirut, 2017). However, despite the tremendous efforts by national authorities, international organisations and NGOs to address the refugee challenge, the performance of programmes is perceived to be inadequate (Voluntas Advisory, 2016).

In February 2016 the 'Supporting Syria and the Region' conference took place in London and the EU pledged EUR 1 billion for Lebanon and Jordan for 2016 and 2017. The governments of Turkey, Lebanon and Jordan agreed to compacts containing notable commitments on education and livelihoods. On livelihoods, the Government of Lebanon committed to reviewing and facilitating the streamlining of existing regulatory frameworks relating to legal stay conditions. The review process also seeks to facilitate access for Syrians to the formal labour market in certain sectors, such as agriculture, construction and other labour-intensive sectors, by waiving the 'Pledge not to work'. Such progress on policy and regulation change by the host countries needs to be matched by a reinvigoration of funding and other international support of the kind committed in London to expand support to host governments and municipalities for infrastructure, services and budget support. However, out of the total funds committed at the London Conference (USD 1.902 billion), only a third (USD 726 million) had been received as of May 2016. On the other side, Lebanon has not yet put in place the reforms that were promised at the conference.

As a follow-up to the London Conference, on 5 April 2017, the EU, Germany, Kuwait, Norway, Qatar, UK and UN co-chaired the Brussels Conference on 'Supporting the Future of Syria and the Region'. At the conference, a further USD 6 billion (EUR 5.6 billion) was pledged for 2017, along with multi-year pledges of USD 3.73 billion (EUR 3.47 billion) for 2018–2020. In addition, a number of international financial institutions and donors announced around USD 30 billion (EUR 27.9 billion) in loans. In terms of content, the final declaration of the conference acknowledged the need to support the economic development of both Jordan and Lebanon in order to address the impact of the protracted crisis as well as opportunities for Syrians to secure their livelihoods. Among other things, a special emphasis was given to increasing access to vocational training for refugees and host communities, closely aligned with private sector labour needs and accompanied by skills-matching programmes. Participants highlighted the close links between protection, education and livelihood opportunities, reaffirming the goal of providing all children with education, including a major new push on non-formal and vocational training as a pathway to formal education, in order to reach the remaining estimated 126.732 children aged 5–17 who currently have no access to any form of education. In this regard, the Government of Lebanon committed to developing a youth strategy, including vocational training that is closely aligned with private sector needs, to target the 500 000 young people most at risk¹².

Since the beginning of the Syrian crisis, successive governments have struggled to confront and manage the large influx of refugees to Lebanon. In 2012, at the urging of the UNHCR, Lebanon's prime minister formed an Inter-Ministerial Committee to manage the refugee response, with the Minister of Social Affairs as the co-originator. Overall, the main governmental responsibility for refugees remains with the Ministry of Social Affairs (**TABLE 1.6**), although a state Ministry of the Displaced was constituted in early 2017, with the specific task of devising a clear policy for the government on the issue of Syrian refugees¹³. At the time of drafting this report, a clear division of tasks and roles between this ministry and the Ministry of Social Affairs remain to be defined.

¹² Official website of the conference: www.consilium.europa.eu/en/meetings/international-summit/2017/04/05/; co-chairs' final declaration: www.consilium.europa.eu/en/press/press-releases/2017/04/05-syria-conference-co-chairs-declaration/

¹³ Interview with Mouin Merhebi, State Minister of the Displaced. Last accessed 10 May 2017 at: www.theArabweekly.com/Society/7997/Lebanon-seeking-a-long-delayed-Syrian-refugee-policy

TABLE 1.6 MAIN ACTORS INVOLVED WITH REFUGEES AND ASYLUM SEEKERS IN LEBANON

<p>Governmental institutions and agencies</p>	<ul style="list-style-type: none"> ■ Ministry of Social Affairs ■ Ministry of the Displaced ■ Ministry of Labour ■ Ministry of Interior ■ Directorate General of General Security ■ Ministry of Foreign Affairs and Emigrants ■ Ministry of Education and Higher Education ■ Ministry of Economy ■ Ministry of Public Health ■ Ministry of Electricity and Water ■ Ministry of Economy and Trade ■ Ministry of Justice ■ Municipalities ■ Lebanese High Relief Commission ■ Parliament's Human Rights Committee
<p>Main civil society actors – local NGOs</p>	<ul style="list-style-type: none"> ■ ABAAD ■ Amel ■ Caritas Lebanon Migrant Centre ■ Centre for Defending Civil Rights and Liberties ■ Committee for the Employment of Palestinian Refugees ■ Committees for the Fight against Sectarianism and Racism ■ Jesuit Refugee Services ■ Lebanese–Palestinian Dialogue Committee ■ Lebanese Red Cross ■ Palestinian Human Rights Organisation ■ Socialist Forum
<p>Main international organisations and international donors</p>	<ul style="list-style-type: none"> ■ EU and EU Member States ■ Switzerland ■ UNRWA for the Palestinian refugees since 1954 (including Palestinians from Syria) ■ UNHCR for other refugees ■ Other UN agencies (UNDP, ILO, UNESCO, UNFPA, UN-Habitat, UNICEF, UNODC, UNOPS, UNSCOL, UN Women, FAO, WHO, IOM, OCHA, OHCHR, WFP) ■ United States Agency for International Development ■ World Bank ■ Danish Refugee Council ■ Norwegian Refugee Council ■ Drosos Foundation
<p>Main international NGOs</p>	<ul style="list-style-type: none"> ■ ACTED ■ Alkarama Foundation ■ AVSI ■ CARE ■ International Centre for Migration Policy Development ■ International Committee of the Red Cross ■ Intersos ■ Mercy Corps ■ Oxfam ■ Refugee Education Trust ■ Save the Children ■ Terre des Hommes ■ World Vision ■ YMCA (Young Men's Christian Association)

The UNHCR is the leading organisation that works in cooperation with the Lebanese government's Crisis Cell, other UN agencies and NGOs in providing support to refugees. It works in collaboration with several implementing partners, including partner government agencies, other international agencies and NGOs.

Palestinian refugees can be divided into four groups according to their legal status and registration within the UNRWA (UNHCR, 2016):

- registered (Palestinian refugees) – registered with both the UNRWA and Lebanese authorities;
- non-registered – not registered with the UNRWA but registered with Lebanese authorities;
- non-ID – registered with neither the UNRWA nor Lebanese authorities;
- Palestinian refugees from Syria arrived after 2011.

This community is dependent on UNRWA services and relief owing to restricted access to public education, public healthcare and social services, as well as employment (UNHCR, 2016). The precarious situation of Palestinians has increased as a result of the recent arrival of Palestinian refugees from Syria, which have overstretched resources in the camps.

A number of legal changes have been made in relation to access to the labour market for Palestinian refugees. Reforms in 2005 and 2010 gave Palestinian refugees legal access to some formal employment in the private sector that was previously limited to Lebanese nationals. This normative reform institutionalised discrimination, barring Palestinians from practising all but 36 syndicated professions. The restricted professions to which Palestinian refugees still have no access are grouped into two categories (Chaaban et al., 2010):

- those that are subject to the reciprocity clause (medical doctors, pharmacists, travel agents, news editors, hospital owners, insurance and re-insurance agents, topographers, engineers and architects, nurses, drug warehouse and medical laboratory workers, certified accountants, dentists, veterinarians, dental laboratory workers, physiotherapists and teachers at all school levels);
- those that are restricted to Lebanese citizens (lawyers, journalists, technicians, owners of tourist companies, managers of publishing companies, hairdressers, currency exchange workers, real estate agents, taxi drivers and driving instructors, publishers and printing presses).

In addition, in August 2013 the Lebanese government imposed new entry restrictions on Palestinian refugees from Syria.

Since 1954, UNRWA has been the main provider of housing, water, electricity, education and healthcare services, as well as a number of other welfare services to Palestinians living in camps and gatherings. The assistance provided by the UNRWA also covers Palestinians from Syria, who have been particularly affected by the ongoing armed conflict. In addition, 46 Arab organisations and 20 foreign NGOs are assisting Palestinian refugees in Lebanon. However, Palestinians experience harsh living conditions, with high poverty rates, inadequate infrastructure and housing conditions, and limited access to quality services and social protection (see Table 1.6).

Iraqi refugees have fallen out of the spotlight in the past few years because of their declining numbers and the fact that international attention has been focused on the Syrian refugee crisis. The protection of refugees lies entirely in the hands of the UNHCR. In March 2003 the agency called for all Iraqi refugees (including rejected cases) to be included under 'temporary protection', a status elaborated by the international community to respond to situations of large-scale displacement and to the limitations of the 1951 Refugee Convention and the refugee definition. The rationale of the temporary protection

regime was to avoid refugee status procedures being overwhelmed and to maintain the possibility of return. As a result, Iraqis have been left for years in a state of limbo and legal uncertainty: neither refugees nor non-refugees, faced with voluntary repatriation as the only possible durable solution and denied the chance of settlement in the country of asylum or in a third country (Trad and Frangieh, 2006). The results of a study conducted by Caritas pointed to the deteriorating living conditions of Iraqi refugees in Lebanon owing to a worsening economic situation and the flood of cheap labour in the form of Syrian refugees, the rising tensions between Iraqis and Syrians, concerns about legal protection and the psychological distress suffered by Iraqis (Caritas Lebanon Migrant Centre, 2014).

2. NATIONAL INVENTORY OF MISMES

2.1 Definition of MISMES

This chapter maps MISMES implemented in all phases of the migration cycle, targeted at three specific migrant groups:

- Lebanese emigrants and returnees;
- foreign labour immigrants;
- refugees and asylum seekers in Lebanon.

To qualify as MISMES, policy measures should mobilise specific budget resources (regardless of who funds or implements the action) to achieve labour market (re)integration of migrants, and/or enhancement and efficient utilisation of migrants' skills, usually over a decade. Therefore, the types of MISMES included in this inventory are the following.

- **Measures designed to develop, promote and make efficient use of migrants' skills.** These can be linked to 'skills development and orientation for migrants' through academic (higher education), vocational/technical education and/or life-skills training to prepare them for the labour market. They can be also linked to 'recognition, validation and certification of migrants' skills/qualifications'. Finally, special measures that attempt to use migrants' skills to promote local development by involving skilled migrants (including Lebanese expatriates and skilled immigrants in Lebanon) are also included in this category, with those skilled migrants used to train and mentor unskilled Lebanese or other migrant workers.
- **Measures designed to facilitate job matching and employment of migrants and/or to improve their labour market conditions.** These can be linked to the provision of any relevant information, guidance and services to migrants to help their integration or reintegration into the labour market. They include career guidance and counselling, job-search and job-placement activities, active labour market programmes, and work-based learning opportunities for job insertion. Activities to improve labour rights and working conditions of all migrants can also be included in this category.

The list of MISMES presented here is not exhaustive. The measures included in the inventory are those for which a reasonable amount of information was available as result of the research carried out by the team of experts drafting the report. Information was gathered through preliminary desk research followed by bilateral interviews with national stakeholders, international donors, NGOs and researchers (see list in Annex 1) in 2016 and 2017. A dissemination event was held in Beirut in July 2017 with a broad number of stakeholders who provided comments and contributed to finalise the report.

In addition to these MISMES, several related initiatives undertaken by the authorities, NGOs and international partners may indirectly contribute to migrants' social inclusion (including employment and skills development). Although these initiatives are not included in this MISMES inventory, they remain important for consideration when analysing the outcome and longer-term impact of MISMES. They include the following measures:

- social programmes for immigrant workers and refugees that are not aimed directly at building or improving skills or finding jobs, such as social cohesion schemes;

- legal protection programmes for foreign labour immigrants that aim to prevent abuse and to improve or upgrade individuals' working conditions and livelihoods;
- life-skills programmes for children under the age of 18 years, the goal of which is primarily to improve the psychosocial well-being of the beneficiaries, not necessarily to enhance their professional profile through skills and employability training;
- financial programmes seeking to promote expatriates' investments in Lebanon without involving any training or employment services for expatriates, returnees or Lebanese residents;
- bilateral labour agreements signed between the countries of origin and destination, and social protection arrangements.

A mapping of MISMES implemented in Lebanon during the period 2006–16 identified 17 main projects and measures. **TABLE 2.1** lists all the projects included in the analysis, with further details provided in the text. The projects are in large part financed by international donors or international organisations and are implemented by both local and international organisations. This chapter provides a description of each of the interventions, highlighting its rationale, objectives, and outputs or outcomes based on available documents and information provided by stakeholders during face-to-face or telephone interviews.

TABLE 2.1 MISMES INVENTORY

MISMES number and title		Implementer	Type of measure
Lebanese outward migration: expatriates and returnees			
1	MedGeneration	ANIMA and the Chamber of Commerce, Industry and Agriculture of Beirut and Mount Lebanon	Capacity building, networking activities
2	Lebanese Expatriate Project – Live Lebanon	UNDP	Networking activities, fund raising
Inward migration: foreign labour immigrants			
3	Support of Migrant Domestic Workers and Victims of Human Trafficking	Amel	Capacity building, empowerment, awareness training; legal services
4	Protecting, defending and promoting the rights and fundamental freedoms of women migrant workers in Lebanon	Caritas Lebanon	Capacity building, empowerment, awareness training; legal services
5	Initiating a global approach in supporting and empowering migrants throughout the migration cycle and asylum seekers and refugees in Lebanon	Caritas Luxembourg	Capacity building, empowerment, awareness training; legal services

MISMES number and title	Implementer	Type of measure	
Inward migration: refugees and asylum seekers			
6	Lebanon Host Communities Support Project	UNDP	Livelihood skills and local economic opportunities
7	Technical and Vocational Training, Career Guidance, Employment Service Centres	UNRWA	Technical advice, training, policy planning, capacity building, orientation and guidance
8	Enabling Job Resilience and Protecting Decent Work in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon	ILO	Technical assistance provision to employment service centres in Lebanon; training in labour law and other labour-related issues
9	Regional Development and Protection Programme for Refugees and Host Communities – Lebanon, Jordan and Iraq	Danida	Economic assistance to refugee households; vocational training and skills-development training; capacity building; sensitisation training for members of the host countries' security forces
10	Vocational Training Programme	Makhzoumi Foundation	Provides trainees with educational, technical and vocational skills (graduation certificates issued)
11	Vocational training and socio-professional integration for young Lebanese and Syrian refugees in northern Lebanon	IECD/Seeds of Hope	Training in the basics of business management; training in business creation for project holders
12	Livelihood Programme	ACTED	Vocational training; rehabilitation training; healthcare services; support for small commercial projects
13	Peaceful and Comprehensive Education in Seven Districts of Lebanon (PEACE)	AVSI	Training in technical and pedagogical skills; vocational training; workshops for discovery of local heritage
14	Empowerment of Syrian refugee and host community youths in Lebanon	Amel International	Livelihoods, vocational training
15	Fostering Self-Reliance for Displaced Syrians and Host Communities in South Lebanon (FORDS)	Mercy Corps	Livelihoods, vocational training
16	BRIDGES (Building and Reinforcing Integration through Development of Guidance, Employment and Skills)	IECD/Seeds of Hope	Support for small businesses; technical and integration training
17	GET (Guidance, Employment and Training) – Promoting access to employment	IECD/Drosos Foundation	Vocational training; support for small businesses; technical and integration training

The analysis has been carried out and measures are presented according to their target beneficiaries, namely Lebanese emigrants (potential migrants, expatriates and returnees), foreign immigrants, and refugees. However, it was found that no significant measures have been implemented for Lebanese emigrants and very few have been developed for immigrant workers, while many (although they are mostly scattered) have targeted refugees.

It should be noted that within the policies and measures targeted at refugees, those implemented by governmental authorities are scarce, with most of the measures being funded and implemented by either international organisations or national NGOs. Moreover, the analysis confirmed the absence of a structured approach in decision making, which was found to be mostly disconnected from evidence and research. The absence of a rigorous formal monitoring and evaluation system for programmes and policies has also impeded a scientific analysis of all programme results. Therefore, the conclusions and main findings are based on the research and interviews with key players conducted by the team.

2.2 Lebanese emigrants: expatriates and returnees (MISMES 1–2)

The research carried out by the team confirmed that Lebanon provides very limited support to Lebanese emigrants, be they potential migrants, expatriates or returnees. In line with the *laissez-faire* national attitude and owing to the very active (self-regulated) private sector, Lebanese migrants generally use personal or family links rather than institutional support to enhance their skills and employability in relation to their migration plans, and to find jobs abroad. According to national observers and stakeholders, this process works rather smoothly and it is linked to the medium and high skill levels of many Lebanese migrants. Moreover, the fact that many expatriates already complete their academic careers abroad facilitates their stay in the third countries (i.e. they study abroad and then remain in the same country to work). Nevertheless, the migration process could be facilitated and made more productive. Many expatriates, especially the diaspora, seem to feel that if they were given help, they would prefer to come back to Lebanon. This is often impeded by the lack of job opportunities or by the perception that financing productive activities is difficult, if not impossible.

Thus, there are no measures in the pre-departure and post-migration phases and very few in the during-migration phase that provide skills development, vocational education and training, job placement or job matching for migrants. Similarly, there are no measures for assisted voluntary return and reintegration programmes targeting entrepreneurship and income-generating schemes for returnees, labour market reintegration measures, schemes promoting the return of highly skilled migrants, or return employment-information platforms.

In terms of job matching specifically, there are no specialised public recruitment companies in charge of guiding potential migrants and monitoring Lebanese expatriates abroad (and the National Employment Office does not undertake this role). However, there is a large number of headhunting agencies, operating mainly on university campuses, which seek highly skilled workers for placement either on the Lebanese labour market or overseas. Regarding the opportunities they offer, multinational firms rank first, followed by regional and to a lesser degree local firms; this is due to the greater availability of job opportunities abroad and to the lack of job prospects at the local level, the political turmoil and the economic downturn in Lebanon.

In addition to career and placement services, most universities in Lebanon have annual job or career fairs at which students meet and interact with recruiters. Lebanon Career Expo Beirut, held annually, is an example of this type of event. Regional and national companies, recruitment agencies and universities are generally involved in the career fairs, as such events allow trainees and jobseekers to be matched with established contacts for future labour arrangements. However, there are no data on the recruitment opportunities offered by the companies involved.

MISMES 1: MedGeneration (ANIMA¹⁴ and Chamber of Commerce, Industry and Agriculture of Beirut and Mount Lebanon)

MISMES 1			Implementer	Funding source
MedGeneration			ANIMA and Chamber of Commerce, Industry and Agriculture of Beirut and Mount Lebanon	EU – European Neighbourhood and Partnership Instrument
Duration	Budget	Beneficiaries	Main activities	
January 2014– June 2016	EUR 1.92million (for Jordan, Lebanon and Palestine)	Lebanese diaspora	Capacity building, networking activities	

The MedGeneration programme was funded by the European Neighbourhood and Partnership Instrument (ENPI) and was executed by the ANIMA Investment Network in partnership with the Chamber of Commerce, Industry and Agriculture of Beirut and Mount Lebanon (CCIABML). It aimed to link the diaspora with the Lebanese government to develop strategies and services for the more active involvement of the diaspora in the development and growth of their country of origin. This, in turn, would benefit the associated territories, develop an entrepreneurial culture, facilitate international trade and involve community actors in the development of local business. The programme's activities were implemented over a 30-month period from January 2014 to June 2016. Its total budget was EUR 1.926 million, and 90% of its financing came from the EU through the ENPI (ANIMA, 2016).

The programme, which also covered Jordan and Palestine, was aimed at initiating and establishing the conditions to enable the talented Mediterranean diaspora to make a sustainable contribution to the integral economic development of their country of origin. It also encouraged and supported investment and entrepreneurial success stories and engaged the local and national authorities in the implementation of attractive mechanisms and policies targeting this specific population.

The programme included:

- policy support seminars in favour of economic Mediterranean diaspora recruitment;
- short lobbying and 'direct dialogue' missions between the leaders of the diaspora and representatives of governments of the pilot countries;
- country studies and territorial action plans for better recruitment of individuals from the diaspora;
- study tours, recovery of territories and networking;
- sourcing and support of 30 project holders in pilot areas;
- selection and management of a network of MedGeneration coaches and trainers with specialist talents in the diaspora on entrepreneurial topics;
- organisation of three entrepreneurship master classes for students and young entrepreneurs living in the pilot territories, with follow-up and mentoring.

¹⁴ ANIMA Investment Network is a multi-country cooperation platform for economic development in the Mediterranean. It brings together national and regional investment promotion agencies, international organisations, business federations, innovation clusters, financial investors and research institutes from the region. See www.animaweb.org/

Following the completion of the MedGeneration programme, the Chamber of Commerce launched an initiative to create a Diaspora Hub in Lebanon aimed at fostering, promoting, coordinating and supporting the involvement of the Lebanese diaspora in the economic and social development of Lebanese people through increased intra-diaspora collaboration. The Diaspora Hub (also called 'World Lebanon'), which is currently under discussion, aims to ensure the sustainability and continuity of the MedGeneration programme, taking into consideration the uniqueness of the Lebanese diaspora, whose members are generally highly skilled and well distributed around the world. The proposed approach recognises that today's globalisation leads to interconnection and interdependence, and that members of the diaspora can be a bridge to knowledge, expertise, networks, resources and markets for their countries of origin. Among the different activities foreseen, the youth programmes may prove to have a significant impact on the development of skills and opportunities (providing internship opportunities, facilitating entrepreneurship through coaching and access to funding, fostering youth engagement through worldwide competitions). Specific activities for women may also be important for fostering return, equity and emancipation.

MISMES 2: The Lebanese Expatriate Project, Live Lebanon (UNDP)

MISMES 2			Implementer	Funding source
Live Lebanon			UNDP	UNDP, Bank of Beirut, GWA Fadi Salame, Les Amis du Liban à Monaco and others
Duration	Budget	Beneficiaries	Main activities	
2010–16	EUR 2 528 286	Local communities	Networking activities, fund raising	

The aim of the Live Lebanon project was to mobilise a critical mass of more than 10 million Lebanese living abroad in support of local development in the most deprived areas of Lebanon, thereby contributing to the elimination of poverty and regional disparities in Lebanon. This was to be achieved by strengthening the connection between local communities in Lebanon and Lebanese expatriate organisations and individuals worldwide.

The Live Lebanon online platform (www.livelebanon.org) was created to engage Lebanese expatriates, providing them with an opportunity to donate money online to support and follow local community and development projects in four regions of the country: North Lebanon, Beqaa, Mount Lebanon and Beirut, and South Lebanon.

Existing UNDP sub-offices in the regions, together with local working groups that included representatives of municipalities, NGOs and community organisations, functioned as local project committees and ensured local ownership and empowerment of the local community. The contribution of the Live Lebanon project to the overall development of Lebanon and to the eradication of regional disparities is based on the following threefold strategy:

- engage the private sector in development and strengthen the link between Lebanese abroad on the one hand and the Lebanese government and local communities in the poorest areas on the other;
- set up a mechanism for channelling financial support from expatriates to local development and community projects, and thereby support the elimination of regional disparities;
- strengthen local capacities and decision-making structures through the engagement of local UNDP working groups in the development and management of the project.

2.3 Foreign labour immigrants in Lebanon (MISMES 3–5)

Despite their generally low level of skills, foreign labour immigrants have very few opportunities to improve their skills and their employability in Lebanon. There may be various reasons for this, including a lack of interest on the part of the government, scheduling issues, costs and the perceived lack of benefit to companies (or recruiters in general). As previously mentioned, foreign workers are usually exposed to low pay and poor working conditions. They often lack awareness of what constitutes decent working conditions, or lack basic skills (such as language). However, very little is done to support them in this regard, except for a few initiatives conducted by NGOs.

The ILO has recently carried out two studies to investigate the conditions of migrant domestic workers in Lebanon. However, the skills dimension is not considered in the reports, which indicates that the issue is not currently taken into account in the country. The following project is one of the few initiatives conducted in the country to enhance foreign workers' skills and employability.

MISMES 3: Support of migrant domestic workers and victims of human trafficking (Amel)¹⁵

MISMES 3			Implementer	Funding source
Support of Migrant Domestic Workers and Victims of Human Trafficking			Amel International	UNDP
Duration	Budget	Beneficiaries	Main activities	
2011–ongoing	N/A	Foreign labour immigrants	Capacity building, empowerment, awareness training; legal services	

The Support of Migrant Domestic Workers and Victims of Human Trafficking programme was created in 2011 to reduce exploitation, discrimination, violence and trafficking. It was launched to alleviate the abuse of domestic workers, given their large presence in Lebanon (there are an estimated 250 000 such workers, 75 000 of them irregular, having left their sponsors).

Support is provided through advocacy, coordination, empowerment, awareness raising, group therapy, research, repatriation and the provision of social, health and legal services. The programme has so far succeeded in supporting thousands of beneficiaries from Ethiopia, Bangladesh, Nepal, Sri Lanka and elsewhere. Activities are conducted in Beirut, Mount Lebanon, Beqaa and South Lebanon, as well as at an international level in coordination with other Arab and European countries. Specifically, activities are taking place across seven locations in Lebanon, in Amel centres: Chiyah (Beirut), Bourj el Barajneh (Beirut), Mashghara (Beqaa), Shmestar (Beqaa), Sour (South Lebanon), Bassoureith (South Lebanon) and Khiam (South Lebanon).

In its capacity-building component, the programme has provided training to approximately 7 000 migrant workers (interview with Amel), empowering them through a number of skills-development programmes planned on the basis of a specific assessment of needs of migrant workers in Lebanon, which included:

- lack of language skills to enable them to communicate with employers and to be independent within their new community, and to understand discussions relating to their employment terms and

¹⁵ Amel is a non-governmental, non-sectarian organisation that was established in 1979. It works in the fields of health, psychosocial support, livelihood, child protection, education, rural development, female empowerment and migration. The information given here comes from the interview with Amel and internal documentation.

conditions; linguistic and cultural issues have been highlighted by both employers and employees as a major issue, creating tensions in the workplace;

- lack of computer skills to communicate with their families in their countries of origin and to carry out basic computer tasks within their work (such as sending emails and browsing the internet);
- lack of knowledge of their new surroundings and of their rights and duties in the workplace, which can cause vulnerability and discrimination;
- lack of emotional and peer support, which can increase vulnerability;
- need to equip migrants with practical skills that could be used when returning to their home country, such as fashion design and make-up skills, which may help them in setting up small businesses in the local community.

MISMES 4: Protecting, defending and promoting the rights and fundamental freedoms of women migrant workers in Lebanon (Caritas Lebanon)¹⁶

MISMES 4			Implementer	Funding source
Protecting, defending and promoting the rights and fundamental freedoms of women migrant workers in Lebanon			Caritas Lebanon	EU
Duration	Budget	Beneficiaries	Main activities	
February 2012– April 2014	EUR 385 665	Foreign labour immigrants	Capacity building, empowerment, awareness training; legal services	

The project was carried out by Caritas Lebanon in formal partnership with Amel. It completed many different activities aimed at strengthening the protection and defence of vulnerable women migrant workers in Lebanon through social assistance and counselling (1 072 women migrant workers and 40 male migrant workers), trauma counselling and group therapy sessions. Even within its rather limited scale, the project adopted a multi-faceted and inclusive approach to ensure that decision-makers, government officials and other related institutions and public authorities have the appropriate capacity to protect migrants against exploitation and exclusion. At the same time, the project assisted the most vulnerable migrant workers through the provision of direct assistance, targeted direct awareness raising and the strengthening of civil society structures.

At the skills-development level, the project delivered 251 orientation sessions to 18 044 domestic migrant workers. The empowerment sessions focused on their rights and duties as employees in Lebanon, and were delivered in Beirut and its suburbs, the Beqaa Valley and North and South Lebanon, including prisons. Caritas also conducted a course for trainers with eight Amel staff to build their capacities for delivering orientation sessions to migrant workers and awareness sessions on migrant workers' rights to Lebanese employees. The project also included 358 awareness sessions throughout Lebanon, during which 9 919 Lebanese and non-Lebanese were made aware of their rights and duties as employers. The staff members of 91 recruitment agencies were trained on migrant workers' rights and conflict resolution).

¹⁶ Source: project fiche of the measure.

MISMES 5: Initiating a global approach in supporting and empowering migrants throughout the migration cycle and asylum seekers and refugees in Lebanon (Caritas Luxembourg)¹⁷

MISMES 5			Implementer	Funding source
Initiating a global approach in supporting and empowering migrants throughout the migration cycle and asylum seekers and refugees in Lebanon			Caritas Luxembourg (with a cross-border consortium)	EU, Luxembourg, Caritas Austria, Caritas France
Duration	Budget	Beneficiaries	Main activities	
2013–16	EUR 3 100 000	Foreign labour immigrants	Capacity building, empowerment, awareness training; legal services	

The project ran from 2013 to 2016 and was implemented by a cross-border consortium made up of Foundation Caritas Luxembourg, Caritas Austria, Caritas Lebanon Migrant Centre, the Ethiopian Catholic Church, the Meki Apostolic Vicariate in Ethiopia and OKUP (Bangladeshi migrants' association). Its aim was to contribute to the protection and defence of the rights of asylum seekers, refugees and WMDWs throughout the migration cycle in Lebanon and countries of origin, and to foster their socioeconomic development. Its goal was to increase awareness among the public and stakeholders of the critical issues of migration, to provide direct assistance to highly vulnerable migrants, and to improve the economic and social (re)integration of migrants and returnees, and contribute to the sustainable development of the country.

The project is interesting as it is one of the few operating at the multi-country level (Lebanon, Ethiopia, Bangladesh, Nepal, the Philippines and Sri Lanka), targeting migrants throughout the whole migration cycle. According to the documents available, the project targeted vulnerable refugees and vulnerable WMDWs in Lebanon (6 750 refugees and asylum seekers (Iraqi, Syrian and Sudanese), 6 000 migrant women workers, 500 victims of human trafficking), potential candidates for migration and migrant women returnees in other sending countries (1 800 and 925, respectively). Some 13 597 Lebanese citizens, among which 4 829 pupils and students, were informed on their rights as migrants and refugees. Eighty-five Ethiopian women were referred to Ethiopia and 106 to Bangladesh.

Among other measures, migrants were exposed to awareness and skills enhancement at the pre-departure stage (before migrating to Lebanon). In the first year of activity alone, 439 Lebanon-bound WMDWs participated in the seven-day pre-departure in-house training aimed at teaching more about such topics as Lebanese culture, social norms and lifestyles, family and social structures, weather, practical language, local laws, migrants' rights and redress mechanisms, sexual and reproductive health, psychological stress management, and reintegration. The project also provided vocational and life-skills training in shelters in Lebanon, through four-day camps where WMDWs had the chance to share their experiences and discuss possible solutions together. During the camps, courses were delivered on the English language, computer skills, sewing and cooking.

The project has developed a range of measures, including pre-departure preparedness for potential migrant workers, referral of vulnerable migrants between Lebanon and Bangladesh for onsite redress, return and social reintegration assistance, and sustainable development through a local market-based economic reintegration model for returnees. Pre-departure preparedness is a comprehensive approach to pre-migration awareness and informed, skilled and safe migration, and includes outreach campaigns targeting groups of people at village level. The campaign aims to educate migrants about safe migration, and about services and assistance for migrant workers. The scheme contributes to increasing the empowerment and negotiation capacity of potential migrant workers when dealing with

¹⁷ Source: project fiche of the measure.

agents and sub-agents of recruiting agencies, and encourages them to seek support to complete elements of the migration process, such as encouraging skills enhancement, passport application, visa verification and seeking migration loans. The knowledge and education on safe migration processes and the risks and vulnerabilities associated with migration routes have also contributed to reducing the risks of labour trafficking in the project areas¹⁸.

The evaluation carried out upon the completion of the project showed that the comprehensive pre-departure interventions produced positive behavioural changes among the direct beneficiaries. It increased negotiation capacity and decision-making ability, as well as enabling participants to complete some elements of the migration process on their own, such as passport application, enrolment in skills training, finding a reliable recruiting agency, visa verification, and application for a migration loan. These activities mean that migrants' dependency on intermediaries is reduced. The impact evaluation shows that 60% of those who had travelled overseas as domestic workers were able to adopt and adjust to the culture and working conditions in the destination country. They have impressed their employers with their skills and the quality of their work, and built good working relations. They are paid on time, given good food and accommodation, and allowed to communicate with their families when needed. However, 25% of them faced precarious conditions. They had not been paid on time, and had not been given food or accommodation. Some 15% of them had been forced to return home before completion of their job contract.

2.4 Refugees and asylum seekers in Lebanon (MISMES 6–17)

While several inclusive measures have been developed and implemented by the UNRWA to enhance the skills and employability of Palestinian refugees, the emergence of the Syrian crisis has generated numerous actions in the past few years to alleviate conditions for Syrians who have fled to Lebanon to escape war. Although most of the measures and funds have been devoted to humanitarian assistance, many other initiatives aim to improve the skills of refugees to enable them to integrate into the labour market (whether in Lebanon, in third countries or back home).

International organisations and NGOs have generally tried to adopt an inclusive approach by targeting both local communities affected by the crisis and the refugees. In this sense, most of the programmes also have a reconciliation and social-integration purpose, beyond the direct impact on employability.

The list below is not exhaustive. Rather, it represents a selection of the programmes that have been considered most relevant for the present report in terms of either funds allocation or approach. The programmes have also been selected with regard to their potential to be scaled up or replicated. Unfortunately, given the widespread lack of evaluation culture in the country and the fact that most projects are relatively recent (recently terminated or recently started, in some cases), no scientific cost–benefit analysis has been found.

¹⁸ http://okup.org.bd/wp-content/uploads/2016/11/Impact-evaluation_AM-Project.pdf

MISMES 6: Lebanon Host Communities Support Project (UNDP)¹⁹

MISMES 6			Implementer	Funding source
Lebanon Host Communities Support Project			UNDP	UNDP, UNHCR, Denmark, Ecuador, Italy, Japan, Monaco, US, DFID, EU, Germany, Lebanese Renaissance Foundation, Valdesse
Duration	Budget	Beneficiaries	Main activities	
December 2012–December 2017	USD 39.1 million	The poorest communities at higher risk of tension and conflict (refugees and host communities)	Improve the ability of vulnerable groups, especially women and young people, to cope with and recover from economic crisis through livelihood and local economic opportunities (such as job creation, micro, small and medium-sized enterprise development); improve the capacity of municipalities to respond to the crisis among their community, promoting conflict management	

The UNDP, jointly with the Ministry of Social Affairs, launched the Lebanese Host Communities Support Project early in 2013 as a comprehensive, coordinated and sustainable response to the Syrian refugee crisis and its impact on the country. The project aims to create livelihoods and economic opportunities for host communities, strengthening the capacity of local and national actors to deliver basic services in an inclusive and participatory manner, and tackling local development issues in crisis conditions.

Under this project, around 140 emergency projects have been implemented across different sectors, including health, education, livelihood, water and waste management, benefiting hundreds of thousands of people, including Syrian refugees. The expected results are:

- promotion of short-term coping mechanism (Cash for Work);
- improvement of workforce employability (human capital);
- support for the establishment of start-ups;
- valorisation and development of competitive local value chains;
- support for existing income-generating entities (cooperatives/SMEs/other);
- support for existing institutions and systems;
- enhancement of municipal services in target municipalities significantly affected by the influx of refugees;
- facilitation of dialogue and collaboration among local stakeholders within a common process for the identification of risks, needs and available resources to find appropriate solutions through maps of risks and resources.

¹⁹ Source: project fiche of the measure and interview with the UNDP.

MISMES 7: Technical and Vocational Training, Career Guidance, Employment Service Centres (UNRWA)

MISMES 7			Implementer	Funding source
Technical and Vocational Training, Career Guidance, Employment Service Centres			UNRWA	UNRWA, EU, UNICEF
Duration	Budget	Beneficiaries	Main activities	
Since 1954	N/A	Palestinian refugees	Technical advice, training, policy planning and capacity building	

Since 1954, the UNRWA has supported Palestinian refugees in Lebanon, particularly by enhancing their access to education, employment and livelihoods through the following (UNRWA, 2015):

- school-based vocational training and career guidance;
- strengthening the vocational and entrepreneurial skills of refugees;
- investing in higher education;
- assisting refugees in seizing employment opportunities, for example through counselling offered by the UNRWA employment centres or building partnerships with the private sector;
- supporting self-employment by enabling access to financial services;
- providing employment opportunities with the UNRWA;
- advocating for the full realisation of refugees' legal right to work, where this is restricted, in order to fully benefit the economic future of Lebanon.

The UNRWA provides technical and vocational education and training (TVET) opportunities with the capacity to host approximately 1 200 young men and women (aged 15–25 years) per year on its two campuses (interview with the UNRWA), with 58% of these individuals being classified as special hardship cases. TVET provides UNRWA students with a comparative advantage in finding employment, through courses, including trade, professional and short-term courses, and through strong links with the local labour market. At its campuses in Saida and Nahr El Bared Camp, UNRWA delivers trade and semi-professional courses in 28 specialisms. After graduation, most graduates from the training centres find jobs in trade metal (aluminium fabrication, blacksmith, welding, machining and industrial mechanics), construction (carpentry, plumbing, civil engineering, architecture, engineering, topography), beauty-culture (hairdressing) and child care (UNRWA, 2015). As per academic course requirements, trainees are placed in private companies for one month's on-the-job training to gain practical experience in the business world.

In 2016 the UNRWA also provided vocational training opportunities through 19 short-term courses (4-month duration) to an additional 313 students, including 47 Palestinian refugees from Syria. The programme aimed to provide Palestinian refugees in Lebanon and Palestinian refugees from Syria – mostly those who had dropped out and were left with no other options – with both technical and life skills at the Siblin Training Centre (STC) (UNRWA, 2016a). The courses were implemented at both STC campuses (south and north) and all graduates were provided with job-coaching sessions conducted by the employment service centres (ESCs). As part of the programme, graduates were provided with start-up toolkits in order to facilitate their employment (UNRWA, 2015).

The Career Guidance Unit currently supports school students (aged 14–18 years) by providing access to information, learning and work opportunities, and encouraging up-skilling. The unit currently delivers

orientation and individual services to school students (Grades 9–12) to assist them in making informed decisions on their future education and career pathways, applying for scholarships and vocational training courses, participating in university and vocational fairs, and being aware of their right to work. The unit contributes to equity and inclusion through its focus on disadvantaged groups (dropouts, those who are out of school, unemployed individuals, and people with disabilities) and tackling female labour force participation. Outreach campaigns are also conducted for school principals, parents and community-based organisations.

As Palestinian refugees remain legally unable to access the Lebanese National Employment Office, the UNRWA established four ESCs in 2010 in Beirut, Saida, Tyre and North Lebanon to provide counselling and coaching services to jobseekers, and to focus on the placement and referral of Palestinian refugees into the labour market. The ESCs also collect and make available information on labour market conditions, trends and needs. They raise employers' awareness on labour law and the right to work.

The total number of jobseeker placements through the ESCs since the inception of EU support in 2012 is 1 793 (as of December 2016, interview with the UNRWA, 2017). Each ESC has an outreach officer whose role is to develop networks and build relationships with employers, and to market jobseekers to employers. Each ESC also has a counselling and placement officer who is responsible for the placement activities of the ESC. Their job includes individual capacity assessment of registered jobseekers to understand their profiles and their professional objectives and to identify their skills gaps. Based on this assessment, registered jobseekers are referred to relevant skills training opportunities and supported with individualised advisory services (curriculum vitae (CV) writing, job-search techniques, interview techniques).

The UNRWA also offers microfinance services through the Microcredit Community Support Programme. The programme aims to provide income-generation opportunities for vulnerable Palestinian refugees by supporting start-up businesses and their expansion, in addition to housing-improvement loans to enable Palestine refugees to improve their living conditions through access to financial products and limited non-financial services. As at the end of March 2017, the programme had a portfolio of USD 3.2 million and about 750 active loans, equally divided inside and outside camps. Women make up 15% of the total number of active clients. Almost all the businesses are in the services sector (91%) and the remaining 9% are in small industry, such as carpentry and blacksmith activities, animal husbandry (e.g. dairy farming), agriculture (e.g. greenhouse operations) and medical technology (e.g. laboratory, pharmacy and clinical work) (interview with the UNRWA, 2017).

MISMES 8: Enabling Job Resilience and Protecting Decent Work in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon (ILO)²⁰

MISMES 8			Implementer	Funding source
Enabling Job Resilience and Protecting Decent Work in Rural Communities Affected by the Syrian Refugee Crisis			Italian Development Cooperation/ILO	ILO Regular Budget Supplementary Account*, Italy
Duration	Budget	Beneficiaries	Main activities	
June 2014–April 2017	USD 1 870 592	Lebanese host communities and Syrian refugees, including women and young people	Local economic development and value chain development; technical assistance to existing ESCs in Lebanon; training in labour law and other labour-related issues; technical assistance to providers of public employment programmes; technical assistance to improve agricultural vocational training	

(*) The ILO's funding base consists of assessed and voluntary contributions. Voluntary contributions include the Regular Budget Supplementary Account, which allows development partners to provide unearmarked core funding to the ILO.

The project aimed to create productive employment through local economic development and sustainable enterprises in northern Lebanese communities affected by the Syrian refugee crisis, to:

- improve labour market intermediation for and employability of vulnerable jobseekers;
- increase the income-generation and employment-creation potential of agriculture value chains through local economic development;
- enhance the capacity of service providers to create local economic development opportunities.

Among other activities, the project aimed to enhance access to employment opportunities and livelihoods. In this context, it provided technical assistance to existing ESCs, including the National Employment Office in North Lebanon, to increase their efficiency and effectiveness. The technical assistance to the ESCs included training in labour law, management of ESCs, labour market information, ESC outreach, career-counselling services and job-search advice. A review of labour market information was conducted and a report and related policy briefs were published. The project enhanced cooperation among the ESCs in North Lebanon and provided technical assistance to providers of public employment programmes (such as Cash for Work) by sharing experiences and best practice in Lebanon, and international best practice. In addition, linking into its value chain development activities, the project partnered with the Ministry of Agriculture to enhance agricultural vocational training for young Lebanese and refugees (interviews and information provided by the ILO).

Given the local context of jobless growth, the focus of the project was on local economic development through value chain development, including capacity building for local stakeholders and business expansion for entrepreneurs. Project activities included interventions to address decent work deficits found in the value chains in terms of the invisibility of women, the lack of interest and opportunities for young people, and child labour within Lebanese and refugee populations. The project established broad-based partnerships, including in particular between the Ministry of Labour, the National Employment Office, the Ministry of Agriculture and the Lebanese Agricultural Research Institute, employers' and workers' organisations, municipalities and civil society representatives.

²⁰ Source: all information provided directly by ILO Office in Beirut.

MISMES 9: Regional Development and Protection Programme for Refugees and Host Communities – Lebanon, Jordan and Iraq (Danida)²¹

MISMES 9			Implementer	Funding source
Regional Development and Protection Programme for Refugees and Host Communities in Lebanon, Jordan and Iraq			Danida (Denmark)	EU, Denmark, Ireland, Netherlands, UK, Norway, Czech Republic, Switzerland Partners: UNHCR, UNDP, World Bank
Duration	Budget	Beneficiaries	Main activities	
2014–17	EUR 41.6 million (for three countries)	Refugees and host communities	Economic assistance to refugee households; vocational training and skills-development training; capacity building; sensitisation training for members of the host countries' security forces	

The Regional Development and Protection Programme (RDPP) is a four-year pooled fund (eight donors) initiative managed by Denmark's development cooperation, Danida, to support Lebanon, Jordan and Iraq in mitigating the effects of Syrian refugees' forced displacement into their countries. The initial budget of EUR 26 million was allocated according to an initial prioritisation of needs defined by the presence of refugees, the vulnerability of host communities, the impact of the crisis at the socioeconomic and security level, and other external assistance already received by the host countries. In 2015, with an increase in the number of donors, the programme was granted a one-year extension and an increase in the budget to reach a total of EUR 41.6 million (Danida internal documents).

In partnership with governments, civil society, NGOs and UN agencies, the programme seeks to enhance protection for refugee-affected populations and create socioeconomic development opportunities. By combining humanitarian and development funding, the programme acknowledges that in protracted displacement contexts, humanitarian assistance should be complemented by development-led strategies. By investing in innovative partnerships, the programme aims to support refugees, host communities and governments in maximising the opportunities arising from the Syrian displacement.

The RDPP works across four separate but interrelated focus areas in addressing the challenges for both refugees and host communities: research, livelihoods and employment generation, protection, and advocacy. The four thematic areas have two overall objectives:

- to ensure that refugees are fully able to avail themselves of a sustainable solution (voluntary return, local integration or resettlement in third countries) once the opportunity arises, and to enhance the ability of refugees to access basic rights, including freedom of movement;
- to support socioeconomic development in host countries that will benefit both the host populations and refugees, and to enhance the capacity of refugees to contribute to positive development.

The livelihoods and employment-generation component aims to enhance the conditions for socioeconomic development by improving life conditions, livelihood capacities, self-reliance, economic opportunities and labour market participation for refugees and host communities; specific efforts are

²¹ Danida is Denmark's development cooperation, an area of activity under the Ministry of Foreign Affairs. The source of information given here is an interview with Danida representatives and internal documents (unpublished) provided by the organisation.

also made to include Palestinian refugees from Syria along with the other vulnerable groups. To achieve these goals, the component mainly focuses on two areas (Danida internal documents).

- **Rapid, labour-intensive employment-generation schemes** (e.g. Cash for Work programmes) (EUR 8.1 million). The programme supports the creation of short-term employment opportunities (6–12 months), targeting both host communities and Syrian refugees, that will benefit local communities by providing improved social infrastructure. The employment schemes target both men and women, with special attention given to women, given their very low rate of enrolment in economic activities. The kind of jobs offered mainly require low levels of skill, and contribute to improving the capacity of local government in basic social-service delivery such as garbage collection, reforestation, agricultural roads, water harvesting, community centres, and health or educational centres. Municipalities, host populations and refugees are directly involved in the design of the employment schemes.
- **Vocational training, job placement and business start-up support** (EUR 13.8 million). The programme provides vocational training skills, either through formal vocational training centres or informally through existing institutions and organisations. In addition, it tries to match the skills of the target population (both host communities and Syrians) with the existing needs of the market in order to place them in existing enterprises, paying the initial two or three months' salary. Finally, it provides training in business development, guidance and business support, and complements this with small grants for the creation of micro or small enterprises (mostly for host communities). Although this project activity targets both host communities and refugees, for legal and political reasons the business start-up support has mostly benefited Lebanese people.

The mid-term review of the programme, conducted in July 2016, showed that the strategy has been adapted to align with the conditions in the target countries, making the programme relevant for addressing beneficiaries' needs. According to the review, the combination of thematic areas has strong potential synergies and linkages. Thus, it sets RDPP apart from other instruments in the region, as few others combine the joint focus on livelihoods and protection, and few have dedicated funds for research and advocacy activities.

MISMES 10: Vocational Training Programme (Makhzoumi Foundation)²²

MISMES 10			Implementer	Funding source
Vocational Training Programme			Makhzoumi Foundation	UNHCR, Madad/EU, UNICEF, RDPP
Duration	Budget	Beneficiaries	Main activities	
2011–ongoing	N/A	Lebanese, Palestinian, Syrian and others	Provides trainees with educational, technical and vocational skills (graduation certificate)	

The Makhzoumi Foundation was established as an NGO in Lebanon in 1997, at a time when Lebanon was emerging from a 15-year civil war that had left the country in a state of disrepair, and with a desperate need to rebuild and jump-start its deteriorating economy and education system. The Foundation's activities and services currently extend all over Lebanon. Since its launch, the Foundation's Vocational Training Programme has awarded tens of thousands of certificates, and its Health Care Programme has benefited countless families. The Micro Credit Programme has extended

²² The Makhzoumi Foundation is an independent, not-for-profit Lebanese NGO. The source of this information is the interview with Makhzoumi Foundation and internal documents (unpublished) shared by the organisation.

thousands of loans to Lebanese borrowers. The development projects focus on women, children, young people and farmers and have also benefited thousands of Lebanese citizens, while the Relief Unit has assisted thousands of refugees and needy families.

The Vocational Training Programme provides trainees with educational, technical and vocational skills. It fulfils two of the Foundation’s goals: encouraging the seeking of knowledge and promoting self-reliance. The Foundation’s courses are administered in Beirut, Aramoun, Tripoli, Baalbek and Sidon, in collaboration with the Laha Association. They are designed to respond to the needs of the labour market and to enable trainees to acquire the required competences and expertise. The training contributes positively to the development of young people, as the mastering of vocational skills creates a feeling of satisfaction and hope that transforms candidates into a productive workforce. The curricula include hands-on training with professional trainers, using the latest teaching tools (e.g. interactive whiteboards) to relay constructive content. Graduation certificates issued by the Makhzoumi Foundation are eligible for legalisation by the General Directorate of Vocational and Technical Training at the Ministry of Education and Higher Education (MoEHE) and by the Ministry of Labour (Makhzoumi Foundation internal documents).

MISMES 11: Vocational training and socio-professional integration for young Lebanese and Syrian refugees in northern Lebanon (Tripoli) (IECD)²³

MISMES 11			Implementer	Funding source
Vocational training and socio-professional integration for young Lebanese and Syrian refugees in northern Lebanon (Tripoli)			IECD	France
Duration	Budget	Beneficiaries	Main activities	
2013–15 (extended until 2018)	EUR 785 000	Vulnerable young Lebanese, Syrians and Palestinians	Short vocational training, soft-skills courses	

Northern Lebanon, one of the regions with the greatest number of Syrian refugees, is undergoing a real socioeconomic crisis characterised by unemployment, rent inflation and community tensions. Since 2013, by offering access to training to young people living in uncertainty or having dropped out of school, the project implemented by the IECD (Institut européen de coopération et de développement) has tried to respond to the needs of the labour market and to contribute to the coexistence of the different populations.

In the long term, the project aimed to develop professional skills among vulnerable Lebanese young people and Syrian and Palestinian refugees through short-term vocational courses (two–five months) targeting jobs for which there are a large number of employment opportunities on the local labour market (construction apprenticeships, maintenance, healthcare assistance and aesthetics). These training programmes were combined with a personal development component, which included community activities and the general improvement of personal skills. This helped participants to integrate into society and thus contributed to lowering community tensions by promoting the coexistence of different populations.

²³ Source: interview with the IECD and IECD website. Last accessed 6 April 2017 at: www.iecd.org/zones-d'intervention/proche-orient-afrique-du-nord/liban/

The project activities took place under four main axes that allowed the main goal – social cohesion between Lebanese, Syrian and Palestinian refugees – to be achieved:

- elaboration of courses and workshops: adapting the curricula, training the trainers, equipping the workshops;
- vocational training: training young people for jobs in maintenance, building, aesthetics and healthcare;
- personal development: organising life-skills sessions and community work for the students;
- professional integration: assisting young people in their job search.

Since 2014, 27 courses have been organised, 7 in the construction sector, 13 in maintenance (computers and air conditioning) and 7 in the care of sick and elderly people. Personal development programmes oriented towards job search allowed 119 young people to strengthen their skills in CV writing and communication skills, and more than 400 poorly qualified individuals aged between 15–25 years, both locals and refugees, have acquired the professional skills needed to find a job.

MISMES 12: Livelihood Programme (ACTED)²⁴

MISMES 12			Implementer	Funding source
Livelihood Programme			ACTED	REACH (joint initiative ACTED + IMPACT initiatives + UNOSAT (started 2010))
Duration	Budget	Beneficiaries	Main activities	
2013–ongoing	EUR 4.41 million for all programme, of which the Livelihood Programme is one element	Lebanese and refugees	Vocational training	

ACTED has introduced a vocational training component into all its activities that relate to guaranteeing food security and promoting local economic development. This component starts in the rehabilitation phase of aid programmes. For example, the construction of shelters is accompanied by training on different trades, such as masonry and carpentry, and agricultural support activities are associated with training on the use of seeds and the best practices in the sector. Over time, the content of the training has evolved to provide deeper insights on technical aspects, allowing beneficiaries to acquire real value-added and develop specific competences that are not available within the context of the intervention. Vocational training provides access to technical knowledge that can be used immediately and supports the creation of new economic development opportunities at the local level.

ACTED's total budget in Lebanon in 2015 was EUR 4.41 million. No disaggregated numbers have been released by the programme. The programme targets individuals from the local population as well as refugees, with an inclusive approach that aims to foster integration and reconciliation.

²⁴ ACTED, a French NGO, is an apolitical, and non-confessional international relief agency.

MISMES 13: Peaceful and Comprehensive Education in Seven Districts of Lebanon (AVSI)²⁵

MISMES 13			Implementer	Funding source
Peaceful and Comprehensive Education in Seven Districts of Lebanon			AVSI (Italy)	EU
Duration	Budget	Beneficiaries	Main activities	
2013–15	EUR 700 000	Lebanese and Syrian young people	Training in technical and pedagogical skills; vocational training; workshops for discovery of local heritage	

The Peaceful and Comprehensive Education in Seven Districts of Lebanon (PEACE) project included the seven vocational schools of the Ministry of Agriculture that provide educational opportunities for potential agricultural technicians. The beneficiaries of this project were 388 students aged 15–25, 78 teachers from agricultural schools and 10 technical officials from the Ministry of Agriculture (AVSI, 2015). The project also affected students who were regularly enrolled in seven agricultural technical schools – about 300 each year (project fiche).

The specific objectives were:

- strengthening the technical and pedagogical skills of teachers in order to improve and update the training offer of technical schools in Lebanon;
- providing vocational training specialisation to young people from rural backgrounds who will be employed in agriculture.

The seven agricultural technical schools involved were:

- in the North: Akkar (Abdeh), Batroun (Batroun), Metn Centre (Fanar), Choufc (Baaklini), Beqaa Zahle (Nasriyet Rizk);
- in the South: Nabatiyeh (Nabatiyeh), Marjayoun (Kham).

The project implemented various activities, including:

- drafting a new curriculum for agricultural engineering – which was concise and practical – and implementing it during the summers of 2014 and 2015, through a twinning arrangement between officials of the Ministry of Agriculture and directors of the Italian Fondazione Minoprio's technical school;
- providing continuing training for teachers on educational and technical aspects;
- refurbishing and equipping schools (tunnels, greenhouses, tools, irrigation, etc.);
- strengthening the monitoring activities of the Services for Education and Disclosure office of the Ministry of Agriculture;
- organising workshops for students on the discovery of rural heritage in order to develop their capacity for integration and socialisation;

²⁵ AVSI Foundation is an Italian NGO created in 1972 that carries out cooperation projects for development, with particular emphasis on education. The source of this information is the project fiche, unpublished (AVSI, 2015).

- organising courses for all students from farm and nursery cooperatives.

In addition, through cooperation with BILADI, a Lebanese NGO, the PEACE project is organising educational workshops for the students to enable them to discover aspects of shared rural heritage among Lebanese, Syrian and Palestinian students, as well as culinary, music and dance activities. The project ran from December 2013 to December 2015.

The project provided skills and knowledge to enable participants to enter the world of work with confidence. Some participants started their own small businesses and began generating income, especially in rural areas, where job opportunities are scarce. Others continued their previous work in agriculture and were promoted, or used what they had learned to improve the quality of their work and production. Some participants decided to continue their studies and enrol in the three-year technical schools to improve their educational level.

The network that was created between schools and private companies allowed the latter to benefit from the availability of skilled workers and technicians. In addition, social tensions were mitigated between the host community and the refugees in the areas close to schools where the programme was implemented. The course brought together Lebanese and Syrian students in the same classroom, promoting peaceful coexistence. The students learned, played and worked together, developing a sense of social stability in the region and sometimes even establishing joint small businesses after the completion of the course.

An external evaluation of the project confirmed its relevance to enhancing social stability through its focus on agriculture, a vital sector in vulnerable communities and one in which Syrians have traditionally worked (Transtec, 2015). The evaluation also found that AVSI was innovative in providing value chain links between the agricultural vocational schools and businesses, even if these turned out to be complicated. AVSI proved adaptive in moving to a three-month intensive course that yielded better results than originally planned. Furthermore, the peace-building aspects were confirmed by the evaluation, which stressed the value of bringing together Lebanese individuals and refugees from Syria in projects that can benefit the community as a whole.

MISMES 14: Empowerment of Syrian refugee and host community youths in Lebanon (Amel)

MISMES 14			Implementer	Funding source
Empowerment of Syrian refugee and host community youths in Lebanon			Amel International	EU
Duration	Budget	Beneficiaries	Main activities	
2013–15	EUR 913 938	Lebanese, Syrian and Palestinian young people	Livelihoods, vocational training	

The main goal of this programme was to empower Lebanese, Syrian and Palestinian young people by enhancing their professional capacities and skills. This includes vocational and technical training, work-related experience, life-skills training and psychosocial support. Courses have been offered in areas such as languages, computer maintenance, nursing and secretarial work. Young Syrian refugees have increased their access to the labour market and enhanced the life skills needed to help rebuild their country in the future. After its two-year implementation, the results of this project have been as follows:

- 1 500 young people took part in vocational and technical training;
- 450 were given work-related learning experience;

- 1 500 young Syrians developed their personal skills and acquired information and capacities in conflict resolution, communication, rights and health;
- 150 individual cases were referred by psychologists to appropriate institutions;
- at least 4 250 young Syrian refugees participated in psychosocial group activities and interacted within their communities.

MISMES 15: Fostering Self-Reliance for Displaced Syrians and Host Communities in South Lebanon (Mercy Corps)²⁶

MISMES 15			Implementer	Funding source
Fostering Self-Reliance for Displaced Syrians and Host Communities in South Lebanon			Mercy Corps	EU
Duration	Budget	Beneficiaries	Main activities	
January 2014– June 2015	N/A	Lebanese, Syrians	Livelihoods, vocational training	

Mercy Corps and Social, Humanitarian, Economical Intervention for Local Development (SHEILD) implemented the EU-funded Fostering Self-Reliance for Displaced Syrians and Host Communities (FORDS) livelihood project from January 2014 to June 2015. Overall, FORDS facilitated the creation of 93 jobs in South Lebanon. It provided 202 beneficiaries (109 Lebanese and 93 Syrians, 52% of them women) with labour-market-oriented vocational skills in their respective industries through 10 different courses, CV writing and communication skills, and networking platforms to enable trainees to demonstrate their skill set and abilities to local businesses. It also provided training to enhance beneficiaries' vocational skills and provided tools to support their vocational start-ups. The 10 vocational courses were oriented towards the labour market and covered the following themes: electrical maintenance, food processing and cooking/artisanal products, mobile repair and maintenance, aluminium works, sustainable agriculture, pastry making and baking, stone works, decorative painting and finishing, food safety and hygiene (Mercy Corps internal document, 2015).

Upon completion of the project, 25% of the beneficiaries were successful in securing employment, and through the disbursement of seven grants, the project contributed to the employment of 43 individuals (86% of them women) (Mercy Corps internal document, 2015). A further 750 beneficiaries (70% of them women) received a toolkit on 'Sustainable Agriculture and Financial Management for Small-Scale Farmers' that enhanced either their home-/farm-based or cooperative operations. In addition, 20 trainees received daily subsistence and transport allowances for on-the-job training to strengthen their employability skills and gain work experience with a view to securing longer-term employment in the same industry as the vocational training sessions (Mercy Corps internal document, 2015).

A market-driven and community-led labour market assessment was also published, which demonstrated that the most sought-after skills for employers in South Lebanon are basic professional behaviour – integrity and responsibility – combined with industry- and company-specific technical skills. Thus, the report argued that an apprenticeship or on-the-job training programme combined with workshops to develop vocational and technical skills would have the greatest impact in this environment and would constitute a starting point for those seeking employment as professional and skilled workers in their chosen industry.

²⁶ Mercy Corps is a US-based NGO founded in 1979. The source of information is a final report of the project (unpublished).

The project also concluded three memoranda of understanding with municipalities (Bazourieh in the Tyre district, Qsaybeh in the Nabatiyeh district and Aramta in the Jezzine district) to facilitate job placements and temporary employment opportunities for a total of 30 trainees. Seven seed funding and development grants were disbursed to a poultry farm, a sewing business, two women's cooperatives and three clusters of small-scale women farmers. These grants enhanced these operations, created 17 new jobs and improved the livelihoods of another 26 individuals, totalling 43 facilitated jobs (86% of them for women) (Mercy Corps internal document, 2015).

Mercy Corps adopted a private-sector-led approach, whereby the project engaged with several businesses in areas of intervention for vocational skills building to deliver labour-market- tailored training to the project's beneficiaries and to seed funding beneficiaries to enhance job facilitation. This allowed the project to build strong relationships with these same businesses, as well as to reach out to additional ones in the industries related to the project's vocational training. This network-creation approach greatly contributed to the beneficiaries' job success rate, as business owners had opportunities to select the most motivated and successful trainees to join their work force.

Municipalities in the three South Lebanon districts were also instrumental in disseminating project information, identifying training beneficiaries and assisting with the selection of businesses and cooperatives for seed funding. This was achieved as a result of their strong knowledge of their constituents, their commitment to enhancing the socioeconomic conditions of their villages and towns, and their fine-tuned understanding of the overall project objectives. All these actions positioned FORDS as a non-traditional vocational training and seed-funding scheme that went beyond the delivery of conventional training topics and the provision of business grants, and aimed instead to ensure sustainability through enhanced income-generation opportunities and job creation for vulnerable individuals.

MISMES 16: Building and Reinforcing Integration through Development of Guidance, Employment and Skills (IECD²⁷)²⁸

MISMES 16			Implementer	Funding source
Building and Reinforcing Integration through Development of Guidance, Employment and Skills			IECD	Drosos Foundation, EU
Duration	Budget	Beneficiaries	Main activities	
2014–16	N/A	Vulnerable young population, including refugees	Support for small businesses; technical and integration training	

The employability of young people is an important issue for Lebanon, particularly for the most vulnerable among them such as those with specific needs who have few opportunities to gain professional skills, or those who come from technical training, who are often stigmatised. To improve the professional integration of these young people, three axes of intervention were implemented in the IECD's Building and Reinforcing Integration through Development of Guidance, Employment and Skills (BRIDGES) project, namely the strengthening of transversal skills, the adaptation of technical training programmes, and awareness building of the public authorities.

One component of the BRIDGES project enabled the creation of five technical training and three production workshops in the Mount Lebanon and South Lebanon regions. These places of work and

²⁷ The IECD is a development assistance organisation that intervenes in 14 countries in sub-Saharan Africa, the Middle East and North Africa region, the Indian Ocean and Southeast Asia.

²⁸ Source: interview with the IECD, internal documents (unpublished), IECD website. Last accessed 6 April 2017 at: www.iecd.org/zones-d'intervention/proche-orient-afrique-du-nord/liban/

production enabled individuals to develop professional skills and to participate in an economic activity related to the labour market. Ten soft-skills training courses were also organised to complement the practical skills acquired during the training sessions and workshops.

The BRIDGES project activities have enabled 320 students with special needs to benefit from soft-skills training to enhance their employability. In addition, more than 2 000 students participated in various jobs forums that were organised, during which they could improve their knowledge of the world of work and meet representatives from companies. The services provided by the project were open to all vulnerable young people, without discrimination based on nationality. Some refugees benefited from the assistance, although figures are not available in this regard.

MISMES 17: Guidance, Employment and Training (IECD)²⁹

MISMES 17			Implementer	Funding source
Guidance, Employment and Training			IECD/Drosos Foundation	Drosos Foundation
Duration	Budget	Beneficiaries	Main activities	
January 2012–December 2018	EUR 1 100 000	Vulnerable young population, including refugees	Vocational training; support for small businesses; technical and integration training	

Put in place in 2012 in three regions in Lebanon, in partnership with the Drosos Foundation, the Guidance, Employment and Training (GET) project fostered access to jobs through orientation and guidance for young people who had graduated from technical schools. The implementation of a network of guidance and employment offices (GEO) within six technical colleges selected as pilots enabled personalised support to be offered to the students. The GEOs handled the students' career path, from their choice of specialism to their first job, to assist them to achieve the best possible professional integration. The GEOs offered their services to all students from partner schools, including refugees in general and Syrians who are enrolled in these schools. However, the organisation reported that assisting Syrians to gain employment was difficult owing to legal constraints. Data by nationality were not available to the organisation. Within the context of the project, the following activities were performed:

- setting up GEOs in the partner technical schools;
- training the individuals in charge of the GEOs (recruitment, creation of tools, training of trainers, etc.);
- supporting GEOs in the implementation of activities.

In each of the selected schools, a guidance employment officer was appointed by the MoEHE. These officers underwent training in career guidance, in using job-placement tools and techniques, in market research and local needs analysis, and in communication techniques. The project helped to develop a database populated with information about current students, graduates and relevant companies. It also supported an analysis of current skills needed in the labour market and of available vacancies. The guidance officers selected and approached local companies, mapped their recruitment needs for specific occupations and identified the skills profiles for these specific occupations. Updating and

²⁹ Source: interview with the IECD, internal documents (unpublished), IECD website. Last accessed 6 April 2017 at: www.iecd.org/zones-dintervention/proche-orient-afrique-du-nord/liban/

expanding this information with feedback from companies is one of their ongoing tasks, as the GEOs use this information to help students make career choices and to match vacancies with candidates.

The network of GEOs within six technical colleges provided personalised support to 1 216 students in 2015 and to a total of more than 7 000 students since the launch of the project. More than 3 000 young people were supported in their professional integration. In terms of the BRIDGES project, the services provided by GET were open to all vulnerable young people, without discrimination based on nationality (no figures have been provided, as access to school registries was not granted). An impact evaluation conducted in 2016 showed that the GEOs had a positive impact on the students who used their services: of a sample of 97 people interviewed who benefited from the GET services, 53% had found employment (IECD, 2016b).

The project benefited greatly from having in place a proper plan for its own effective and efficient governance and a framework for cooperation among local and national stakeholders. Having a common understanding of clear and achievable activities and objectives turned out to be a strongly motivating factor for all partners. The MoEHE laid the foundation for expansion of the network of GEOs by incorporating them into a legal framework, officially appointing the officers with a clear job description and providing a coordination office at the ministry. The long-term plan is to set up GEOs in all public schools, although this may still prove to be a challenging process. Maintaining fruitful partnerships between schools and labour market actors will be key to ensuring the sustainability and impact of GEOs.

Within GET project, the IECD implemented annual job fairs to facilitate the interaction between the labour market and vocational and technical education. These fairs also provided a meeting space for academic students and technical schools, with a view to raising awareness of the importance of technical education and labour market needs.

3. MISMES CASE STUDIES

This chapter presents and discusses in more depth three of the MISMES as case studies that appear to offer promising examples of good practice:

- MISMES 3: Support of Migrant Domestic Workers and Victims of Human Trafficking (Amel);
- MISMES 7: Technical and Vocational Training, Career Guidance, Employment Service Centres (run by the UNRWA in Lebanon for Palestinian refugees);
- MISMES 10: Vocational Training Programme (for Syrian refugees and Lebanese host communities by the Makhzoumi Foundation).

The three programmes were selected as case studies following the first fact-finding mission conducted in the country, during which stakeholders, national authorities and project managers were interviewed. The case study methodology included the use of qualitative interviews with the staff involved in the development and implementation of the programmes. A short questionnaire was also sent to the organisations prior to this in order to obtain quantitative information on the programmes. The case studies were also selected on the basis of existing reports and the recommendations of various international agencies.

Each organisation was first asked about the context of the programme and its relevance, efficiency, effectiveness, outreach, impact, sustainability and replicability. Second, they were asked to assess the programme using a SWOT (strengths, weaknesses, opportunities, threats) analysis. Third, they were asked to offer recommendations and suggestions. Summaries of the information provided are reported below, together with an analysis of each programme's effectiveness, limitations and suggestions for improvement.

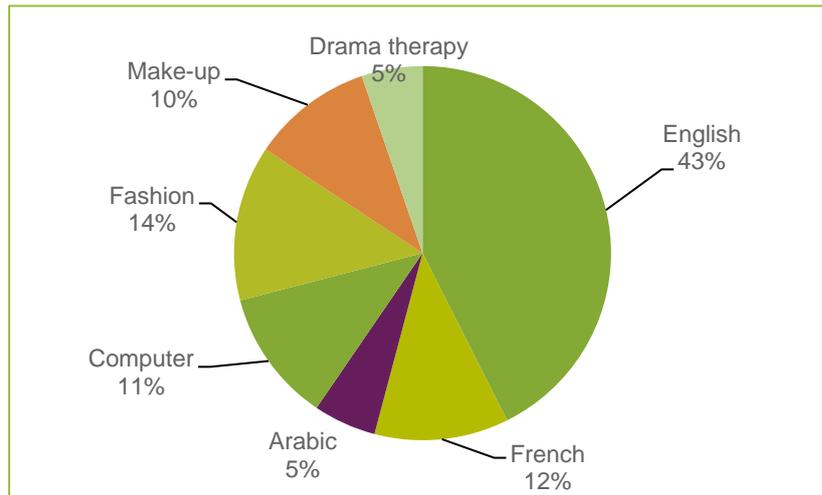
3.1 MISMES 3: Support of Migrant Domestic Workers and Victims of Human Trafficking (Amel)

Description of the programme

As mentioned in Chapter 2, the Amel programme was based on elaboration of courses following a preliminary analysis of migrants' needs in the labour market. The programme includes courses on English, Arabic and French language, computers and IT, fashion design, make-up, psychosocial therapy and emotional empowerment, knowledge building and rights awareness. **FIGURE 3.1** shows the average share of training activities per topic. All training modules are designed on the basis of the needs and inputs of the students. Beneficiaries are in continuous dialogue with the centre staff to give input and feedback on the project activities. The teachers have the autonomy to develop the class and its content in line with students' needs.

All courses aim, as far as possible, to be in line with the needs of the beneficiaries and to provide them with skills that they can use immediately. For instance, Amel recently developed its own English curriculum for the WMDWs programme, culturally and professionally targeted to its audiences. Furthermore, students are involved in the development of the courses, as in the case of the fashion design classes. This ensures that courses are relevant and that they teach skills that will be appropriate to local job markets, including creating products that can subsequently be sold. Particularly for the fashion design class, Amel has a forum – the Menna Shop – in which products can be sold; this contributes to the sustainability of future empowerment and capacity-building activities for WMDWs in Lebanon. Skills acquisition is monitored through semester exams and attendance records. The increasing number of registrations in skills-development courses demonstrates the need for and the success of such activities.

FIGURE 3.1 AVERAGE MONTHLY DISTRIBUTION OF TRAINING ACTIVITIES – AMEL CENTRE



All the services offered within the WMDW programme are free, in view of the minimal salaries received (if any) by WMDWs. As well as ensuring fair access to services, this also ensures consistency among beneficiaries, as there are no financial restrictions on them attending activities or receiving services. The costs of the programme per beneficiary are low, as many of the teachers are volunteers and the Amel staff work across other projects. The hub for the empowerment and skills-development activities within Amel WMDW programme is in Beirut. However, other services (health, legal, psychosocial) are offered in six other Amel centres across Lebanon, as mentioned above. With increased funding, the empowerment and skills-development activities could be replicated in these centres.

Analysis of the programme

Analysis of the skills-development processes for students has identified the following achievements.

- **Capacity building.** Women feel more confident in their skills. They now volunteer for role playing, speak up in front of others, and put their skills into practice.
- **Emotional empowerment.** The drama therapy coach has seen improvements in participants' confidence, ability to express themselves, and communication skills. This emotional empowerment assists the women to enter fair and equal dialogue with their employers, rather than taking a submissive role in such exchanges.
- **Knowledge building.** This is having positive affects not only on the migrant community, but also among employers and schoolchildren, with whom the Amel's team is carrying out awareness sessions on rights and duties. Working relationships are said to be improving.

Trust is being developed with both the employees and the employer communities, with some employers even bringing their domestic workers to the centre to participate in empowerment activities. Several employers have stated that the improved language skills of their domestic workers have made their working relationships easier. Outreach is carried out through local churches and other religious sites where many WMDWs gather. Amel has good links with community leaders, who inform their peers of the centre's activities. Stronger links are being developed with embassies, which can refer their nationals to Amel for empowerment activities and services. Challenges remain in relation to those domestic workers who are not able to take time off or who are forbidden to leave their employer's home. The organisation hopes that awareness-rising activities with employers will contribute to changing attitudes and thus allow access to these isolated domestic workers.

Given that Amel has more than 700 trained staff and volunteers, the programme could easily be replicable across Lebanon if adequate funds are secured. Amel centre staff have very strong and

close links with local communities, so interactions with and access to communities of migrant domestic workers in each area could easily be facilitated. Expansion into more isolated areas of Lebanon is particularly important, given the limited services and training available to locals and migrants living in these areas.

With regard to the courses provided, it will be essential to look into new, non-traditional activities that are or will be needed in the Lebanese labour market, such as childcare, elderly care, home care, modern energy and agribusiness. Training in these sectors could dramatically improve the skills of migrants working in these fields and could offer pathways for transition between different types of work.

3.2 MISMEMS 7: Technical and Vocational Training, Career Guidance, Employment Service Centres (UNRWA)

It is clear that the UNRWA's structure is linked to the very specific political situation in Palestine, so it cannot be replicated easily for other refugee groups, even Syrians. Nevertheless, it is interesting to analyse the example of UNRWA, as the results of its services are generally considered relatively successful. One positive aspect is its TVET Strategy (UNRWA, 2014), which it adopted in 2014. The essential component that guides and consolidates the UNRWA's TVET programme in Lebanon is its holistic approach; it covers elements ranging from the creation of information and self-confidence mechanisms among young people, the acquisition of skills, and the resources needed to foster job creation and social inclusion, through to the provision of employment services as a key component for the placement and referral of Palestinian refugees to the local labour market.

The UNRWA TVET programme in Lebanon comprises a vocational training centre (Siblin Training Centre (STC)), which has two campuses, a Career Guidance Unit (CGU) and employment service centres. These aim to improve employability, contribute to breaking the cycle of poverty, assist individuals to achieve a decent standard of living, and collaborate to achieve the TVET Strategy's objectives.

3.2.1 TVET programme

Description of the programme

As mentioned in Chapter 3, UNRWA has been providing TVET services to Palestinian refugees in Lebanon since 1962, when the STC was founded. The centre provides TVET to those wishing to acquire technical and vocational skills, enabling them to find a job or proceed to university studies after graduating. The UNRWA runs two vocational and technical training centres in Lebanon with capacity for approximately 1 200 trainees per year: the STC campus in the South has a capacity of about 900 students and the campus in the North about 300 (UNRWA, 2015b). Enrolment at both centres is open to young male and female Palestinian refugees. The TVET services are provided free of charge, and UNRWA also provides residential accommodation, including meals for trainees coming from remote areas, in addition to providing transportation services for students from such areas.

The UNRWA STC in Lebanon offers 28 semi-professional and trade courses for students on its two campuses (UNRWA, 2015).

- Trade (vocational) courses (one- or two-year programme) are offered for the post-preparatory-school level (Grade 9). The official equivalent is the Technical Baccalaureate, delivered over three years for Brevet (national exam) graduates, at the end of which students obtain the equivalent of a high school diploma.

- Technical/semi-professional courses (two-year programme) are offered for post-secondary school level (Grade 12). The official equivalent is 'technicien supérieur', delivered over two years for students who have obtained the Baccalaureate.

Short-term training courses of 8–40 weeks are also provided where project funds are available. These focus on advanced training to improve refugees' existing technical skills and on providing a basic level of technical knowledge to untrained individuals. During 2016, an additional 313 students benefited from short-term courses (UNRWA, 2015).

Despite the UNRWA's longstanding role in providing TVET to Palestinian refugees in Lebanon, its vocational training centres (VTCs) are not accredited by the Lebanese MoEHE. Degrees offered by the UNRWA are not officially recognised and students are not eligible to participate in the official Lebanese TVET examinations.

As part of its comprehensive TVET Strategy, the UNRWA has identified the accreditation of its VTCs by the MoEHE as a strategic priority that would increase the potential of young Palestine refugees through improved access to higher education and decent work opportunities. The corresponding application for accreditation has been submitted to the MoEHE. In 2014, the STC obtained its Establishment Licence, which is the first step towards full accreditation. However, its Investment Licence, which is the second and final step, the request for which was initiated in 2014 with the General Directorate of Vocational and Technical Training, has not yet been awarded due to the long bureaucratic process involved. Being able to provide accredited courses will allow the centre to offer vocational education to students in Grades 7 and 8 to reduce the number of dropouts. Students from Grade 10 will be able to access the STC at the Brevet technician level, complete their studies within two years and eventually continue their education (interview with the UNRWA). In parallel, in March 2017 the UNRWA started updating its curricula to align them with MoEHE's requirements, while retaining the positive aspects of the current curricula, and to update them in line with labour market needs.

Analysis of the programme

The UNRWA system of TVET programmes to support Palestinian refugees in the enhancement of their skills and employability has several key strengths and, as such, is a good example to analyse. It provides a flexible vocational system (in terms of variety of subjects and length of courses), it is learner-centred, it ensures strong links with employers and close links between curricula and labour market needs (as far as possible), and it has a practical orientation and heterogeneity of students in terms of gender.

However, several challenges need to be faced that relate both to issues affecting TVET courses in general (e.g. attractiveness, upgrading of equipment and buildings, and limited budgets) and to specific aspects of the UNRWA system. These relate in particular to the quality of education, enrolment, selection of courses, teachers' competences and, as already mentioned, accreditation.

With regard to the quality of education at the vocational centre, curricula should be updated regularly in line with government requirements for the accreditation process and the requirements of the labour market. However, despite the efforts made by the centre, the fact remains that the country faces a great challenge in terms of the availability and reliability of labour market data. The absence of updated information on the needs and trends of the labour market impact critically on the successful implementation of TVET as a whole, and clearly also has a spillover effect on the ability to provide orientation and guidance services. The capacity of staff at the centre (both teachers and school management) should be strengthened to enable them to deal with the updated curricula required by the labour market and new equipment in laboratories. Increased dialogue with public authorities, whenever possible, could support the elaboration of specific courses in different subjects, thus avoiding fragmentation.

In terms of enrolment, the number of applications is far above the TVET centres' capacity. On the one side, this is due to the limited resources available. On the other, it is also linked to the potential impact on the labour market (i.e. taking into account the demand, to avoid frustration for young graduates who are not able to find a job in their chosen sector). To cope with the great demand for enrolment, a referral system could be established so that applicants who are not accepted on UNRWA courses can access counselling services to support their enrolment in national TVET courses. This would avoid the creation of parallel systems, where national and UNRWA TVET systems proceed side by side, with no connections between the two. The selection of 'niches' in terms of course content could support a more efficient use of available resources. Greater transparency should also be developed in relation to admission criteria, to reduce applicants' frustration. Moreover, the centre would benefit from the continuous mainstreaming of entrepreneurial and soft skills into all courses and from the development of new courses and specialisms for specific target groups, particularly women.

Finally, another main challenge relates to the availability of funds, mainly in terms of the donor community's availability to support the agency and, more specifically, the implementation of the TVET Strategy. UNRWA's operations have regularly been affected by budgetary constraints, since funding depends almost exclusively on voluntary contributions from the international community. This makes it difficult to plan medium- and long-term activities, and it hampers the implementation of planned operations. More efficient use of resources and school premises, including the optimisation of training programmes (for example, through the provision of half-day training and double shifts), could partially tackle these budgetary constraints.

3.2.2 Career Guidance Unit

Description of the programme

In 2010 the UNRWA's Lebanon Field Office adopted a new strategy for the CGU to provide qualitative career guidance at the various key stages of a student's studies in order to enhance their employability prospects. As there is a general shortage of career guidance services at schools in Lebanon (Abdel-Latif, 2012), and as Palestinian refugee students have limited access to such services owing to the country-related context, the career guidance provided by the UNRWA is an essential part of the learning process in Palestinian refugees' schooling.

The CGU's activities are funded by the EU through the Education, Training and Employment Support for Palestine Refugee Youth in Lebanon project, the overall objective of which is to enhance the employment prospects of young Palestinian refugees in Lebanon by increasing the proportion who complete secondary education and have access to vocational or tertiary education. UNRWA provides professional and career guidance for students and placements for its graduates. Surveys of UNRWA graduate trainees routinely show high success rates in finding jobs or self-employment within one year of graduation: the employment figures show that 76% of STC students who graduated in 2015 found employment, around 78.42% of male and 72.60% of female students (interview with the UNRWA).

The CGU has a total of 11 staff (UNRWA, 2015) and works in support of Palestinian refugees in Lebanon along three dimensions:

- facilitating the transition from education to the labour market, thereby improving the efficiency of the education system in matching labour market needs;
- widening access to information, learning and work opportunities, and encouraging up-skilling, thereby leading to greater efficiency in the allocation of human resources; this includes the use of a tailor-made website³⁰;

³⁰ <https://careerguidance.unrwa.org/CGU/newweb/Default.aspx> (only available in Arabic).

- supporting vulnerable groups (dropouts, those who are out of school, unemployed individuals, and persons with disabilities) and tackling female labour force participation.

The CGU provides a wide range of services for school students (Grades 9–12), including group orientation sessions, individual sessions, careers fairs and visits to vocational schools. All these activities are aimed at assisting students to explore their personal interests and preferences. Overall, the CGU has improved Palestinian refugees' capacity to make informed decisions regarding their future education and career paths, and increased their employability and access to employment opportunities. Since 2012, 25 921 male and female students have benefited from group orientation sessions, and 12 515 from individual career guidance sessions. In the 2015/16 school year, 6 645 school students (Grades 9–12, 2 682 males and 3 963 females) were offered career guidance. A total of 39 000 school students (Grades 9–12) are expected to be reached during the period 2016–21 (interview with the UNRWA, 2017).

As previously mentioned, the CGU, working with the UNRWA's VTCs, regularly tracks graduates. The tracking is done twice a year, six and twelve months after graduation, and aims to assess the employment status of VTC graduates. The data are usually collected through telephone calls to the graduates and employers, and then inputted into the E-Placement and Career Guidance System, which allows statistical reports to be produced.

Through the implementation of its TVET Strategy (2014) and school-based guidance, UNRWA aims to strengthen and expand the provision of career guidance services. A life-cycle approach to career guidance is planned, piloting the current career guidance (targeting Grades 9–12) with lower school grades (primary and preparatory). The Lebanon Field Office plans to build the capacity of staff in schools and VTCs to provide quality services. With regard to the capacity development of career guidance counsellors, the CGU aims to make use of alternative interactive tools, materials and games designed to assess young people's personalities, interests, motivations and skills, and then assist students to discover their skills, aptitudes and talents to help them determine their suitable future job (UNRWA, 2015).

Analysis of the programme

Through the interviews held in the country with both staff and beneficiaries of UNRWA, it was clear that the CGU provides valuable services that are, in many cases, not available within Lebanon's own systems for Lebanese students. The services offered represent an important asset that allows young students to make more informed choices and, ultimately, to have better labour market outcomes. However, there are some obvious limitations, such as the dependence on external funding, which puts the sustainability of the CGU at stake. There are also the concrete limitations of the guidance services resulting from the restrictions for Palestinians in the Lebanese labour market on the one side, and from the limited information on labour market needs on the other.

In order to further improve its services, the CGU could consider the following actions.

- Its website should be made more interactive, and students and parents encouraged to browse the website more frequently and on a regular basis.
- More time should be allocated for individual orientation sessions.
- If funds allow, the number of counsellors should be increased and their capacities improved. Individual counselling is proving to be essential and a much-requested service from the CGU. However, although the number of students who benefited from the individual sessions has dramatically increased during the period 2014–15 (following the introduction of this activity as mandatory for all students), counsellors have not been able to meet the demand because of the high number of students in relation to the number of counsellors available.

- The CGU's services are proving to be very important within the overall aim of improving the image of TVET among the students and the community. The CGU could be further strengthened through visits to local industries and businesses, to familiarise students with an industry, develop their understanding of the interaction between its various segments, and learn about the part of the business they wish to enter, thus allowing them to begin planning the best course of action to achieve their goals.
- Given that the ability to make sensible career choices depends on the formation of favourable attitudes in the earlier years of schooling, activities could also be carried out in primary schools (Grades 3–7) to raise awareness among students of the various types of professions. In order to do this, counsellors should be trained to work with children.

3.2.3 Employment service centres (ESCs)

Description of the programme

The UNRWA ESCs have been running for several years, through a contribution from the EU. The aim of the programme is to increase the employability of Palestinian jobseekers throughout Lebanon.

The ESCs operate through four different centres located in Beirut, Tripoli, Saida and Tyre. They provide free-of-charge, high-quality employment services ranging from direct referral and placement of jobseekers into identified job opportunities, to providing information on labour market trends and emerging demands for skills. The ESCs assist in identifying, screening and short-listing the most suitable candidates, with the goal of securing the right person to meet the individual needs of employers. They also accompany and support employers throughout the recruitment process, including conducting interviews, assessments or skills tests with prospective candidates. In addition, the ESCs raise awareness among Palestinian and Lebanese employers, trade unions, and the Palestinian refugee community of the legislation governing employment conditions in Lebanon and the legal aid services available at UNRWA.

A total of 14 staff currently work at the four ESCs (interview with the UNRWA). According to the initial plan, in each centre there are four staff members: a supervisor, a counselling and placement officer, an outreaching and placement officer, and a registration clerk. As a full-service employment centre, the organisation offers a number of different employment services. Each applicant is registered in the organisation's database and is given the opportunity to work with a professional team to identify their strengths and skills and to determine how they can use their prior work experience. According to each applicant's competences, needs and interests, the centre's advisers develop a customised plan of services, including:

- group and individual counselling and information sessions;
- immediate information on positions available in companies and institutions in Lebanon and on how to apply for them;
- information and advice on job-search techniques and preparing a CV and cover letter;
- training on communication skills and interview tips;
- referrals and placement into identified job opportunities;
- referral to internship and apprenticeship opportunities;
- information sessions on labour law, the labour rights of Palestinian refugees, and referrals to legal aid and counselling services.

Between 2015 and 2016, 2 286 employers benefited from outreach visits aimed at ensuring better understanding of Palestine refugees' employment rights and obligations. In the same period, 591 jobseekers were placed – 51% females and 49% males (interview with the UNRWA, 2017).

Analysis of the programme

The ESCs face several challenges, including the capacity of staff and the need to upgrade their skills (in particular communication skills), the need to install or upgrade the current database for the self-matching of candidates, and the availability of funds, which puts at stake the very existence of the centres. However, given the complexity of the Lebanese labour market and the limitations imposed on Palestinians (36 professions, as previously mentioned), the ESCs perform their tasks effectively, have resourceful and dedicated employees, and provide services that undeniably increase the opportunities for Palestinians on the labour market, while also raising awareness of their rights. In order to improve the services provided, special attention could be devoted to the following issues:

- increasing the visibility of ESC activities by making them more visible and accessible to end users;
- providing the ESCs with more detailed information on both current and future labour market skills needs in order to provide better orientation and counselling to jobseekers;
- reconsidering the allocation of tasks among staff in each ESC in order to provide better links between jobseekers and enterprises (for instance, having each counsellor working with both jobseekers and employers so that they have a clear understanding about both sides);
- increasing the number of web-based and social media tools for job intermediation in order to reach a larger number of jobseekers (for instance, through more efficient posting of job vacancies online, which is currently done through the ESC Facebook page);
- upgrading the ESC online portal allowing self-registration of jobseekers' CVs in order to save counsellors' time so that they can concentrate on individual coaching and counselling sessions and avoid, as far as possible, administrative procedures;
- activating self-employment and entrepreneurship courses to support business start-up and growth.

3.3 MISMEMS 10: Vocational Training Programme (Makhzoumi Foundation)

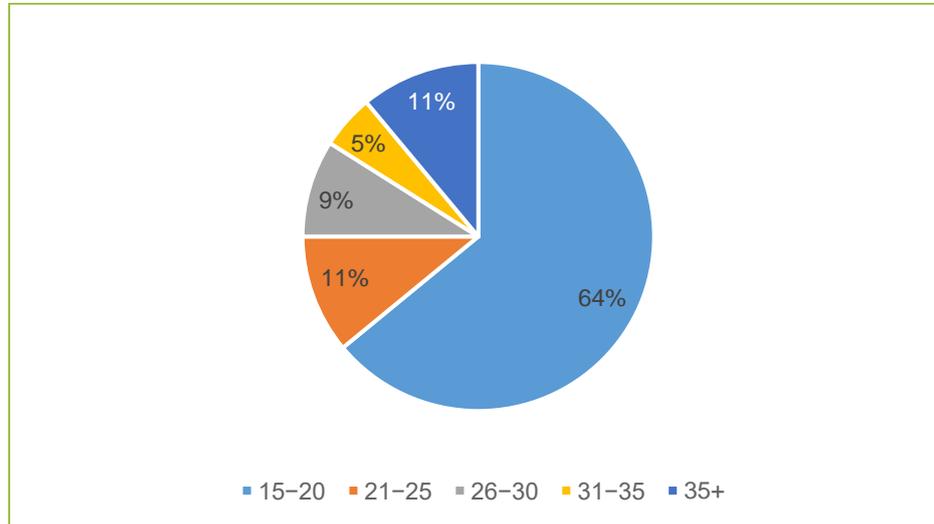
Description of the programme

With funding from UNICEF, the UNDP, the EU (Madad Fund) and the Regional Development and Protection Programme, the Vocational Training Programme has worked with the UNHCR as an implementing partner since 2011 to offer services initially to Iraqi communities and then to all nationalities, and currently has a specific focus on Syrians. Courses are generally of eight weeks' duration on the following subjects: IT, language, professional subjects such as beauty courses, seizing better opportunities in the labour market, entrepreneurial skills, identifying cultural differences, and communicating across cultures (interview with Makhzoumi Foundation).

Training courses are always adapted to the needs of the labour market. Their curricula are based on studies from UNICEF, the UNDP, local organisations and national institutions and updated on a yearly basis. Each training academy (language, IT, beauty, vocational, business) is headed by one coordinator, who ensures a high quality of education/training, methodology and delivery to match international requirements and labour market needs. The fees for the courses are either partially subsidised or fully sponsored under specific projects or grants. The programme is in a high demand because of the quality of courses delivered and the subsidised cost.

Approximately 4 500 trainees are enrolled annually. Of these, 77% are female and 23% male; 73% are Lebanese students and 27% non-Lebanese students. Social cohesion in the classes is one of the most important factors. Training classes are open to all, regardless of nationality and gender. Students must be aged 14 years or over. **FIGURE 3.2** shows the distribution of trainees by age. Trainees are free to apply at any time of year. Outreach and communication activities are carried out to advertise the latest courses and packages to the community (Makhzoumi Foundation internal documents).

FIGURE 3.2 DISTRIBUTION OF TRAINEES BY AGE



Source: www.makhzoumi-foundation.org

On the basis of the evidence provided by the organisation, the courses delivered have improved beneficiaries' income and created new opportunities for them. The vocational programme has also succeeded in supporting young people and other trainees to fulfil their aspirations and to offer them new career pathways. This has, in turn, helped to create an atmosphere of trust and mutual respect among the Lebanese and non-Lebanese population. Short-term courses have led to beneficiaries finding jobs more quickly. The acceptance of accredited certificates has given those seeking employment in a foreign country the chance to do so. **FIGURE 3.3** summarises the different training courses offered by the programme and the main achievements.

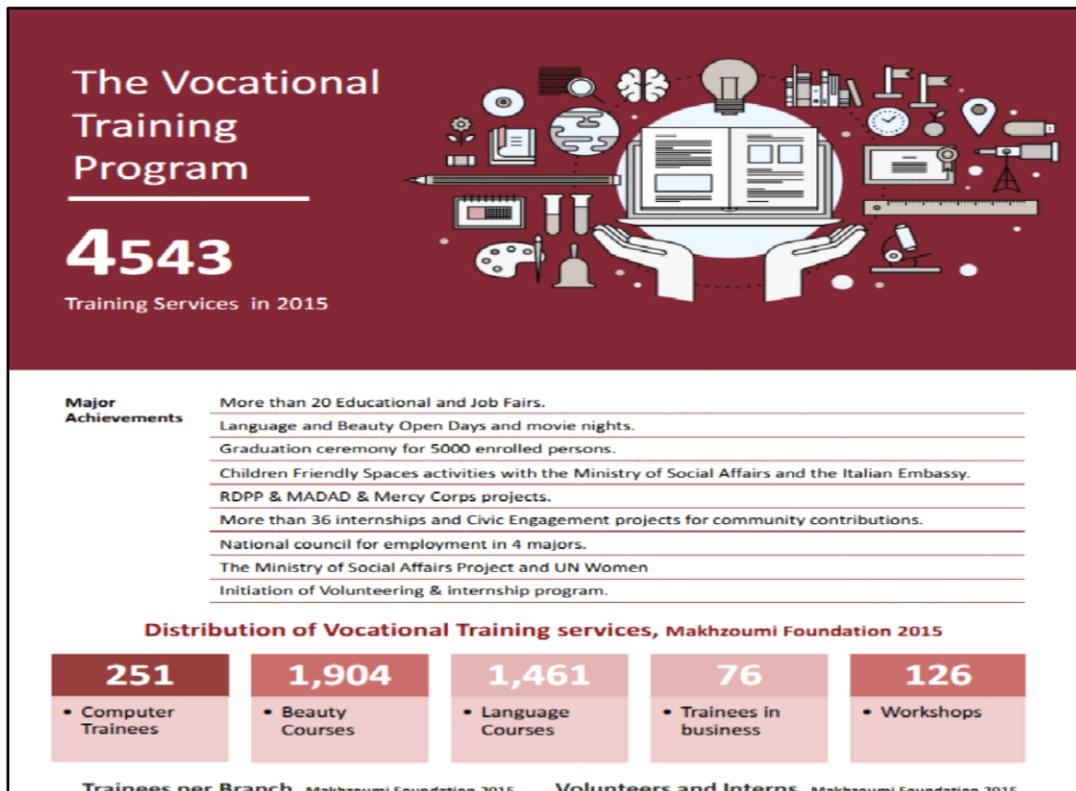
With regard to the courses, the Makhzoumi Foundation conducted a survey of 100 of its graduates within the Beirut district. This showed that 27% had experienced increased employability after graduation in specialties such as hairdressing, accounting, mobile repairs and a number of soft skills (such as language and digital skills).

Analysis of the programme

Analysis shows the programme's potential to increase self-confidence and self-reliance among participants, to enhance their access to new job opportunities, and to improve promotion opportunities within the trainees' own careers. It has also been successful in encouraging participants to seek further knowledge and education.

The programme has the great advantage of providing hands-on practical knowledge that is readily usable on the labour market, providing nationally recognised certificates and making specific links with employers, including through the provision of internship opportunities. Moreover, the flexible timetable of the courses, their accessibility (including in terms of their cost) and the reduced size of classes (small groups of learners) have proved to be key to the success of the programme. The large number of female students involved in the courses also demonstrates that the programme is an example of good practice in the field of skills and employability measures for refugees, as refugee women are particularly difficult to tackle as a target group for this type of programme.

FIGURE 3.3 MAJOR ACHIEVEMENTS AND DISTRIBUTION OF TRAINEES BY SUBJECT



Source: www.makhzoumi-foundation.org

However, discussion with the organisation revealed a number of challenges that need to be tackled in order to increase the effectiveness of the measures. These include the typology of courses provided (very traditional), the capacity and motivation of staff, the difficulty of creating direct links with further education, the starting level of some trainees (in terms of both competence and self-esteem) and gender dynamics (for example, some programmes are considered as being for 'female-only' occupations). In this context, a number of measures could enhance the effectiveness of the programmes provided:

- further develop non-traditional courses in sectors with upcoming skills needs, and foster the mixed enrolment of female and male students;
- provide career guidance and orientation services for trainees, including sessions on how to present their acquired knowledge and skills to prospective employers;
- further increase links with enterprises and promote on-the-job training as part of the curricula;
- closely monitor trainees' outcomes on the labour market (tracer studies) to assess which professional pathways are most effective and which need to be improved or even terminated;
- provide clear certification of skills acquired by trainees to make their competences more transparent to the private sector;
- train teachers to equip them with enhanced competences and skills.

4. MAIN CONCLUSIONS AND RECOMMENDATIONS

As described in previous chapters, Lebanon has been a country of both emigration and immigration. Recently, following the Syrian crisis, it started to host a large number of Syrian refugees, on top of other refugees who have been in the country for decades. However, despite this context, limited research has been carried out to map and analyse different interventions to support migrants and refugees. This report is the first attempt to map MISMES over the past decade and to analyse their results. The process of collecting information was rather difficult owing to the lack of a clear institutional set-up on migration in Lebanon, the multiplicity of interventions, and the extreme situation faced by the country following the Syrian crisis.

The MISMES inventory has revealed (at least) 17 MISMES. Most of the measures (10 of the 17) benefit refugees, although they include in their target beneficiaries both refugees and Lebanese host communities. Two measures have been included in those benefiting refugees, as they were projects open to all vulnerable populations regardless of their nationality. Only three measures were identified as being for both Lebanese emigrants (diaspora and returnees) and foreign labour immigrants.

The conclusions presented in this chapter aim to systematise and analyse the findings of the research and to foster further discussion in the country. The process of collecting information confirmed the broad scope of the study, covering three target groups with completely different characteristics, needs and tools. The three groups have been dealt with separately, to reflect these differences and to pave the way for targeted, specific policy actions.

The key findings of the research are summarised below. A list of recommendations is also presented, the aim being to stimulate discussion for possible future interventions in the sector between government and the international community.

4.1 Key findings

Absence of an institutional, strategic and legal framework for migration (emigrants and immigrants)

Although Lebanon is a country of emigration and immigration, migration has not historically been a priority for the government and policy makers. Migration to, from and through Lebanon was mainly based on individual decisions. The absence of a public migration policy is the result of many different factors, which implies that most initiatives to support migrants are left to international partners or to the private and non-governmental sector, as in the case of the diaspora measures. The institutional set-up for migration is currently rather scattered, as there are many different authorities involved, with mandates and tasks that are not always clearly defined.

Generally fragmented framework for refugees, but with some positive development

Lebanon has not signed the 1951 Refugee Convention or its 1967 Protocol, does not have a functioning refugee law in line with international standards, and does not consider itself a country of asylum. In the absence of this Convention, Lebanon treats refugees and asylum seekers as 'irregular immigrants'. In terms of Syrian refugees in particular, there is no comprehensive policy, although the Lebanon Crisis Response Plan (as an operational plan) represents a positive step towards a more coordinated approach to the Syrian refugee crisis. Nevertheless, increased ownership of this plan on the part of national authorities could make it more effective and efficient. The creation of the Ministry of Refugee Affairs in early 2017 needs to be acknowledged as another positive step towards the elaboration of a clear national policy on Syrian refugees. Greater clarity over the division of roles and functions among different national institutions needs to be promoted.

MISMES, a marginal tool in migration management

Despite their recently increasing number, MISMES value is largely underestimated by national policy makers in labour migration management. As a result, most initiatives are led and funded by international organisations, with a limited role of the national authorities and rare examples of integration into the national systems. The number of MISMES beneficiaries remains extremely low, both within individual programmes and in aggregate terms. Often (if not always), only a few thousand (sometimes a few hundred) individuals benefit from a particular measure, which represents only a small part of the migrant group. Operational costs and unit costs per beneficiary have also proved to be rather high. These could be reduced substantially with increased national ownership and a greater involvement of local organisations. However, a number of innovative initiatives exist, which would deserve being replicated and scaled up.

Difficulty in assessing MISMES sustainability and very limited impact assessment of implemented measures

Sustainability is a key challenge for almost all projects. This is due to the country's specific conditions and institutional set-up, but also to the fact that interventions tend to be limited in scale. The predominance of a project-based approach (rather than government-led interventions) also hampers the durability of projects' results and achievements. The lack of an evaluation culture makes it difficult to scientifically evaluate whether a project has been impactful or not, which also impedes efforts to improve.

Very limited MISMES for Lebanese emigrants

As mentioned, the emigration of Lebanese people abroad has traditionally been based on individual decisions. Indeed, potential migrants are not supported by any public body in their migration plans. They usually rely on personal and family links to move abroad. Many have already migrated during their studies and subsequently remain in the same country to work. The general perception that the country is mostly based on remittances hides the issue of brain drain, which is not much analysed or investigated.

In general, there is a feeling that Lebanese migrants do not need any support in the migration cycle. However, this does not fully reflect the reality, as it does not consider the potential losses of unsupported migration or return. It also goes against the generally accepted belief that many individuals would like to return if they could and if they had job opportunities. Remittances alone are not enough, as Lebanon needs its people, especially those who are highly skilled, to contribute to the development of the country. The role of the diaspora and of returnees is therefore untapped, as their human potential is underestimated by the national authorities. Lebanese people who have migrated or returned from abroad have acquired professional experience, certain skills and qualifications, and have built up networks abroad. They have learned languages and cultural values, and these could potentially be used for national development. How such potential can be turned into productive activities is not currently investigated or is limited to a few initiatives, such as the one run by the Chamber of Commerce of Beirut.

Very limited MISMES for foreign immigrant workers

Inward labour flows into Lebanon face different problems, including issues relating to skills underutilisation and workers' rights. The rights of foreign workers are often at risk, as highlighted by several international reports, and migrant workers often lack awareness of their right to decent working conditions. The guest worker's model is the one followed, based on temporary contracts performing low- or semi-skilled jobs. The main difference between this and similar programmes developed in other countries is that the management and monitoring of these contracts is not conducted by the state, but by private companies.

The research conducted for this report did not find any governmental measures aimed at developing the skills or the employability of foreign immigrant workers, at job matching or at monitoring their working conditions in the country. The very few measures that are designed to enhance their skills, employability and productivity are run by NGOs and are limited in scope (for example, Amel and Caritas Luxembourg projects). This issue also has a socioeconomic impact, as it contributes to further segmentation in society.

Increase in the number of MISMES for refugees, especially Syrians, almost all funded by international donors, with more and more of them linking assistance to development

There is a multiplicity of initiatives relating to refugees, especially Syrians, almost all of them funded by international donors. International donors have been very active, but sometimes initiatives are duplicated, despite coordination efforts. Legal restrictions on the labour market make the situation more complex, as most Syrians end up working in the informal economy. This limits the effectiveness of measures implemented by international projects.

There is a general trend to move from purely emergency-led initiatives to those that are more integrated and include skills-development and employability components. In these cases, skills-development and employability measures are often components within larger projects that also target protection for and basic needs of Syrians. This is a positive development, as it paves the way to more sustainable solutions and durable interventions. Moreover, most initiatives target both the host population (especially vulnerable Lebanese) and Syrians, and this can foster social cohesion and peace.

As most of the projects assessed are still ongoing or have only recently ended, it is too early to assess whether such complexity can increase the effectiveness of the projects in facilitating the integration of the target groups into the labour market, especially since such integration is formally restricted to three economic sectors. However, it seems that combining the humanitarian approach with development could better support the durable solutions (voluntary return, local integration or resettlement in third countries) envisaged for refugees. Going beyond emergency assistance by combining protection with skills-development measures could also help to reduce tensions in the host populations. The Regional Development and Protection Programme is one of the large programmes currently trying to promote this approach.

National and international NGOs are extremely active in supporting Syrian refugees, and are implementing several projects, most of them financed by international donors. Interviews with several NGOs have shown staff with extremely high levels of commitment and dedication, which clearly has a huge impact on the effectiveness of the projects. However, the number of beneficiaries of projects managed by NGOs is usually relatively small compared with the huge number of refugees present in the country. Thus, there is a need to scale up projects and activities, especially where they have proved to be effective.

UNRWA support to Palestinians is very effective and advanced, but is run in parallel to the national system

Palestinian refugees benefit from a completely separate system run by the UNRWA, and this has proved to be rather effective and efficient in linking education, skills development and employment. The UNRWA has set up a structure that in many ways exceeds the national services in terms of providing services and programmes that Lebanese authorities do not offer to Lebanese citizens, such as the job intermediation offered by the guidance and employment offices. The integrated model implemented by the UNRWA is an example of good practice, especially because of its holistic approach that is based on the individual, and that provides education and training, orientation and job intermediation. There are indications, for instance, that the current practices and the nature and level

of the training delivered at the Sibli Training Centre (STC) leads to higher-level and higher-paying jobs, with very high placement rates. Its reputation is also recognised by employers. However, there are obstacles facing STC graduates, such as social perceptions of vocational education and training (VET) as a second-class option, and issues relating to the targeting, funding and capacity of programmes. Yet it is well understood that the UNRWA model is difficult, if not impossible, to replicate, given the specific conditions behind it. Moreover, there persists the issue that the UNRWA system runs in parallel to the national Lebanese system, and this somehow perpetuates segregation and segmentation of the market.

4.2 Recommendations

4.2.1 Horizontal issues (for the three target groups)

Need to strengthen generation, analysis and dissemination of information on migrants and refugees

Good-quality data on the profile of migrants and refugees, with a focus on their skills, are fundamental to the design of appropriate and targeted MISMEs to support skills and employability. While acknowledging that this will be a very challenging task, given the difficult context in Lebanon (and the political sensitivity of data collection), it is important to underline that action should be taken to strengthen data collection, analysis and dissemination, with particular reference to migrants and refugees (both their profile and the measures to support them). This will also entail a better systematisation of existing practices and a more in-depth analysis of figures and results. To achieve this, national institutions such as the Lebanese Central Administration of Statistics should be reinforced. A greater evaluation culture also needs to be instilled so that initiatives can be scaled up, corrected or terminated, when necessary. Sharing good practices and success stories can also help to redirect or focus interventions.

Need to regularly collect (and disseminate) MISMEs outcomes to better coordinate different initiatives

Increased international funding for refugees on both humanitarian assistance and development requires better donor coordination and utilisation of synergies. It also calls for further mapping of effective types of support to ensure a positive impact. Enhancing interinstitutional dialogue and creating capacity to coordinate, collect and disseminate information regarding MISMEs implemented in Lebanon would allow the regular gathering and publishing of information on the situation of migrants, migrant workers and refugees in the country and would increase the transparency of the projects implemented. Moreover, it would increase dialogue between implementing partners, and between these partners and the national authorities, thus eventually minimising duplication and overlaps. Better coordination can be achieved primarily through the improvement of migration governance in the country, with roles, tasks and duties that need to be clearly assigned and defined. A national discussion should therefore be launched in the country to decide on the institutional arrangement that would best suit Lebanese authorities and the Lebanese context.

Need to conduct regular labour market and skills needs analysis

Reliable and regularly updated labour market analyses are key to inform national education, skills and employment policies, not only for nationals but also for foreigners residing in the country. In-depth information on the needs of the local enterprises can also help the design and delivery of programmes in emergency crisis and post-crisis settings. In this sense, regular studies and surveys should be carried out to understand the labour market needs of the Lebanese economy, both quantitatively and qualitatively. Employers surveys could be launched, for instance, to understand the skills needs of enterprises in a given sector or region, as a pilot, and then be applied to the whole country or to a wider number of economic sectors. Different institutions should be involved in the exercise, such as the Ministry of Labour, the statistical office, the Chamber of Commerce and the Association of

Lebanese Industrialists (ALI), so that greater ownership and sustainability is ensured. These studies could influence labour policy and training provision and allow institutions and international donors to more effectively respond to the current socioeconomic crisis. Ultimately, they could also reveal new employment opportunities, such as the crowd employment, which are still currently underestimated.

Need to strengthen action at municipal level

Local communities have a role to play in both the development and the delivery of skills-development programmes for migrants, immigrants and refugees, as priority should be given to needs expressed by municipalities and regional authorities. Both the host community and the immigrants and refugees could benefit from such initiatives, which would also impact on local peace and reconciliation, as shown by a number of well-performing projects already implemented (such as the AVSI project). The international community could create proper platforms to facilitate a dialogue on skills development for the three target groups, involving central and local administrations, civil society organisations and representatives of the hosting and immigrants and refugees' community. The private sector should also have a prominent role in the design of the training, so that this can respond to real labour market needs.

Need to develop programmes that enable the recognition of non-formal and informal learning

Building efficient systems to proactively recognise, use and reward skills is fundamental for retaining talent and for matching the skills of workers with opportunities on the labour market. The recognition of non-formal and informal skills and their certification should be facilitated in order to support migration from and to Lebanon. A system to assess, certify, validate and recognise migrants' and refugees' skills is crucial, both to give value to the experience of Lebanese coming back from abroad and to reduce the underutilisation of the skills of migrant and refugee workers in Lebanon.

Need to support programmes that target the whole population in the country, without discrimination based on nationality

The examples of the two IECD projects (BRIDGES and GET) mentioned in the inventory show that job-intermediation services can be very effective and impactful when they are open to all people in the country's territory, without discrimination based on nationality. Therefore, a logic of openness and inclusivity should be promoted in projects and activities aimed at improving skills, employability and transition to work, so that all interested individuals can gain access, without limitations

4.2.2 Lebanese outward migration: expatriates and returnees

Launch a national policy dialogue on emigration to provide support to emigrants throughout the migration cycle

It is well known that the more integrated that MISMES are with the general institutions and policies of a country, the more effective they will be (ETF, 2015a). In the case of Lebanon, despite the institutional difficulties and the long-lasting blockage experienced at national level, it would make sense to launch a substantial policy dialogue on emigration, to include international organisations and civil society actors, in order to embed emigration policy interventions into national policies. For instance, a national committee or task force could be created with the specific task of discussing a policy or strategy to support Lebanese emigrants, for both their departure and their return. In view of the multiplicity of institutions involved, a focal point should be nominated to provide a general overview and coordination. Given the complexity of the issues at stake, capacity-building programmes on this subject for staff of national institutions should also be promoted.

This dialogue should also lead donors' interventions so that more attention can be given to the skills and employability dimension of migration. This could be achieved by funding actions that lead to better partnerships between education and training, and labour market actors through the combination of

different measures in one package (e.g. the combination of coordinated language and pre-departure training, adequate and cost-efficient qualification recognition and job matching, work-exchange programmes and on-the-job training). NGOs, social partners and the private sector could play a greater role in this, and vocational schools could be involved in order to deliver well-designed and well-targeted training, in line with the specific profile of the trainees.

The national dialogue on emigration should take into account the following issues.

■ **Need to develop specific job-intermediation tools to support potential Lebanese emigrants**

While the reactivation of the National Employment Office remains one of the key priorities for the country, it is important that within this process, specific services (and roles) be also envisaged to implement more efficient cross-border matching to enable circular and temporary migration. In the current situation, many migrants make their own arrangements for departure, but greater support could ease the migration cycle and also support returns. If the setting up of specific counselling mechanisms is the long-term objective, in the short- and medium-term more attention should be given to pre-departure information and e-tools that could help disseminate information and expand individuals' access to job opportunities abroad. For instance, greater exchange with EU authorities on this subject could help the integration of the Lebanese system into the EU system (EURES – the European job mobility portal), thus providing more efficient job matching for Lebanese emigrants. An increase in the direct involvement of employers from destination countries constitutes a key issue in the setting up of successful MISMES projects. In this sense, a specific unit in the National Employment Office could be established to support potential Lebanese migrants as well as returnees. Alternatively, services could be outsourced to other providers, but supervised and coordinated by the National Employment Office.

■ **Need to tap the potential of the diaspora and returnees for local development and job creation**

Tapping into the Lebanese diaspora has a role in leveraging the advantages of links between Lebanese business leaders and economic initiatives in the country. It is therefore important to create, develop and make full use of global platforms to engage with the Lebanese diaspora in order to generate social, cultural and economic benefits. Specific programmes could provide opportunities for exchanges between Lebanese studying and working abroad, to attract such individuals back to the country, even if only on a temporary basis. Given the characteristics of the local economy and attitude, training courses in business and management could be developed for those Lebanese who are willing to come back and launch their own enterprises. Entrepreneurship modules should be included in all courses. As returnees are usually highly qualified, microcredit business support schemes should also be developed. Training and skills-development schemes should consider the specific characteristics of the returnees and the socioeconomic context of the country, and should ultimately aim to achieve concrete business and job creation. In this sense, both the diaspora and the returnees should be considered as 'development agents' and their potential should be fully utilised.

■ **Need to develop alternative schemes for remittances**

Given the very high level of remittances in the country, new incentives and schemes could be created to redirect these towards productive activities. This could also constitute a powerful tool for supporting return to the country while also contributing to local development. Members of the diaspora could create connections between producers and consumers in countries of origin and destination. They could be supported to invest directly in Lebanon and persuade non-diaspora investors to do the same. In the process of doing so, they could enhance the country's image by highlighting its strengths with a view to increasing the confidence of foreign investors. Some of the remittances could be used to fund economic activities coupled with skills-development initiatives.

4.2.3 Inward migration: foreign labour immigrants

Adopt a clear strategy/policy framework on inward migration

The current absence of any policy framework relating to foreign labour immigrants increases their level of vulnerability and creates the potential for abuse. The government should therefore adopt a strategy or policy framework that defines the rules and conditions for foreign workers. Different institutions, actors and social partners need to be involved in the definition and then the implementation of the policy. Clear roles and functions also need to be allocated to national institutions, so that coordination of the different actions can be ensured.

The strategy or policy framework should take into account the following issues.

■ Need to set up dedicated migrant support services

Dedicated services could help migrant workers entering the Lebanese market to avoid exploitation or abusive conduct. For instance, in the process of reactivating the National Employment Office, specific services or a dedicated desk could be constituted to provide support to migrant workers, or, alternatively, to regulate and coordinate the work of private recruitment agencies, to avoid the violation of workers' rights. Alternatively, migrant support centres could be created in the main cities to provide all types of support required by migrants, including labour market orientation and support.

■ Need to provide skills-support measures and intermediation services to migrant workers

Existing skills-development and job-placement programmes need to be scaled up and expanded to support the employability of foreign migrant workers. Training should take place both in Lebanon and in the sending countries, as evidence, including from previous projects (for instance, Caritas Luxembourg), shows that countries that prepare migrant workers before they leave provide an element of protection that leads to better conditions in the country of employment.

■ Need to conduct public campaigns to avoid abusive working conditions, as well as an anti-racism campaign

The MISMES examples mentioned in the inventory show that workers are often subject to abusive working conditions, and that employees are (or profess to be) unaware of the rights and duties imposed by the kafala system. Large publicity campaigns can help to raise awareness of the conditions of migrant workers, can open a discussion on malpractice and positive cases, and can ultimately help to avoid stigmatisation and segregation. Campaigns should also promote and explain the values of diversity and anti-racism.

4.2.4 Refugees and asylum seekers

Elaborate a clear national policy on refugees

The newly established Ministry of Refugee Affairs should promptly be tasked with the elaboration of a clear policy on refugees, with a defined allocation of roles and responsibilities. The national policy should adopt a holistic approach towards refugees and should be based on the large amount of work done so far, in order to consolidate what is already in place. The elaboration of a clear policy would allow national institutions to acquire greater ownership over the management of refugees and would eventually increase (albeit only in the medium term) the coordination of interventions and division of labour.

The policy should consider the following issues.

- **Need to promote skills-development and job-counselling programmes for refugees, alongside emergency interventions**

The Lebanese government should promote a combined development and humanitarian approach in order to enhance longer-term solutions and to facilitate migrants' return, integration or resettlement in third countries. To this end, international organisations should support programmes that go beyond the immediate humanitarian assistance for refugees by combining protection concerns with a focus on development. This can also have a peace-building effect, as refugees can get closer to local communities and eventually launch small joint initiatives.

It is essential to provide skills-development, counselling and job-search opportunities for refugees, especially Syrians, in order to increase their employability in those sectors where they can be lawfully employed in Lebanon and to help them to prepare for resettlement in third countries and return, when conditions allow. This is particularly important for marginalised and more vulnerable categories, such as women and young people. Vocational training programmes should combine on-the-job training and in-class training in basic professional skills. Actions that support apprenticeships could also be beneficial, as they would allow young refugees to acquire the specific skills needed on the labour market, albeit restricted to specific sectors. Soft-skills training would also be beneficial in increasing refugees' employability.

- **Need to integrate refugees into the national VET system**

The magnitude of the Syrian displacement in Lebanon makes it necessary to allow a more structured integration into the Lebanese VET system (both formal and non-formal). One of the factors generated by the growing demand for VET is the increased need for non-formal education and accelerated vocational training for rapid integration into the labour market and the ability for individuals to generate income to sustain their living. However, to facilitate the integration of refugees into the formal VET system, specific arrangements need to be put in place to allow double shifts, language support and ad hoc support. Upgrading the skill levels of refugees, based on a VET strategy that responds to labour market needs, is crucial for ensuring sustainable economic growth and, possibly, refugees' return to Syria. Moreover, reducing skills mismatch, especially in some sectors such as IT, agri-food and construction, could allow more sustainable development, particularly for small and micro enterprises.

- **Need to promote the role of the Ministry of Agriculture and scale up its skills-development initiatives in the agricultural sector, with a special focus on export-oriented, labour-intensive activities**

The AVSI project highlighted the importance of the agricultural sector both for job creation (despite its relatively small contribution to employment and GDP) and for social stability, this being one of the sectors with the highest number of Syrian workers. It is important to take into account spillover effects of skills-development programmes on social cohesion, especially in regions with high levels of friction between local communities and refugees. The international community should therefore promote the role of the agricultural sector and its political representative in the country, the Ministry of Agriculture, in developing and delivering skills-development programmes. Closer work with the ministry could also provide opportunities to strengthen the links between VET and the labour market. Moreover, such skills schemes could play a role in enhancing the productivity of agricultural workers and provide tools to support their transfer from the informal to the formal economy. As such, skills-development programmes in the agricultural sector could be scaled up to enrol more trainees, both Lebanese and Syrian, in order to enhance their qualifications and their opportunities to find jobs. Training could be organised specifically to boost work in export-oriented, labour-intensive activities, as this would contribute to the country's economic development. Such training would need to be planned and

delivered in close cooperation with the private sector to ensure a better match between skills and labour market needs.

■ Need to promote entrepreneurship programmes

Basic entrepreneurship training, advice and follow-up to the establishment of each business could be promoted, as could joint ventures among Lebanese citizens and refugees – as has been done in some projects, such as the Regional Development and Protection Programme – in order to help social cohesion, to avoid stereotypes and to build up multicultural societies without prejudices.

■ Need to profile refugees through early skills assessment

More efforts should be made at an early stage by the government and the international community to identify the skills and potential of refugees and to engage them progressively in formalised activities, even within established boundaries. For instance, the registration and profiling system put in place for Syrians by the UNHCR could be improved to include more information regarding individuals' skills and competences, their qualifications and their past work experience. To this end, a link should be established with the Skills Profile Tool for Third Country Nationals that is currently under development in the EU, as foreseen by the New Skills Agenda. A second, more in-depth analysis of refugees' skills could be carried out in the three sectors in which they are allowed to work in order to facilitate their integration into the labour market.

Promote UNRWA good practices in VET and employment and increase exchanges between the UNRWA, national authorities and other international stakeholders on these subjects

UNRWA has developed what may be considered good practices for training refugees and for integrating them into the labour market. These include simple approaches, such as ensuring that trainees have access to modern equipment (for example, 3D printers), to more innovative approaches, such as including communication modules in curricula, and profiling graduates in order to recommend them to employers. UNRWA has also been progressive in establishing an orientation system within schools to try to guide students' choices and behaviours, and creating a virtuous cycle between early education, professional training and employment. These and other practices may provide useful hints for national authorities and other international organisations for addressing skills-development and employability issues. An enhanced dialogue could benefit both communities (Lebanese and Palestinian) and reduce segregation.

ANNEXES

Annex 1. List of institutions interviewed

- EU Delegation Beirut
- Ministry of Labour
- Ministry of Foreign Affairs and Emigrants, Cabinet
- Ministry of Foreign Affairs and Emigrants, Directorate of Emigrants
- National Employment Office, Ministry of Labour
- Ministry of Education and Higher Education
- International Labour Organisation office, Beirut
- International Organisation for Migration office, Beirut
- United Nations Development Programme office, Beirut
- United Nations High Commissioner for Refugees office, Beirut
- United Nations Children's Fund office, Beirut
- United Nations Relief and Works Agency for Palestine Refugees in the Near East office, Beirut
- Danida
- Embassy of Kingdom of the Netherlands office, Beirut
- ABAAD
- Amel
- Caritas Lebanon
- Chamber of Commerce, Industry and Agriculture of Beirut and Mount Lebanon
- National Federation of Worker and Employee Trade Unions in Lebanon (FENASOL)
- Investment Development Authority of Lebanon
- IECD office, Beirut
- Mercy Corps office, Beirut
- Institute for Public Policy and International Affairs, American University of Beirut
- Institute for Women's Studies in the Arab World, Lebanese American University
- International Centre for Migration Policy Development
- American University of Beirut, Issam Fares Institute for Public Policy and International Affairs
- Consultation and Research Institute

Annex 2. List of possible operational actions

Annex 2 presents an indicative list of actions to support migrants and refugees from an employment and skills perspective in Lebanon. Prepared by the ETF upon suggestion of the Delegation of the EU to Lebanon and based on the main conclusions and recommendations of ETF MISMES report, the list was discussed with national stakeholders at the MISMES dissemination event on 4 July 2017 and reflects their comments and suggestions.

This list is not exhaustive and aims only at opening a discussion with national stakeholders and international donors about the relevance of the actions proposed, their prioritisation and feasibility. The final objective is to draw a prioritised list of actions that could be considered for further support and implementation in the country.

Number	Operational action	Possible activities
1.	Improve coordination of measures targeted at emigrants, immigrants and refugees	<ul style="list-style-type: none"> ■ Set up an inter-ministerial task force at high political level to coordinate activities related to immigrants, emigrants and refugees ■ Regularly involve social partners when developing and implementing MISMES ■ Etc.
2.	Engage the international private sector, in particular the Lebanese diaspora, to generate social, cultural and economic benefits in Lebanon	<ul style="list-style-type: none"> ■ Mapping the profile of Lebanese emigrants (including returnees) ■ Programmes to favour exchanges between Lebanese citizens studying/working abroad in order to attract them back (even temporarily) ■ Business management and entrepreneurship training for returnees ■ Microcredit schemes ■ Remittance schemes to invest in productive activities in Lebanon, including a skills development component ■ Etc.
3.	Provide skills support measures and intermediation services to all	<ul style="list-style-type: none"> ■ Job-intermediation services for all (e.g. pre-departure information and e-tools for Lebanese emigrants, dedicated services for immigrants, orientation for most vulnerable groups) ■ Awareness-raising campaigns on rights and duties of migrant workers (both with employees and employers) ■ VET courses for migrant workers with flexible arrangements to improve their employability and productivity ■ Orientation services by public or private agencies (with agreed rules and procedures) ■ Regularly map skills and VET programmes to improve coordination and avoid redundancies ■ Etc.
4.	Conduct labour market analysis and skills needs assessments	<ul style="list-style-type: none"> ■ Use data to tailor training provision to the concrete needs of the Lebanese economy ■ Adapt curricula ■ Use information for career guidance ■ Use information to negotiate labour agreements with third countries ■ Etc.

Number	Operational action	Possible activities
5.	Support vocational training of vulnerable populations (hosting communities and refugees) that is closely aligned with private sector needs to generate jobs and raise employability	<ul style="list-style-type: none"> ■ On-the-job training coupled with in-class courses ■ Apprenticeships ■ Soft skills training ■ Inclusive platforms involving central and local administrations to establish dialogue on skills development ■ Career guidance and orientation ■ Etc.
6.	Support agriculture value chain development, including skills development in the sector	<ul style="list-style-type: none"> ■ Promote private investment and growth in the agricultural value chains ■ Specific VET courses on agriculture, in line with labour market needs ■ Incentives to formalise agricultural companies ■ Etc.
7.	Enhance the business environment/boost entrepreneurship in Lebanon	<ul style="list-style-type: none"> ■ Support private-public partnerships for SME start up and growth ■ Entrepreneurship training, advice and follow up ■ Support to joint ventures among Lebanese citizens and refugees ■ Microcredit schemes ■ Etc.
8.	Support national authorities to elaborate a national policy on Syrian refugees	<ul style="list-style-type: none"> ■ Support policy dialogue ■ Provide coaching ■ Etc.
9.	Early profile skills of migrants and refugees	<ul style="list-style-type: none"> ■ Adoption of EU skills profile tool for third-country nationals http://ec.europa.eu/migrantskills http://skpt-test.eu-west-1.elasticbeanstalk.com/#/ ■ Recognition of qualifications ■ Validation of non-formal and informal learning ■ Complementary training programmes ■ Etc.
10.	Strengthen skills portability and transparency	<ul style="list-style-type: none"> ■ Set up a system to assess, certify, validate and recognise emigrants, immigrants and refugees' skills ■ Etc.

ABBREVIATIONS AND ACRONYMS

BRIDGES	Building and Reinforcing Integration through Development of Guidance, Employment and Skills
CGU	Career Guidance Unit
CV	Curriculum vitae
Danida	Danish International Development Agency
ENPI	European Neighbourhood and Partnership Instrument
ESC	Employment service centre
ETF	European Training Foundation
EU	European Union
EUR	Euro
FORDS	Fostering Self-Reliance for Displaced Syrians and Host Communities in South Lebanon
GDP	Gross domestic product
GEO	Guidance and employment office
GET	Guidance, Employment and Training
IECD	Institut européen de coopération et de développement (European Institute for Cooperation and Development)
ILO	International Labour Organisation
IOM	International Organisation for Migration
IT	Information technology
LCRP	Lebanon Crisis Response Plan
LFS	Labour force survey
MISMES	Migrant support measures from an employment and skills perspective
MoEHE	Ministry of Education and Higher Education
NGO	Non-governmental organisation
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Cooperation and Development
OHCHR	Office of the High Commissioner for Human Rights
PEACE	Peaceful and Comprehensive Education in Seven Districts of Lebanon
RDPP	Regional Development and Protection Programme
SME	Small and medium-sized enterprise
STC	Siblin Training Centre
TVET	Technical and vocational education and training
UK	United Kingdom
UN	United Nations

UN-Habitat	United Nations Human Settlements
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNSCOL	United Nations Special Coordinator for Lebanon
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USA	United States of America
USD	US dollar
VET	Vocational education and training
VTC	Vocational training centre
WFP	World Food Programme
WMDW	Women migrant domestic worker

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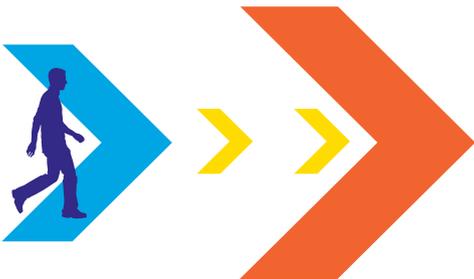
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World Bank: www.worldbank.org/en/country/lebanon



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