Beyond four walls and a roof

Reflections on the multi-sectoral One Neighbourhood Approach for Syrian Refugees and Host Communities, Tripoli, Lebanon.

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Cover photograph: Tabbaneh, Tripoli, Lebanon. 2018 ©Amelia Rule

ACRONYMS

BoQ	Bill of Quantities
CBO	Community Based Organisations
CIL	CARE International in Lebanon
CIUK	CARE International United Kingdom
FGD	Focus Group Discussion
GBV	Gender-Based Violence
GPS	Global Positioning System
HU	Housing Unit
KII	Key Informant Interview
LCRP	Lebanon Crisis Response Plan
MEAL	Monitoring, Evaluation, Accountability and Learning
MOU	Memorandum of Understanding
MSC	Most Significant Change
ONA	One Neighbourhood Approach
PASSA	Participatory Approach to Safer Shelter Awareness
PIM	Post-Implementation Monitoring
PRM	United States Government's Bureau of Population, Refugees and Migration
PRS	Palestinians returning from Syria
SDGs	Sustainable Development Goals
SOP	Standard Operating Procedure(s)
UN-Habitat	United Nations Human Settlements Programme
UNHCR	United Nations Refugee Agency
WASH	Water, Sanitation and Hygiene

GLOSSARY

Area-Based Approach/One Neighbourhood Approach Similar to the 'Settlements Approach', this terminology is used when a project is:

- part of a wider programme,
- targets specific geographic areas of high need,
- is multisectoral including shelter and settlements/housing as a core component,
- recognises and engages with multiple stakeholders,
- considers the whole population and activities are implemented at multiple scales.

Outcome(s) Includes immediate and intermediate changes to individual behaviours (e.g. individuals putting into practice new knowledge, attitudes, or commitments) and changes that are structural or systemic (e.g. policy changes, new practices in service provision), that can be seen in different populations. Outcomes are often a result of what people do on their own, influenced by the actions of a project.[1]

Output(s) Direct results of activities implemented by a project. Outputs may refer to:

- training, such as the number of women trained in construction,
- capacity building, such as the number of committees established,
- service outputs, such as an increase in the number of programme locations, or
- service utilisation, such as the number of people served by new water infrastructure.

Programme Approach A programme is a coherent set of initiatives, including humanitarian interventions, by CARE and our allies that involves a long-term commitment to specific marginalised and vulnerable groups to achieve lasting impact at broad scale on underlying causes of poverty, and social and gender injustice. A programme approach goes beyond the scope of individual projects to achieve positive changes in human conditions, in social positions and in the enabling environment.[2]

Partnership Approach At the heart of all partnerships for CARE is our goal of addressing poverty and social injustice, particularly gender inequality and unequal power dynamics. Partnerships are purposeful relationships based on mutual trust, equality and learning, with an agreed vision, clear accountability for all parties. They engage the complementary strengths of the actors involved to collaborate on specific objectives, challenges or opportunities in ways that achieve greater impact than the partners could achieve alone. CARE enshrines partnership as a core programme principle and endorses the Principles of Partnership (2007), the Charter4Change and the Grand Bargain (2016). A a standalone goal in the Sustainable Development Goals. The need to 'broaden partnerships in support of civil society', in particular with social movements and feminist organisations, is a priority within CARE's 2030 Vision.

Resilience At CARE, resilience is about managing risk and dealing with shocks and stresses that negatively influence people's lives. Resilience is increased when people's capacities and assets to manage shocks and stressors are supported, drivers of risk are reduced, and actions are supported by an enabling environment that allows people to reduce their vulnerability.

Self-Reliance The ability to provide for oneself and one's family, sometimes described as 'the ability to stand on one's own two feet'. The Self-Reliance Community of Practice, a coalition of organisations, government agencies, foundations, research institutes and other partners, defines self-reliance as 'the social and economic ability of an individual, a household or a community to meet its essential needs in a sustainable manner'.[3]

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1   CARE MEAL Approach Principles and Standards. http://careglobalmel.careinternationalwikis.org/mel_approach_principles_and_standards
2   CARE 2020 ProgrammeStrategy Resource http://careglobalmel.careinternationalwikis.org/_media/care_2020_program_strategy_resource_manual_-_190725.pdf
3   Refugee Self-Reliance Initiative: https://www.refugeeselfreliance.org/

In this project we discuss the concept of how increased personal resilience links to self-sufficiency, meaning that people know where to go for immediate assistance and meet urgent needs (such as shelter, WASH, nutrition and cash, and then have the capacity and support to explore education and livelihoods opportunities, which will potentially lead to longer-term resilience.

Settlements approach / One Neighbourhood Approach For the purpose of this report social cohesion can be defined as having four core characteristics; 'It targets specific geographic areas of high needs, it is multisectoral, it recognises and engages with multiple stakeholders, it considers the whole population'.[4]

Social cohesion For the purpose of this report social cohesion can be defined as 'the ongoing process of developing a community of shared values and challenges and equal opportunity based on a sense of hope, trust and reciprocity'.[5]

Stabilisation For the purpose of this report a goal of stabilisation can be defined in conflict settings as 'support[ing] the development of lasting peace and stability, which is built with the consent of the population, is resilient and flexible in the face of shocks, and can evolve over time'.[6]

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[4] Settlements Approach Guidance Note p.7 https://www.sheltercluster.org/sites/default/files/docs/guidance-settlements-hd.pdf
[5] Jeannotte, 1997, in Shuayb, 2012: 19 (Mourad 2016) https://link.springer.com/chapter/10.1057/9781137283900_2
[6] The UK Government's Approach to Stabilisation, Foreword. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/784001/The_UK_Government_s_Approach_to_Stabilisation_A_guide_for_policy_makers_and_practitioners.pdf

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EXECUTIVE SUMMARY

Amelia Rule, Senior Advisor of CARE International UK's Emergency Shelter Team conducted a two-week visit to Tripoli, Northern Lebanon as a final field trip to investigate and reflect on the One Neighbourhood Approach (ONA) programme (Phase IV) to provide multi-sectoral, multi-scale support to vulnerable Syrian refugees and Lebanese host communities. This qualitative reflection aims to capture the cumulative effect of the programming in Tripoli from 2015-2019 and to review the approaches developed, providing recommendations for future programmes. This reflection is also based on intermittent field observations, learning, and programme support given over four years. It considers the wider impacts of programming, outlining additional outcomes for communities relating to **self-reliance**, **gender**, and **sustainability**.

Context

The Syrian Civil War, now in its tenth year, has displaced millions of Syrians, both within Syria and into neighbouring countries. Over one million Syrian refugees reside in northern Lebanon, including in the city of Tripoli. This large-scale displacement has placed additional strain on housing and services; refugees and vulnerable host communities frequently reside in informal, poor-quality homes in various states of disrepair that are poorly serviced and often damp and damaged. With displacement ongoing, many humanitarian programmes seek to meet the needs of both refugees and address underlying causes of poverty in host communities. These programmes are often multi-sectoral and have social cohesion as an intended outcome and deliver community-wide protection activities alongside housing and WASH support.

Programme

With four phases over four years funded by the US Government's Bureau of Population, Refugees and Migration (PRM), the ONA programme has worked to improve housing conditions for the most vulnerable whilst enhancing individual and community resilience and social cohesion through protection programming and participatory approaches. In Phase IV (2018-19), CARE International in Lebanon (CIL) aimed to build on Phases I to III. In common with previous phases, for Phase IV, CIL worked in partnership with local partner Akkarouna to provide multi-sectoral Shelter, WASH and Protection assistance to vulnerable Syrian refugees and the Lebanese host community, including Palestinians returning from Syria (PRS) in five neighbourhoods in Tripoli.

> **This neighbourhood approach accomplishes a number of transformative impacts by creating:**
> - a critical mass of housing and community rehabilitation, so that residents feel their entire neighbourhood is improving;
> - a shared interest and social cohesion among residents for a better built environment;
> - operational relationships through neighbourhood committees between residents and community stakeholders (municipal officials, religious leaders, etc.) to improve conditions; and
> - greater awareness and concern for protection of residents, including women and children.

Outputs and Outcomes

The results of the final year of programming (Phase IV) were direct outputs of the project over the final 12 months, as well as outcomes that were possible due to the ongoing multi-year nature of the overall programme.

Intended outputs Phase IV exceeded its targets relating to Objective 1 – *Syrian refugees and host community individuals have improved shelter and WASH conditions in urban Tripoli and Objective 2 – Syrian individuals and host community individuals have enhanced knowledge of, and access to, protection services.*

Intended outcomes The shelter and WASH needs of the most vulnerable were met through the housing unit upgrades. Through discussions with programme participants, links between shelter interventions and protection outcomes were highlighted:

- Upgraded homes provide a safe space for women, men boys and girls. Securing doors, windows, and entrance areas provides a sense of **safety**, **security**, and **wellbeing**.
- Improved living spaces provide more options for sleeping arrangements, allowing women and girls of different families to have separate sleeping spaces, reducing protection risks and increasing **dignity** and privacy.
- Household **health** and **hygiene** are improved through the bathroom and water storage/heating improvements and reducing damp by fixing leaks.
- The risk of eviction is high when tenants are unaware of their rights or have a tense relationship with their landlord. The programme enhanced **security of tenure** by encouraging a formalisation of rental contracts or signing of memoranda of understanding (MoU) with landlords and increasing knowledge and awareness of tenure rights and issues.
- Upgrades within the community, including street lighting and improved pathways has increased the **mobility** of women and made neighbourhoods safer and more secure.

> In total, in the 12-month period, **550** housing units were upgraded, **five** community infrastructure projects delivered, **three** community-led projects and **two additional** neighbourhood committees established. An additional **1,750** individuals attended protection activities, which included sessions on early marriage, gender-based violence prevention and positive parenting. *(See Section 4.2.2 for specific activity outputs.)*

Additional outcomes During focus group discussions programme participants mentioned a number of additional outcomes that were unanticipated:

- Women, and to some extent men, have more **time** available due to housing upgrades, enabling them to spend more time with their families and pursue livelihoods.
- Having more time available for other activities, alongside improved neighbourhood surroundings **reduced stress** and increased wellbeing.
- Housing and community upgrades led to **restoration of social connections** and permitted social activities after dark.
- Involvement in the community committees led to women feeling **more empowered** and more **comfortable speaking in public**.

Gender The additional outcomes reported predominantly by women, which have led to potential access to livelihoods and more time for social activities, alongside potential changes in the practice of early marriage and gender-based violence awareness have the **potential to be gender transformative**. Ongoing presence in neighbourhoods provides the opportunity to monitor long-term behaviour change.

Participation Housing upgrades and community infrastructure works have a high risk of being contentious as they are high-value investments, yet there is not sufficient funding to meet the needs of all. Participatory

activities with communities, such as protection-related, awareness-raising sessions and participatory planning of infrastructure improvements were essential for programme delivery. The participatory approaches encouraged better communication and resulted in fewer disputes by bringing people together to share commonalities, creating an **enabling environment** for programme activities.

Localisation Working in collaboration with local partner, Akkarouna, has led to **co-learning** and effective and timely programming. Additionally, working with local contractors from the neighbourhoods themselves adds an additional layer of accountability to programme outputs.

Innovation The programme is a **unique demonstration** of an extended, multi-year participatory process in urban areas in a humanitarian context. Participatory planning is possible within these contexts, and essential for neighbourhood-level programmes in urban areas.

Self-Reliance The programme contributed to reducing the risk of shocks, such as eviction, health conditions brought on by poor living conditions, and security and protection threats in the area. However, without better access to services, livelihood opportunities and financial security it is hard to ensure an enabling environment that would lead to a higher level of resilience in the communities. The term 'self-reliance' successfully captures the outcome of this programme. Following the interventions programme participants immediate needs at household level have been met, they are more self-sufficient and know where to go for further assistance. They also now have more space and time to explore education and livelihoods opportunities, which will potentially lead to longer term resilience.

Figure i: Project participant outside her ground floor apartment with an old outdoor toilet to the left. ©Amelia Rule/ CARE 2019.

Figure ii: Internal upgrades showing how CARE/ Akkarouna improved access within her home, before the new stairs an old chair was used to move from one level to the other. ©Amelia Rule/ CARE 2019.

Recommendations for Neighbourhood Programming

Adaptive Management and Innovation/iteration Regular iterative programming is essential to ensure programmes are appropriate, responsive, context specific and accountable. Adaptive management processes can work in humanitarian settings where local partners have longevity in communities.

Participation and Inclusion The Participatory Approach for Safe Shelter Awareness (PASSA) is a high-impact tool that leads to behaviour change and builds resilience. PASSA can be successfully used for community-level projects in area-based or neighbourhood programmes. Use the tool at different levels; identify household-level risk to inform minimum standards for the shelter activities as well as community-level risks to inform infrastructure improvements.

Communication Improve communication with participant and non-participant families in programmes to ensure that everyone understands the process and they have opportunities to ask questions. Find additional mechanisms, such as through videos and using WhatsApp, to communicate programme objectives, activities and receive feedback. Consider engaging youth where appropriate.

Multi-sectoral and multi-scale Deliver multi-sectoral support including shelter, WASH, protection, and infrastructure at a multiple-scales, individual, household and neighbourhood to ensure impactful programming in urban contexts with displaced populations. The multiple scales mean the programme reaches beyond direct participants, building trust with the neighbourhood residents. Communal projects are widely visible and protection-awareness programmes benefit the whole community, creating an **enabling environment** for focused individual household support. In terms of an **integrated approach**, consider the addition of livelihoods programming to further enhance impact since Shelter programming has a direct effect on livelihoods. In this protected context, education is also key to ensuring further protection for young adults.

Community voice Working with community groups and committees over longer timeframes of three to four years allowed time for incremental capacity building and greater co-production of knowledge. This ensured a bi-lateral relationship between the organisations and individuals and was less extractive.

Gender In this context the focus on gender through the **shelter and protection** approach has not only resulted in safer and appropriate shelter upgrades but has also increased women's influence in programme decision making, created a space for improved gender dynamics and representation in the community by not addressing gender in shelter programmes, taking into account women and girls specific needs would result in only considering the needs of 50% of the population. Ensure gender is at the core of the programming to be effective and avoid potentially do harm.

Localisation Enhance engagement with municipalities from the programme outset and ensure that they are involved in programme exit strategies to support sustainability of neighbourhood improvements and continue to support communities in the future. Working with local partners and/or Community Based Organisations means the collective knowledge and expertise will also stay in the local area and benefit other projects.

Programme funding length 12-month humanitarian funding cycles challenge the possibility of long-term and sustainable planning. Further advocacy to donors to increase the length of funding cycles would support more nuanced and improved programme delivery, giving more potential to change systemic issues such as security of tenure and early marriage.

Community-Led Monitoring and Evaluation Discussions with programme participants revealed that people interpret the concepts of the programme differently to CIL, Akkarouna and PRM. In future programmes, start by working with communities to understand their programme outputs, anticipated outcomes and what success looks like to them to ensure fully accountable and transparent, community-led programming.

1. INTRODUCTION

The Syrian Civil War, now in its tenth year, has displaced over half the country's population, with 6.5 million people internally displaced[7], and almost 5.6 million refugees[8]. Lebanon (Figure 1), with a total population of approximately 4 million, hosts over one million Syrian refugees, predominantly in northern Lebanon, including the city of Tripoli (see map in section 3). This large-scale displacement has significantly affected Lebanon's economic growth and placed pressure on housing and services. With the civil war ongoing and refugees living in protracted displacement, humanitarian programmes increasingly work to meet the needs of refugees and address underlying causes of poverty in host communities, focusing on stabilisation social cohesion as overarching goals[9].

Figure 1: Location of Lebanon within the Middle East. Data source: Natural Earth. Accessed December 2020.

CARE International in Lebanon's mission is to support and enhance the **stabilisation and resilience** of the most vulnerable populations and communities, with a focus on the rights and needs of **women and girls**, to ensure that they are empowered through greater **social justice** and **sustainable economic development**. In 2018, as the humanitarian response to the Syria crisis in Lebanon reached the end of its eighth year, CIL shifted to a programme approach[10], bringing together Shelter, WASH, Protection and Livelihoods in programmes with holistic, long-term strategies working towards resilience-focused outcomes.

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7   Internal Displacement Monitoring Centre (IDMC) 2020. *Syria*: https://www.internal-displacement.org/countries/syria
8   The UN Refugee Agency (UNHCR) 2020. Syria Emergency: https://www.unhcr.org/uk/syria-emergency.html
9   Municipal Service Delivery, Stability, Social Cohesion and Legitimacy in Lebanon, An analytical literature review, Mourad & Piron (2016)
     https://www.aub.edu.lb/ifi/Documents/publications/literature_reviews/2016-2017/20160926_lebanon_analytical_literature_review.pdf
10   CARE International 2020 Strategy Resource Manual pg.14 http://careglobalmel.careinternationalwikis.org/_media/care_2020_program_strategy_resource_
     manual_-_190725.pdf

From 2015 to 2019, CIL worked in ten neighbourhoods in Tripoli, to improve shelter, WASH and protection under the wider 'One Neighbourhood Approach' (ONA[11]) with the support of the United States Bureau of Population, Refugees and Migration (PRM). Over this period, CIL also carried out several assessments, research, monitoring and evaluation initiatives that have tested the underlying hypotheses and refined programming in Lebanon. The **'One Neighbourhood Approach: Integrated Shelter and Protection Improvements for Syrian Refugees and Host Communities in Tripoli, Lebanon: Phase IV'** ['the Programme'] funded by PRM is the fourth iteration of 12-month funding for CIL's Shelter, WASH and Protection programming. The programme was completed in 2019 and provides the main evidence for this reflective evaluation.

1.1 CIL's Partnership Approach

CIL is guided by its partnership approach[12] and implements through established partners. This builds local crisis-response capacities and empowers local communities, which is a fundamental commitment to enhancing resilience in crisis-affected communities. In this programme, CIL worked in partnership with the Lebanese NGO Akkarouna[13] to implement all programme components.

Akkarouna was founded in 2008 in the Akkar Governorate, northern Lebanon, when there was a lack of direction on how to support communities affected by the Syrian crisis, especially marginalised women. Their approach develops a culture of volunteerism, participation, and interest in local development issues to facilitate ending poverty, achieving gender equality, and building towards sustainable communities. Since 2008, they have worked in partnership with many INGOs and UN agencies in the Akkar and northern governorates governorate, with a focus on shelter upgrading, governance and protection.

1.2 Wider Impacts of Shelter

1.2.1 Shelter is more than four walls and a roof

The ONA programme aimed to test the hypothesis that providing improved shelter can be the vehicle by which other benefits can be delivered. A shelter is more than a physical space; it provides protection from the elements, security from intruders, and allows improvements in health and hygiene. It provides privacy and is an asset that brings dignity and autonomy. It is ultimately a home that can bring feelings of wellbeing and peace, providing an arena for the resumption of everyday, household tasks, which can help to restore a sense of normalcy to routines disrupted during displacement. The home is often a place from which livelihoods and income generation can begin, and in which education and learning can take place. It meets both a basic and fundamental need for individuals, families, and a wider community[14].

1.2.2 The link between Protection, Gender and Shelter

Integrating gender and participatory approaches in shelter projects has wide-reaching positive impacts, including on protection, health, and livelihoods[15]. Additionally, inclusive Shelter and Settlements projects are an important entry point for longer-term change in communities, influencing gender equality and social cohesion in areas divided by conflict or perceived differences.

Traditionally, within Lebanon, Lebanese and Syrian women bear the main responsibility for day-to-day cleaning, caring for and organising the home, whilst men are responsible for locating places to live and paying rent. Consequently, female-headed households and homes with no adult males, often struggle to find adequate shelter, in addition to the challenges of paying rent and carrying out maintenance and repairs. If the house or apartment has

11   CARE International UK 2018. *CARE's One Neighbourhood Approach*: https://www.alnap.org/help-library/care%E2%80%99s-one-neighbourhood-approach
12   Principle 2 of *CARE's Programming Approach (Page 14)* : http://careglobalmel.careinternationalwikis.org/_media/care_2020_program_strategy_resource
13   Akkarouna: https://www.akkarouna.com/
14   Interaction 2020. *More than four walls and a roof*: https://www.interaction.org/blog/more-than-four-walls-and-a-roof/
15   *Kelling, Fiona (2020) – Interaction - The Wider Impacts of humanitarian shelter and settlements assistance*
        https://www.alnap.org/help-library/the-wider-impacts-of-humanitarian-shelter-and-settlements-assistance

no, or poor, windows and doors, security can be a serious source of psychological anxiety for inhabitants. The lack of privacy and dignity may affect them, as well as the fear of theft, gender-based violence and harassment.

Occupying a house that does not meet minimum standards[16], appropriateness or expectations of safety and comfort puts all family members at risk, particularly those with specific needs. Inadequate shelter exacerbates already existing protection risks, with the most severe direct consequences on women and girls, elderly individuals, and people with disability. It is therefore vital to consider both shelter and protection as mutually reinforcing.

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16   Sphere Association 2018. *Shelter and Settlement minimum standards in humanitarian response*, p. 237-288: https://spherestandards.org/

2. REFLECTIVE EVALUATION METHODOLOGY

2.1 Aims and Objectives

The objective of this reflective evaluation is to explore indirect or unintended outcomes of the programme, and ONA more broadly, as unintended outcomes were not in the scope of the 2018 PRM Phase III evaluation[17]. The main objectives are to:

- *critically examine* the One Neighbourhood of CARE and Akkarouna in Tripoli;
- *investigate* whether providing improved shelter can be the vehicle by which other benefits can be delivered, including aspects relating to participation, localisation and gender;
- *reflect* on and learn from four years of engagement to inform future ONA programming.

The findings will inform future CIL programmes and feed into the CARE International global 2020-2030 vision. Additionally, CARE International will apply learning from this programme to other urban responses to the Syrian crisis in Lebanon, and elsewhere. Dissemination of these findings, including via the Global Shelter Cluster, will benefit the wider shelter community of practice engaged with humanitarian shelter and housing in their effort to improve urban and settlement approaches.

2.2 Approach and Methods

This evaluation was conducted in September 2019 by Amelia Rule – CARE International Senior Shelter Advisor. CARE's Emergency Shelter Team has been involved in ONA programme design since 2015. The evaluation approach, range of topics explored, and stakeholders interviewed were defined prior to arrival in Lebanon in collaboration with CIL, based on an understanding of the context and programming.

The *Most Significant Change*[18] *(MSC)* approach was the primary tool used to capture a broad spectrum of experiences across multiple sectors and scales of intervention. Formal monitoring and evaluation over the course of the programme revealed several additional outcomes that could not be fully captured or explored in detail by using standard evaluation methodologies. Using an MSC approach aligned with the participatory nature of the ONA and encouraged interviewees to identify their own indicators beyond the direct outputs of the programme and consider how their everyday lives had been impacted and changed throughout the duration of the programme.

Other methods utilised in the evaluation included:

- *Mapping a Theory of Change (ToC)* The evaluator and CIL Project Manager, MEAL Manager and Protection Advisor mapped the programme ToC following the programme logframe to link together the causal effects that the project aspired to.

- *Do No Harm and Conflict Sensitivity Analysis* The 'do no-harm' approach was used to assess the context in Tripoli to establish the main areas of tension or division in the community and CIL's impacts on these areas through implementation, either reducing or increasing the sense of difference between stakeholders.

- *Mapping the construction process with building contractors* A brainstorming session was conducted with two local contractors. Topics discussed included the procurement process, the impact of PRM funding on their businesses, their experiences working on the projects, and interaction with the community and CIL staff.

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17   Parker, E and Maynard V 2018. Evaluation of the Integrated Shelter and Protection Improvements Programme for Syrian Refugees and Host Communities in Tripoli, Lebanon: https://www.careevaluations.org/evaluation
18   Overseas Development Institute (ODI) 2019. Most Significant Change Toolkit https://www.betterevaluation.org/en/resources/guide/most-significant-change-odi-toolkit

- **Post-Implementation Monitoring** The evaluator accompanied the MEAL team on seven post-implementation monitoring trips to review CIL's data-gathering activities. The MEAL officer conducted the survey using questions in a KoBo[19] form, followed by a more informal discussion to expand on areas of interest with each of the residents.

The evaluation was conducted over two weeks in Tripoli and included:

- **three focus groups discussions (FGDs)** in Wadi Nahel, Mankoubin and Malawieh;
- **two internal staff interviews** of CIL and Akkarouna staff;
- **five external stakeholder interviews** of UNHCR, the Mayor of Tripoli, UN-Habitat, and two construction contractors;
- **19 household interviews;** seven in homes in Tabbaneh and Baddaoi and 12 in community spaces in Wadi el Nahel, Mankoubin and Malawieh;
- **Transect walks** in all five of the above neighbourhoods.

2.3 Limitations

The majority of the interviews and all FGDs were translated from Arabic to English in real time as the evaluator is English speaking. A formal conflict analysis was not conducted at the start of the programme. There was therefore no baseline with which to measure change. The conflict analysis was a post-rationalised exercise used to reflect and review the changes CIL recorded in their monitoring. (See Annex 2.)

The FGDs took place with Akkarouna and CIL staff so the presence of familiar faces could have influenced groups to be more positive. However, committee and household members where happy to communicate challenges with the interviewers. There was a risk of fatigue for individuals who may have been visited more than once to provide feedback. The interview team was aware of this and endeavoured to ensure a random selection of interviewees, supported by the lead evaluator accompanying the MEAL team during post-implementation monitoring, minimising repetition.

Figure 2: Taghreed, 34, mother-in-law Fatima, 70, and landlord Hanaa, 43 (left to right). Taghreed fled Homs, Syria with her family and is now a refugee in Tripoli, Lebanon. Taghreed and Fatima have benefited from CARE Lebanon's One Neighbourhood Approach, which aims to build better cohesion between Syrian refugee and vulnerable Lebanese families by providing housing and WASH rehabilitation. They are now best friends. ©Mahmoud Shaeeb, CARE.

19   KoBo is a free, open source tool for mobile data collection: https://kobo.humanitarianresponse.info/

3. THE CONTEXT IN TRIPOLI

Tripoli is the second largest city in Lebanon in terms of population, with approximately 365,000 Lebanese and over 64,000 refugees[20]. It is estimated that around 58% of the Lebanese population is living in poverty and 35% in substandard housing[21]. The influx of refugees has resulted in pressure on urban services and increased tensions, particularly over jobs and access to housing. In Lebanon, land registration is organised into territorial units, known as cadastres. The urban boundary of Tripoli has 18 *cadastres*, which are further subdivided into 58 *neighbourhoods*, identified by the municipality and communities themselves (Figure 3). Refugees reside across all cadastres.
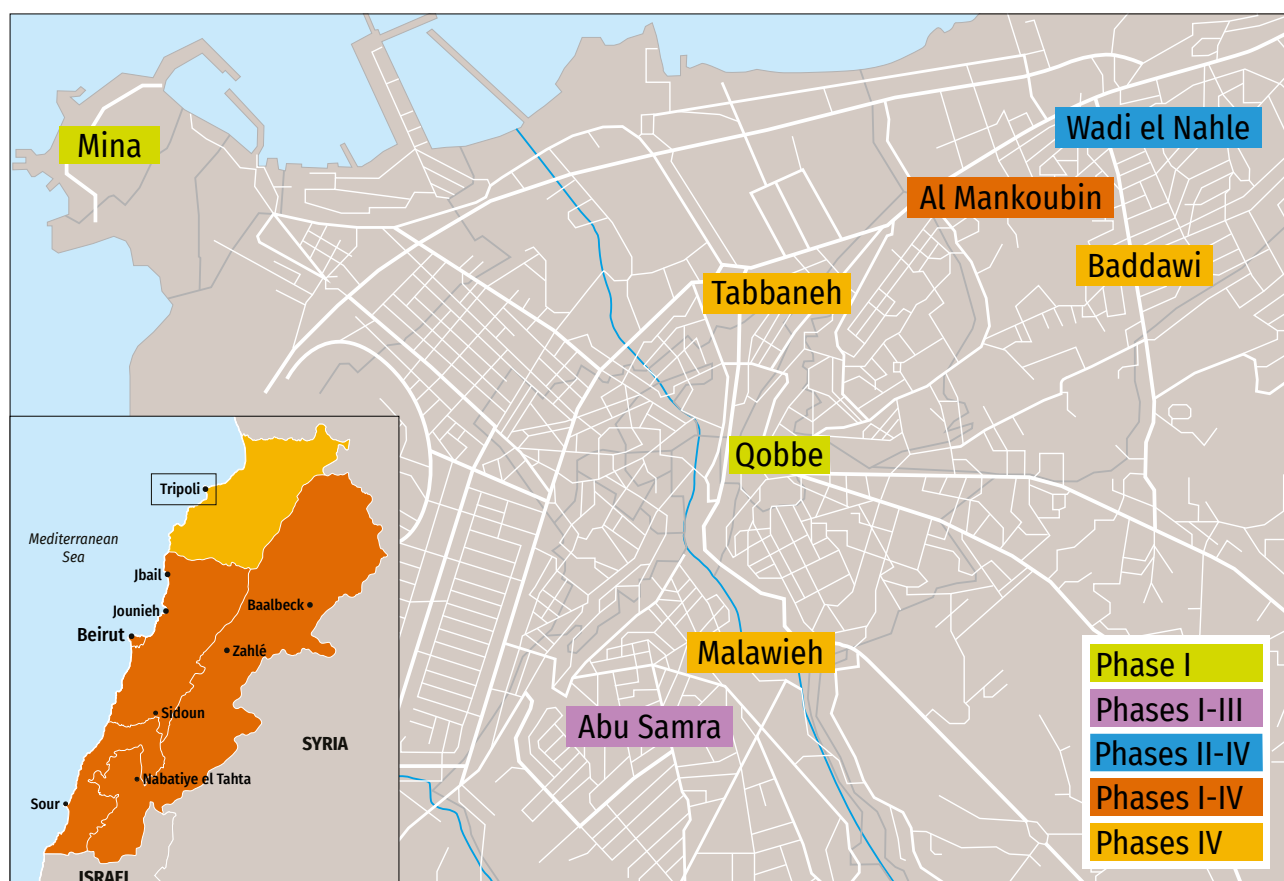
Figure 3: (A) Schematic map of Lebanon with major cities and the northern governorate, with location of Tripoli highlighted. (B) Schematic map of Tripoli with the cadastres outlined in dark grey, and neighbourhoods of CIL PRM ONA programming from 2015-19. Data sources: Natural Earth, UN-Habitat Tripoli City Profile. Accessed December 2020.

In the Tripoli context, one aspect of refugees' wellbeing can be described as relating to their sense of **social cohesion** or acceptance within Lebanese society. Social cohesion, is achieved by the process of social integration[22] and incorporates:

- social inclusion, such as relations with neighbours, a feeling of connectedness, orientation towards the common good;
- economic inclusion, indicated by access to financial resources and economic activity;
- cultural and ethnic heterogeneity, such as trust of government institutions, their immediate community, and other ethnic groups; and
- political dimensions, including participation in and solidarity with different political institutions, activism, and charitable donations.

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[20]   UN-Habitat 2016. *Tripoli City Profile*: https://unhabitat.org/tripoli-city-profile-2016
[21]   Ibid.
[22]   Larsen CA 2014. *Social cohesion: Definition, measurement and developments*: https://www.un.org/esa/socdev/egms/docs/2014/LarsenDevelopmentinsocialcohesion.pdf

3.1 Tripoli's Neighbourhoods

The neighbourhoods for PRM Phase IV were identified through broad urban rapid assessments and in discussion with the municipality and UNHCR. They are areas of economic deprivation and have significant numbers of Syrian refugees. Each neighbourhood is distinctly different, with a unique context; there is a different level of social or community cohesiveness in each neighbourhood, and therefore the protection risks, needs and dynamics vary. The condition of housing also varies between neighbourhoods[23]. Examples of the diversity of the different neighbourhoods in Tripoli are outlined below, with observations from the Phase IV programme explored in Section 5.

Beddaoui borders the Palestinian camp of the same name in the east side of Tripoli. This area saw a 35% increase in population, with many Palestinians returning from Syria (PRS) and Syrian refugees settling in this neighbourhood. The neighbourhood spreads north over the main highway, which divides the area in two.

Malawieh is a relatively small neighbourhood situated on the slope of a ravine. The residents are predominantly Lebanese and demonstrate mistrust between each other: there are constant low-level tensions in the community.

Mankoubin, was originally comprised of Lebanese kinship groups; social tension consists of quarrels or feuds between family groups rather than sectarian or ethnic violence. **Wadi el Nahel** is characterised by a young population; limited activities, employment or opportunities, especially for young men, have contributed to drug use and addiction and reportedly increased the risk of radicalisation.

In both Mankoubin and Wadi El Nahle the residents in informal housing in under-serviced area of the city. The residents had previously been living next to the Ali Abu river, but a flood in 1955 destroyed many buildings on its banks and forced residents to relocate to higher ground which was government owned. The Mankoubin population is highly vulnerable, with even with some Lebanese families not recognised by the state as they do not have national identity cards.

Tabbaneh suffers more overtly from influential gangs or those associated with different political parties. In 2012, there were clashes with neighbouring Jabal Mohsen along the sectarian lines, support to political parties, and differences in opinion over support for the regime in Syria. Therefore, it is an area with heightened political activity but also insecurity.

Figure 4: Tripoli seen from El Mina, with the Lebanon mountain range in the background. ©Amelia Rule

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23   Campbell L 2020. *One Neighbourhood: CARE's Humanitarian Response in Tripoli*, ALNAP: https://www.alnap.org/help-library/one-neighbourhood-care%E2%80%99s-humanitarian-response-in-tripoli

4. CARE'S ONE NEIGHBOURHOOD APPROACH

This section provides an overview of One Neighbourhood Approaches in general, and the goal, outcomes and activities of PRM Phase IV.

4.1 Overview

The **One Neighbourhood Approach** is part of a strategy to support social cohesion and recognise the stresses of the host community along with those of the refugee community (Figure 5). This approach:

- operates at **multiple scales** (household, building and community);
- addresses challenges through an **integrated sectoral approach** covering Shelter, WASH and Protection; is an Area-Based Approach[24], identifying a specific neighbourhood geographically;
- is informed through **participatory** and **community-led planning**;
- promotes localisation through **working with partners** and **engagement of local labour**;
- Improves links between communities and **local authorities as a government counterpart**.
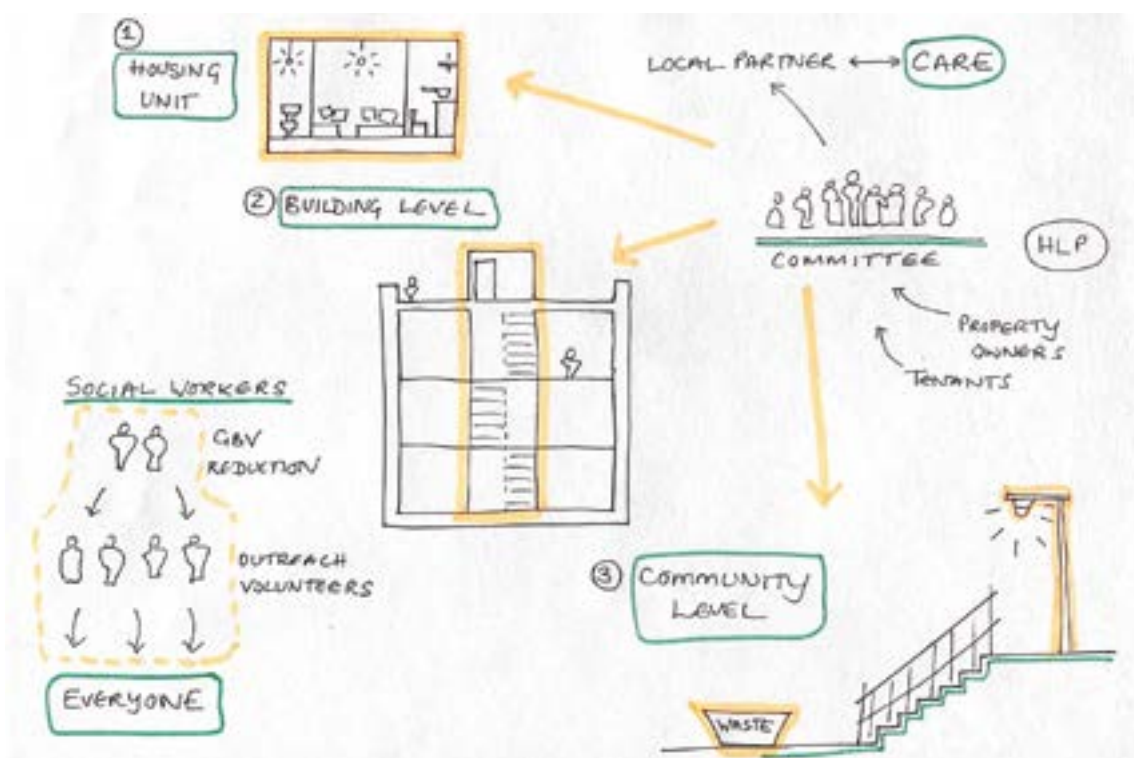
Figure 5: Diagram outlining programmatic activities and relationships. ©Amelia Rule 2019.

Phase I, II and III of the programme started in 2015 with a rapid urban assessment[25]. The findings from the assessment highlighted gaps in shelter support to Syrian refugees in urban neighbourhoods of Tripoli, many of whom were not formally registered by UNHCR. CIL designed a programme using Shelter as a starting point to improve the living conditions of those residing in these under-served neighbourhoods, while addressing key Protection and WASH concerns in partnership with Akkarouna. Phase IV of the programme added new neighbourhoods whilst continuing to work in locations from previous phases (Table 1).

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[24]   Parker E, Maynard V 2015. *Humanitarian response to urban crises: a review of area-based approaches*, iied: https://pubs.iied.org/10742IIED/
[25]   CARE International 2015. *Shelter needs and the most vulnerable in Tripoli, Lebanon: Rapid Urban Assessment*, Reliefweb:
       https://reliefweb.int/report/lebanon/shelter-needs-and-most-vulnerable-tripoli-lebanon-rapid-urban-assessment

Phase	Years	Neighbourhoods (new)	Housing unit upgrades	Protection (people)	Committees (new)	Total Direct Participants
I	2015-16	Abu Samra, Mankoubin, Mina, Quobbe (4 new)	512	1,440	15	4,200
II	2016-17	Abu Samra, Mankoubin, Wadi el Nahle (1)	600	2,532	17 (2)	4,140
III	2017-18	Abu Samra, Mankoubin, Wadi el Nahle	559	2,550	20 (3)	3,347
IV	2018-19	Beddaoui, Malawieh, Mankoubin, Tabbaneh, Wadi el Nahle (3)	550	2,921	22 (2)	3,251
Total	**8**		**2,221**	**11,532**	**24***	**14,930**

Table 1. *As CARE completed shelter interventions multiple smaller committees consolidated into 'Mast Committees' 1 per larger neighbourhood.*

4.2 Phase IV ONA Programme

4.2.1 Goals and Objectives

The *'One Neighbourhood Approach: Integrated Shelter and Protection Improvements for Syrian Refugees and Host Communities in Tripoli, Lebanon: Phase IV'* aimed to empower and enhance the resilience of vulnerable host and refugee communities, with a particular focus on the conditions and needs of women, adolescents and children in Tripoli. Linked by its community-based protection activities, the programme aimed to include greater participation of residents in the decisions that affect their housing options, social services, and have a demonstrated impact on social stability and cohesion.

More specifically, the **programme objectives** were:

1. Syrian refugees and host community individuals have improved shelter and household WASH conditions in urban Tripoli;[26]

2. Syrian individuals and host community individuals have enhanced knowledge of, and access to, protection services and benefit from community upgrades.

4.2.2 Shelter, WASH and Protection Activities and Outcomes

In a continuation of activities from previous phases, the programme comprised:

- physical 'hardware' for improving living conditions (e.g.: communal infrastructure, shelter/housing rehabilitation and upgrades); and
- a strong curriculum of 'software' Protection activities including formation of committees.

Using lessons from, and building on, previous programme phases, Phase IV used Participatory Approaches for Safe Shelter Awareness (PASSA[27]) methodologies, working through community committees, mediating with landlords and connecting the communities to the local authorities. Protection topics were adapted to align with community priorities, and there was additional committee training on developing project ideas, professional networking, budgeting, and tendering a project.

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[26] Household level WASH falls under the shelter activities and the shelter working group in Lebanon
[27] International Federation of Red Cross and Red Crescent Societies (IFRC) 2011. PASSA: Participatory Approaches for Safe Shelter Awareness, https://www.ifrc.org/PageFiles/95526/publications/305400-PASSA%20manual-EN-LR.pdf

The programme **activities** cut across each of the three scales of the programme (household level, building level and community infrastructure level). The activities included individual housing unit rehabilitation, the committee facilitation and awareness work and the wider communal level rehabilitation. There were numerous outcomes: example outcomes and programme achievements are outlined in Table 2 detailing numbers of Housing Units (HU) reached.

Table 2. Table with example shelter indicators, activities, targets and achievements

Indicator	Target (# or %)	Achievement
Outcome 1.1 \# of participant population in the programme area receiving shelter assistance, disaggregated by gender, age and nationality	2,750 people	**2,921 people, 643 Families.** 1,531 female, 1,390 male. 1351 Syrian individuals (311 Syrian families) 1,570 Lebanese individuals (332 Lebanese families)
Outcome 1.2 \#/% of households receiving shelter assistance where the household is free of visible health and safety hazards	95% of 550 HU	80% (of monitoring activities conducted) 523 housing upgrades (HU)
Outcome 1.4 % households benefiting from shelter upgrades report satisfaction with the quality of work and materials used- disaggregated by gender, age, and nationality	85% of 550 HU	75% satisfaction with quality of materials 87% satisfaction with quality of Work
Outcome 1.7 \# of labourers from local neighbourhoods hired by shelter rehabilitation contractors, disaggregated by nationality	20 people hired	34 people hired 50/50 Lebanese/Syrian ratio
Outcome 1.8 \# of persons benefitting from the communal building upgrades	10,000	10,900 (109%)
Outcome 1.9 % of community members reporting reduced community tensions	60%	72% (Based on PIM and FGDs)
Outcome 2.4 % of committee members who report feeling more confident in negotiating with municipal officials	50%	79%
Outcome 2.5 % of Participatory Approach for Safe Shelter Awareness (PASSA) participants who reported feeling that their views were considered and respected	80%	98%
Outcome 2.6 \# of individuals benefiting from small community projects as part of the self-initiative grants	750	4,330 (three whole neighbourhoods)

See Annex 1 for all Outcome Indicators

Housing and Building Upgrade Activities The shelter and WASH activities concentrated on achieving CARE's minimum living standards as specified in the standing operating procedures (SOPs) adapted from the Shelter Working Group's Technical Committees Guidelines (Programme Guidelines – Annex 3) within the parameters of the programme funding, international standards such as Sphere[28] and incorporating technical guidance from the interagency Shelter Working Group[29]. The standards guided prioritisation of works and pricing the Bill of Quantities (BoQ). The activities predominantly focused on upgrading fixtures and fittings or spaces within the housing unit that support healthier, safer living conditions. This was achieved through improving the environment of the spaces, including change to improve household hygiene, whilst also improving privacy, dignity and the protection of the inhabitants.

The SOPs and technical standards developed by CARE were carefully considered to suit the context of Tripoli. Upgrades were budgeted at an average of US$1,500 per housing unit, and targeted both Lebanese host communities (including tenants and owners of properties) and Syrian refugees (predominantly tenants). Households were involved in the decision making, technical assessments and BoQs were developed in line with the priority needs of the families, balanced with meeting minimum living standards and budget restrictions. An example of the General Survey can be found in the SOPs in Annex 3.

A memorandum of understanding (MoU) signed with landlords provided permission for works to take place. Landlords agreed to a 12-month rent freeze, or in some cases made small rent reductions to give financial relief to tenants and recognise the investment in the rental property. The tenants facilitated the works by giving access to the house and agreeing to the maintenance and proper usage of items. Essential works prioritised included:

- replacement or installation of front doors;
- installation of doors and divisions between living spaces/sleeping areas and kitchens and bathrooms;
- replacement or repair of windows and openings;
- installation of water heaters and shower sets, handwashing facilities and new toilets;
- tiling in the kitchen and bathroom to make them easier to clean;
- installation of water storage units;
- installation of electric wiring, light switches, and ventilation units;
- plastering/painting and insulation filling for walls and around windows to reduce damp;
- repair or replacement of roofs to avoid leaks.

The upgrades to apartment buildings improved safety and reduced protection risks, focusing on common areas such as stairwells, entrance doors and service areas. The priority areas for intervention were established by consulting the residents of each building during the assessment phase, then confirmed following a technical visit.

Figure 6: New staircase Malawieh. ©Akkarouna

Figure 7: New water point in Baddaoui completed. ©Akkarouna

[28]   Sphere Association 2018. *Shelter and Settlement minimum standards in humanitarian response*, p. 237-288: https://spherestandards.org/
[29]   The UN Refugee Agency (UNHCR) 2020. Shelter Working Group Lebanon: https://data2.unhcr.org/en/working-group/24?sv=4&geo=71

COMMITTEE AND CAPACITY-BUILDING ACTIVITIES

In Phase IV, CIL streamlined a number of the community-based committees (CBCs) in existing areas, working to increase community action planning, 'self-initiatives' and small, community-led projects identified through the PASSA process. CIL also worked on facilitating effective collaboration with municipal officials through capacity training of Ministry of Social Affairs (MOSA) social workers. In new areas, especially Tabbaneh and Baddaoui, CIL aimed to work with the existing civil society platforms, which are well established, boosting community participation and influence on shelter and protection as well as increasing community groups engagement with the Tripoli municipality.

In the PRM phase I, II and III programme neighbourhoods there was significant time and resources allocated to working with committees and the wider community to ensure a good level of participation in the programme implementation. For Phase IV, in new neighbourhoods, a large proportion of the protection activities and community work was focused on facilitating community engagement and the establishment of committees (e.g.: in Tabbaneh). Throughout the programmes, committees represented the needs and opinions of the wider community, took part in assessments and shelter participant selection, liaised with Akkarouna and mediated between landlords and tenants where necessary.

Community participation started with smaller committees being established between a few streets. Later, these committees consolidated into 'master committees', representing the whole neighbourhood. Each committee is different, but typically included a mixture of men and women, landlords and tenants, those receiving and not receiving housing upgrades and representatives from both the Syrian refugee and Lebanese community. Committees were predominantly female and had no fixed hierarchy, but they did have a rotating position of committee chair acting as a spokesperson to relay concerns to CIL/Akkarouna and the municipality.

The committees had access to a range of trainings including;

- mediation/conflict resolution;
- networking, information and knowledge exchange;
- community stakeholder mapping;
- identifying development issues in the area;
- understanding knowledge, attitudes, capacity and needs in the area;
- building relationship with municipalities;
- proposal development to address issues in the area.

Community Project Activities The community-level interventions were identified using the PASSA approach, which was broadened in scope to include the wider urban habitat beyond the housing unit and apartment block. This facilitated discussions about the streetscape and infrastructure of the neighbourhoods, how they affected safety, security, accessibility and allowed the communities to have more agency in terms of planning changes for the area. The PASSA process identified health, safety and protection challenges in all the neighbourhoods, including dangerous pathways, lack of street lighting, sewage and drainage challenges and too few drinking water points resulting in long journeys to fetch water. Additionally, the neighbourhoods from Phase I to III with master committees were able to develop proposals for one project in their area within a budget of US$3,000. The indicator was to reach 10,000 people through community projects; this was exceeded.

The selected initiatives from the PASSA process were as follows:

- in Malawieh the team led contractors to complete five LED streetlights and the full rehabilitation of the main pathway connecting the wider area, including stairs and handrails;
- in Tabbaneh, the team rehabilitated two drinking water points with contractors and emptied and repaired four basements flooded with sewage including fixing all the main pipes connected to the main sewage system;
- in Beddaoui, contractors installed one drinking water point including a chlorination system.

Self-led community initiatives:

- in Mankoubin, a new drinking water point was established;
- in Abu Samra, a new, unpaved track was constructed joining the areas of Shalfeh and Shoque. This was a local initiative prioritised by both Syrians and Lebanese as it is a heavily frequented road where many security incidents have taken place;
- in Malawieh, the contractors constructed a retaining wall to support walkways – based on the area's needs.

Figure 8: Retaining wall in Malawieh ©Maher Ialy, Akkarouna 2019

PROTECTION ACTIVITIES

Together with the community committees CIL and Akkarouna raised awareness of, and referrals for, protection concerns in the same neighbourhoods, specifically; tenancy issues, sexual and gender-based violence (SGBV), child protection, and early marriage. The joint shelter and protection activities were designed to complement each other and improve tenancy security through the provision of training on tenants' and broader Housing Land and Property (HLP) rights. This was reinforced through mediation trainings with the committees and community, who could then act as informal mediators at the early stage of a dispute between landlords and tenants. This was especially important to have in place to address any issues brought up by upgrading and therefore increasing the value of rental properties.

CIL and Akkarouna maintained a protection hotline for case referrals and to solicit participant feedback on activities. New topics for awareness sessions were added each year as suggested by the community, such as drug abuse awareness, focused psycho-social support and positive parenting. CARE and Akkarouna could then contract specialist organisations to carry out these new training topics, such as Oum El Nour for drug awareness. Staff and protection officers also received improved training to refer urgent SGBV and adolescent and child protection concerns identified during household assessments to specialised service providers for assistance. Specially trained members of the committees responded to survivors with psychological first aid before making referrals. Social workers in the local offices of MOSA were also trained as part of a training-of-trainers (ToT) approach to community outreach.

Protection activities included:

- protection awareness community sessions on early marriage, positive parenting, gender-based violence prevention, drug abuse, and housing and land property rights for both tenants and landlords;
- advanced training for committees including proposal writing and budget management;
- training for social workers on the above topics as part of a community outreach initiative;
- identification of protection cases through house visits and referrals.

Figure 9: Awareness session ©Toka El Khodr

4.2.3 Conflict Sensitivity, Assessments, Targeting and Selection Criteria

CONFLICT SENSITIVITY

At the time of writing, there are many INGOs working in Baddaoui and Tabbeneh as well as multiple strong local NGOs embedded in the neighbourhoods forming part of a local NGO network. These organisations operate closely with different groups in Tabbeneh and the adjacent Jabal Mohsen. Despite the number, there were few implementing shelter projects during the neighbourhood scoping for Phase IV, leaving a gap in support to vulnerable families. Despite the gap in household level needs it was challenging for CIL and Akkarouna to identify 'new' community level projects with the community due to the high profile of the neighbourhoods and the presence of many stakeholders who were involved in wider infrastructure projects; the addition of new projects spearheaded by another organisation could have increased social tensions. Many community-level needs were already being addressed as part of conflict sensitivity, livelihood and social cohesion projects by other organisations. In addition, the fragility of the building structures, due to lack of maintenance, flooding in the basements and extensive illegal electricity connections, narrowed the viable options for building upgrades for the budget available.

ASSESSMENTS

The initial areas of intervention at the start of the four-year programme were identified through a Rapid Urban Assessment and had been identified locally as having received a large influx of Syrian refugees. Many of these refugees were not registered with UNHCR or mapped on displacement reports, as at the time the mapping was only being carried out at governorate level and didn't show a detailed picture of displaced households, especially at an urban level. CARE therefore carried out the urban assessment which can be found here[30] to highlight the un-met shelter needs in Tripoli.

Producing a baseline for all neighbourhoods of intervention was the next step, often resulting in up to 3,000 individual household surveys per year to analyse. For the purpose of Phase IV, rapid assessments of randomly sampled households were carried out for each new Phase IV neighbourhood looking at the condition of infrastructure, housing and social trends, verified needs and appropriateness of humanitarian intervention. Once target neighbourhoods were verified, in-depth assessments explored specific household needs, including socio-economic needs as well as technical shelter upgrade needs, which then fed into a BoQ. *(See Annex 4 for rapid assessment questionnaire example.)*

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[30] CARE Lebanon Rapid Urban Assessment, Tripoli, 2015: https://reliefweb.int/report/lebanon/shelter-needs-and-most-vulnerable-tripoli-lebanon-rapid-urban-assessment

Selection criteria as done in two stages: (1) **urgent shelter conditions** identified by a technical housing unit survey and, (2) level of **socio-economic vulnerability** established through a household questionnaire. The socio-economic selection criteria (Annex 3) prioritised female-headed households, larger families with dependents, and those in overcrowded situations. The technical selection criteria prioritised shelter by shelter vulnerability (e.g.: risk, quality). These steps were then reversed, so that the shelter conditions were established first, then the most vulnerable families were prioritised. Selection of building and community level projects was conducted in partnership with residents and the committees, following technical surveys and BoQs to establish costs and scope of work.

4.3 Cross-Cutting Themes

A number of cross-cutting themes touched all programme objectives and activities: *localisation*, *participation*, *innovation*, *gender*, *resilience* and *do no harm*. These themes all intersected to support the programme goals of self-reliance, social-cohesion, and positive behaviour change. These themes are presented within the wider structure of the programme in (Figure 11).

4.4 Multiple Scales and Multiple-Sectors

Due to widespread poverty and high needs in the selected neighbourhoods among both Syrian and Lebanese populations, it was challenging to address all issues and meet the wide range of needs within the scope of one programme. However, it was also essential to programme success to ensure that everyone in the community felt they benefitted in some way from the intervention. Working at multiple scales across multiple sectors, coupled with inclusive targeting criteria, allowed for a widespread reach across the communities with impacts on livelihoods. protection, local governance, WASH and shelter.

Figure 10: Informal housing built on the slopes of the Ali Abu River, in Malawieh, spare space is used for urban gardens. ©CARE International UK/Amelia Rule, 2019

CARE Emergency Shelter

CIL Approach

Peacebuilding
–
Development
–
Humanitarian

Crosscutting themes

Localisation
Local partners
Local contractors
Local labour

Participation
PASSA
Community committees
Municipality

Innovation
Humanitarian
neighbourhood
approach &
interactive design

Gender
Protection awareness
GBV referrals
Early marriage

Do No Harm
Refugee and
host community
support

Programme Structure

Humanitarian programming → **Leading to Development**

Multi-sectoral
–
Multi-scale
–
Community
planning
–
Area-based
–
Local
authorities

Enabling Environment

Activity implementation

Relevance
Shelter and Protection
Syrian women & resilience
Evaluation testimonies
Post-activity monitoring

Reach
GBV referrals / hotline
Overall beneficiary numbers
Household interviews

Sustainability
Committees & links to municipalities
MoUs & lower eviction rates
Quality of work & maintenance

Self-reliance
Refugees / displaced support
Non-displaced – towards resilience

Social cohesion
Breaking down barriers
Making connections

Behaviour change
Encouraging protection of
Women and girls, engaging
with men and boys

Impact
Intended
Additional

Influence
NGOs
Agencies
Local partners
Authorities
Regional planning
LCRP

Programmes are laying the
foundations for resilience

Livelihoods
–
Inclusive
governance
–
Ownership of
process & data
–
Empowerment
–
Independence
–
Agency

Resilience

Efficiency and Localisation

Project processes
and CIL functions

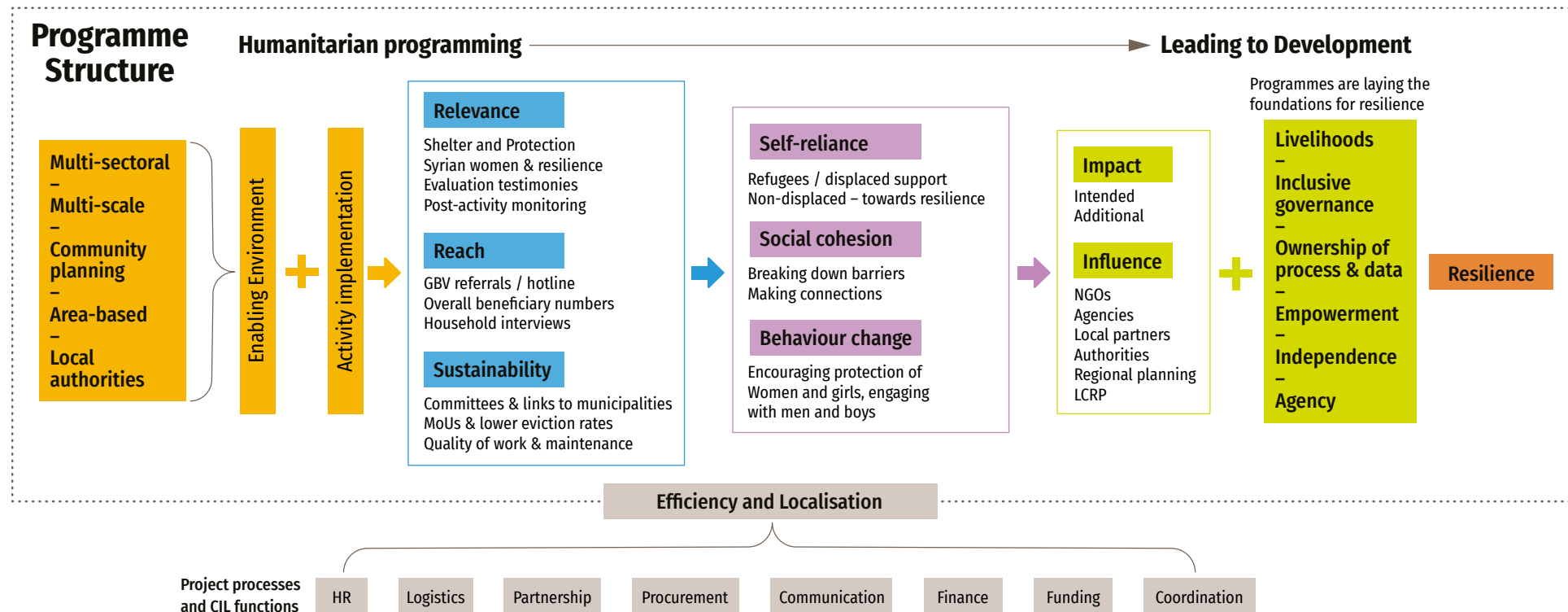| HR | Logistics | Partnership | Procurement | Communication | Finance | Funding | Coordination |

Figure 11: **Diagram** *based on mapping the programme and findings from this review. It includes consideration of the internal operational processes at CARE to achieve implementation, cross-cutting themes of the programme, programme goals and indicators, as well as the relevant strategic aims of CARE (*resilience* and* social cohesion*).*
This diagram demonstrates the causal pathway and relationships between the influencing factors to the project's outcomes.

5. NEIGHBOURHOOD CHARACTERISTICS AND UPGRADES

This section presents findings from the programme assessment activities and post-distribution monitoring across the different neighbourhoods in terms of Shelter, WASH and Protection concerns and provides an in-depth perspective from Malawieh neighbourhood. Results from household and community upgrades are also outlined.

5.1 Shelter and WASH

In the more vulnerable areas of Tripoli, housing is often informal in arrangement and legality with housing built on land with unclear ownership. In these informal areas, houses are commonly built incrementally from concrete blocks, ranging from one to five storeys, sometimes with makeshift structures on the flat roof (Figure 12). Homes may consist of single rooms, meaning there is a lack of privacy and kitchen, bathroom and living spaces are shared (Figure 13).

Figure 12: Informal housing constructed from concrete blocks in Tripoli. ©Amelia Rule/CARE 2017.

Figure 13: Shared kitchen and bathroom space in Mankoubin neighbourhood. ©Amelia Rule/CARE 2017.

Mankoubin and **Wadi Nahle** are both dense, informal settlements and have clearly defined boundaries with residents all originating from particular groups or larger families. However, both areas are informally developed, and houses are poorly serviced, with residents having to fetch water from communal wells, and they are only connected to other neighbourhoods, main roads and infrastructure by unfinished pathways and earth slopes.

Baddaoui is characterised by informal, self-built construction and is also dense, with three to four-storey apartment blocks. More formal neighbourhoods such as **Tabbeneh**, have larger, more robust buildings and infrastructure but the level of disrepair, and dilapidation means the apartments are ill equipped, poorly serviced and often damp and damaged.

Figure 14: Photograph showing waste disposal in the immediate vicinity of the housing block in Tabbeneh
©Adel Sarkozi/CARE

In all areas the informality stretches to the infrastructure including pathways and steps, making access challenging and risky. Electricity is siphoned from the main grid but is unreliable and wiring is dangerous. Most houses have a single bulb in the main living areas, and occasionally by their entrance door. Street lighting is absent, or damaged.

Waste management is also an issue in all areas, with rubbish collection being infrequent and no domestic-level recycling. Waste mounts up in open spaces within the neighbourhoods, courtyards in apartment blocks (previous page), and in the ravines by the river. **Malawieh's** buildings are constructed on steep land on the slopes of the Ali Abu river, which are not reinforced and therefore hazardous. Construction is not permitted by the authorities in the area and housing built on the slopes is considered illegal[31]. The areas also have particularly serious waste management issues as many households dispose of waste in empty plots in the area or in the ravine. The waste attracts rats and other vermin, causing health risks.

5.2 Protection and Social Cohesion

The **Mankoubin** population is highly vulnerable, with some Lebanese families not even recognised by the state as they do not have national ID cards. Geographically, the neighbourhood is in the middle of a triangle of abject poverty, consisting of the Baddaoui Palestinian refugee camp, Mankoubin, and the more formal neighbourhood of Baddaoui.

In **Malawieh**, exclusion from political and institutional decisions, such as the restrictions on building homes, and perceived false promises during election cycles has created a deep mistrust of those in power, a category into which NGOs also fall. The inhabitants also demonstrate mistrust between each other with constant low-level tensions. The community had never sat together or discussed issues until convened to talk to CIL and Akkarouna.

Tensions are high in **Tabbeneh** due to a high level of need and competition over access to jobs and marriage prospects of Lebanese women with blame placed on Syrian refugees. Tensions also exist between new Syrian arrivals and Syrian refugees who have resided in the neighbourhood for some time. Despite high levels of unemployment across the city, the vegetable market and concentration of mechanic shops and related industries offers daily and manual labour opportunities.

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31   UN-Habitat 2016. Tripoli City Profile: https://unhabitat.org/tripoli-city-profile-2016

5.3 Housing and Community Upgrades

As outlined in Section 4.2.2., there were numerous options for housing unit upgrades, which are all presented in Annex 3 – Guidelines for ONA. The upgrades were used to increase the health and safety and protection of residents, and each household was asked to list the three main changes that could improve their lives. Residents also understood that upgrades increase protection for female family members and those with other vulnerabilities, and that overall, the improvements would be limited by an average budget of US$1,200 per household (2019 data) and that minimum technical standards have to be met. The main changes prioritised by households were the installation of household water storage (Figure 15) improved bathroom facilities, including water heaters, the provision of additional doors for privacy (with locks on bathroom and toilet doors) and room divides between living space and bedrooms. At a community level, installation of water points, street lighting and improvement to walkways (Figure 16) to make them safer were two of the most common community-identified priorities to improve safety and security. In Malawieh the residents prioritised the water point because they used to be subjected to a water distributors' monopoly and subsequent high costs, forcing them to use an old well.

Figure 15: Household water storage provision in Baddaoui ©Amelia Rule / CARE 2019.

Figure 16: New street lighting and walkway rails in Malawieh ©Amelia Rule / CARE 2019.

MALAWIEH IN FOCUS

Participatory planning, involving group discussions and collective decision making, was a new approach for the residents of Malawieh. The field teams from CIL and Akkarouna facilitated discussions and encouraged the residents to communicate in meetings and participate in PASSA, so that their concerns could be addressed. Through discussions it was clear that Malawieh residents had little knowledge of services available to them and where to seek support. Meeting to discuss common issues and concerns helped to enhance their knowledge.

Before CIL and Akkarouna started working in the neighbourhood, there were low expectations that anything would improve. The first PASSA sessions were fraught with disagreements and disputes; lots of people were pointing fingers and assigning blame, and initially the committee had questioned why they were attending meetings. However, this perception changed after the project got underway; when residents started to see the changes in the neighbourhood, they were proud that their efforts had contributed to this outcome. Now there has been a change in energy, with participants being more in agreement with each other and working together.

Women form a majority on the committee and are very motivated by the engagement they have had in the project. Mothers used to shout a lot at their children, but the positive parenting awareness sessions have helped bring a greater understanding of children's needs. A more harmonious family life in the home means that many children are now doing better at school.

Fatima has felt particularly empowered:

"I now feel I can do anything: I started installing cupboards at home – like a man would do – and my neighbour heard the DIY noises and he assumed that my husband was home! But no, it was me!".

These kinds of comments were widespread. Women generally feel they are now capable of undertaking formal work, and many stated that they would like to learn a craft and run a small business, **showing a strong desire to be more self-reliant**.

The Malawieh committee feel that they are now more prepared to approach the municipalities about problems in the area. But it is still a challenge to get local officials to take the time to speak with them seriously. They understood that they may need to come together as a community to contribute financial resources to fix common problems rather than rely on the municipalities. There are examples of drains being fixed by the residents in an area called Shalfeh-Shoque but the committee feel it is hard to persuade others in the neighbourhood to contribute.

Figure 17: View of new street lighting and walkway rails in Malawieh ©Hussein Zeidan CARE 2019.

6. REFLECTIONS ON PHASE IV PROGRAMMING OUTCOMES

This section reflects on the **outcomes** of the Phase IV programme, providing lessons and recommendations for future ONA approaches. Shelter and Settlement programmes offer a unique opportunity to improve living conditions and wellbeing at a community-wide scale, as well as contributing to the achievement of protection and gender inclusion outcomes, especially when integrated with participatory planning methodologies. By reflecting on the findings and lessons from the programme, recommendations have been developed to support ONA programmes to benefit from these wider impacts of shelter.

Throughout sections six and seven, lessons (L) indicated are highlighted in yellow and recommendations (R) in green.

6.1 Programmatic Outcomes

The programme had a number of potential outcomes (Section 4.2.2). As the programme aimed to have a catalytic effect and positively influence behaviour change, many of these outcomes could be considered aspirational; it cannot be predicted exactly how people or society will respond to interventions. Using the MSC approach (Section 2.2), similar themes emerged from FGDs and committee and household interviews. The programme outcomes discussed fell into three categories: individual, household and community level. Some outcomes were linked to planned outputs, and therefore intended. Others were not necessarily planned and had positive impacts; they are captured here to inform future programming.

6.1.1 Intended outcomes

At an **individual** and **household** level, there were a number of positive intended outcomes:

Access to/increased knowledge Elderly people, women and girls who may have never had the opportunity to learn or have training were especially grateful for the committee training sessions and felt that they now know where to go for more support, enhancing resilience and access to services.

> *"Without the trainings I don't know how we would have had access to all this new information".*
> Female committee member, Mankoubin
>
> *"Even though I am an old man I've learnt about breast feeding and was able to give my daughter better advice".*
> Male committee member, Mankoubin

Family dynamics People reported that the positive parenting awareness sessions improved their home environment. Enhanced understanding of the needs of their children provided a more encouraging environment for them, resulted in better schoolwork, and reduced stress for mothers.

Dispelling stereotypes and bias People are now more willing to talk to others in the neighbourhood who they did not know before.

- Barriers have been broken down as people realise there are not so many differences between them.
- Many people mentioned that they are now more understanding of others and noticed a specific change in their own behaviour towards others, and their opinions of others, becoming more welcoming to strangers and wanting to assist those in need.

Increased safety and security were reported by those who had benefitted from housing upgrades.

- Women mentioned that the locks on doors, new doors, being able to see who is at the door before they answer
- Window security grilles and locks on windows all made them feel safer
- Mothers reported that they felt better and that their children are safer now that the pathways are fixed, and streetlights installed.

Gender equality Raising awareness of gender equality and highlighting the importance of women's empowerment was embedded in the protection outreach activities and trainings. Through the FGDs it was clear that a contribution towards the empowerment of women had been achieved through the project and that there was a renewed awareness of gender dynamics.

- Women in the committees, emboldened by their roles in the project and upgrades, said they wanted to be equal with men. They perceive this as having jobs and being more self-reliant.
- Men said they currently see gender equality as helping their wives with harder household tasks such as fetching water or preparing the food and cleaning if their wives are ill.
- Men said they are making an effort to do more of this but did not mention the idea of women working or being independent.
- Men also agreed that child marriage was not acceptable.

Health and sanitation Recipients of housing upgrades mentioned that;

- Eliminating leaks resulted in a reduction of damp;
- This, coupled with better ventilation, meant people reported they had fewer respiratory problems;
- Providing hot water heaters and improving the overall state of bathrooms through tiling and lighting meant that children were also more willing to bathe, contributing to improved hygiene.

Figure 18: Upgraded Bathroom, Beddaoui. ©Amelia Rule/CARE/2019

At **community level**, intended positive outcomes reported included:

Trust The committees mention having increased trust in CIL and Akkarouna, largely due to the visible community infrastructure projects, making them more willing to engage with future programming.

> *"CARE was honest about what they promised they would do, therefore the people in the area were more engaged."*
> Male participant, Wadi Nahle

Communication Many people reported there was increased communication between Syrian and Lebanese groups;

- People felt as though it was easier to resolve problems and disputes, and that there was an increase in social cohesion.
- The Wadi Nahle and Malawieh committees reported feeling confident to contact the municipalities with issues within the neighbourhood.

Behaviour change It was noticeably clear from the FGDs that the early marriage sessions made a huge impact; people reported that opinions and practices were changing across the neighbourhoods as a result of the sessions.

Dignity and pride There was a sense of achievement and ownership in the committees. They were glad to have been involved in the programme and instrumental in executing the community projects, which are visible across the neighbourhoods and benefit a wide number of residents, especially streetlights and improved access.

> *"We started by questioning why we were taking the time to go to meetings, what was the point?*
> *But when we saw the changes in the neighbourhood, we were proud".*
> Female participant, Wadi Nahle

Safety and security Due to the installation of streetlights, people reported the community was safer. For example, they mentioned being able to see who is passing through the neighbourhood, reportedly reducing theft and drug dealing on the street.

6.1.2 Additional unintended and hoped-for outcomes

At an **individual** and **household level**, there were a number of positive additional outcomes beyond those envisaged in the programme conception:

Time Women, and to some extent men, reported having more time available due to the housing upgrades and community work.

- Women said they had more time for other activities, such as visiting family or spending time with children, rather than fetching and heating water or dealing with leaking roofs.
- Women reported less of a domestic burden, and easier and quicker housework.
- The upgraded bathrooms, improved ventilation and humidity reduced stress and time it took to get children to bathe.
- A healthier environment reduced illnesses in the family, the care burden on women, and reduced time spent unable to work due to illness for both men and women.

Confidence and empowerment Through involvement in the committees, women mentioned feeling stronger and more confident to take on tasks not traditionally considered a woman's role. Many women mentioned that they now wanted to take the next step; to earn money and learn a new craft or engage in business.

> *"… I can do anything now, speak to anyone and make anything…"*
> Female participant, Malawieh.

Public speaking and engagement

- Committee women reported being more comfortable speaking in public.
- They were more likely to venture out of their houses and engage and share common experiences with others.
- The formal committee meetings and training sessions provided an appropriate setting for women to engage with, supported by their husbands.

Enhanced wellbeing People, especially women, reported a reduction in stresses associated with managing everyday challenges.

- For example, houses are easier and cheaper to clean, bringing financial relief.
- A greater sense of pride about the improved homes and surroundings was reported, with people expressing feeling more 'proper' and appropriate, increasing happiness.

Domestic tensions Domestic stress was reportedly alleviated due to house improvements.

- Women can now keep the house cleaner which contributes to removing a source of tension in the household, resulting in fewer arguments with their husbands.

Restoration of social connections Being able to connect more with family members and others in the community was an important result of the housing upgrades.

- The installation of street lighting permitted social activities after dark such as visiting family members.
- Women reported that they now feel they can invite people into the neighbourhood and into their houses without shame, as the neighbourhood and their homes were presentable.

> *L1 By removing urgent priorities for families through improved housing, projects can provide additional space and time for focusing on improvements in other aspects of people's lives.*
>
> *L2 Community-level upgrading can encourage the resumption of social activities, giving a sense of normalcy and potentially improving wellbeing.*
>
> *L3 This project could have been more 'transformative' in terms of gender equality if women's 'saved' time was transferred to a livelihood/education programme.*

At a **community level**, positive additional outcomes included:

Access and mobility Women reported feeling they could go out at dusk or at night, which they could not do before. The improved walkways and steps also supported families to make neighbourhood visits safely.

6.1.3 Resilience outcomes

The 2018 evaluation[32] measured the programme against an adaptation of the IFRC Community Resilience Framework [33]. The outputs of the programme are varied, aiming to have both short-term and long-term outcomes. It is therefore difficult to assess the overall programme from the perspective of resilience but broken down into separate outputs it is possible to consider the incremental steps activities make towards resilience. CARE's resilience marker[34] was developed when the programme was in its later phases and was used to improve programming annually.

Self-reliance At the individual level, the concept of self-reliance best encompasses the outcomes of the intervention, as a step towards resilience. The self-reliance of residents was improved through knowledge of referral pathways, understanding of protection issues and tenants' rights. In particular, women reported that they felt more empowered

[32]   Parker, E and Maynard V 2018. *Evaluation of the Integrated Shelter and Protection Improvements Programme for Syrian Refugees and Host Communities in Tripoli, Lebanon:* https://www.careevaluations.org/evaluation/evaluation-of-the-integrated-shelter-and-protection-improvements-programme

[33]   *IFRC Community Resilience Framework* https://media.ifrc.org/ifrc/document/ifrc-framework-community-resilience/

[34]   CARE Resilience Marker http://development.imanila.ph/rilhub/wp-content/uploads/2018/11/3.%20CARE-Resilience-Marker-Guidance_EN-1.pdf

and confident to solve problems themselves. Alleviating household burdens and reducing stress has allowed women the ability to focus on next steps and to concentrate on livelihood activities, as outlined in Section 6.1.2. These changes were additional outcomes of the programme, and therefore not measured quantitively. However, they show a clear, longer-term impact: by addressing a basic need and removing other, urgent priorities, space and time for change can be created.

Housing Market The outputs of the programme have an impact on housing and the wider built environment (Section 5.3). Over 600 housing units were upgraded in Phase IV, with more than 2,000 units upgraded across the whole programme, improving the rental and privately-owned housing stock in Tripoli. If tenants do move out of the upgraded space, then it is highly likely a family of similar socio-economic status would move into the property. The upgrades are not of such high value that a significant increase in rent would be plausible, and the reported small number of evictions (1%) were unrelated to the upgrades.

Contractors and Employment The programme aimed to have an impact beyond direct programme participants, specifically to strengthen livelihoods for around 160 local labourers from the neighbourhoods each year, and 640 over all four programme phases, which in turn supported their families. However, supporting livelihoods was not monitored systematically by CIL and was only recorded formally as an indirect outcome for the benefit of CIL's internal learning. Increased access to livelihoods is a key step towards self-reliance and, subsequently, greater resilience. There could have been opportunities to link construction activities to other existing livelihood programmes in the neighbourhoods, being carried out by CIL or other organisations, creating a truly sector-wide and integrated ONA.

R1 *Link construction activities to neighbourhood livelihood programmes in future phases.*
R2 *Systematically monitor programme impacts on livelihoods to better evidence the wider benefits of shelter.*

6.2 Participation

In these layered, diverse urban areas it is important that actors and communities have an enabling environment to meaningfully engage in projects while avoiding creating conflict, increasing community tensions and 'doing harm'. For NGOs this can be difficult as, by nature, the act of intervening into a space has a ripple effect. However, interruptions can be minimised through good engagement, facilitation and participation with the community as well as by working closely with local partners and municipalities. This section reflects on the different levels of participation during the programme.

Participation in Post-Conflict Areas In **Tabbaneh** and **Baddaoui** it was more of a challenge to encourage the committees to be engaged in thinking about the wider community and area improvements. There was a short time period in which to develop community relationships as Tabbaneh only became part of the programme in 2019; previous areas had had multi-year funding to build committee capacity. Additionally, CIL and Akkarouna were without a sufficient level of understanding of the trauma those areas had faced and the subsequent impact on collective and individual behaviour. CIL and Akkarouna were therefore not prepared for the low level of social connectiveness and newly emerged community tensions.

In an interview, a local resident explained how divided the communities in the area had been in 2012, and how now, despite old tensions between Lebanese reducing, there were increased tensions between Syrians who had longstanding market businesses and newly arrived Syrian refugees.

6.2.1 Committees

The committees played vital roles in programme implementation including participating in the PASSA process, assisting with assessments, referrals, mediating between landlords and tenants and meeting with municipalities. WhatsApp was used to provide a platform for reporting challenges to CIL, to arrange meetings and for the committee members to communicate amongst themselves, also making it easier to pass awareness messages to the wider community.

Figure 19: CARE Procurement training for committees

6.2.2 Autonomy, Agency, and Leadership

The connection to municipalities reinforced the importance of communities taking direct action without relying on NGOs to represent them. However, ONA programmes should aim to move beyond NGO-supported participation and empower agency within communities themselves. The training sessions with the committees started to promote leadership and autonomy for the groups, but the power dynamic between who directly receives and manages funds from donors and decision-making power is still present.

Transfer of knowledge or, better still, the **co-production of knowledge** can play an important role in boosting community agency. The findings of assessments conducted by CIL and Akkarouna should be shared with the community, the findings discussed and conclusions and results jointly developed. Having access to data such as the number of inadequate houses, malfunctioning water points, blocked drains and reported security issues gives the community the power and evidence to continue to lobby the municipalities to provide better services and support. To ensure accountability and transparency, manage expectations and mitigate against over-reliance on external aid, organisations need to ensure learning remains within the community and facilitate their use of that knowledge to meet their own purposes and aspirations.

> **L4** *Localisation means a transfer of power and this often comes through co-production of knowledge which results in more agency and additional programme outcomes, such as co-designing assessments, sharing and discussing the results and forming conclusions and actions with the community.*

6.2.3 Funding and participation

With guaranteed multi-year funding the participatory nature of the project could have been more tightly structured and committees could have had a full curriculum of capacity building over four years. This would have enabled them to prepare for a more formal relationship with municipalities. With the funding constraints, the programme was successful in ensuring continuity of support and training to committees building on the previous year's achievements. As part of a phased exit, as CIL and Akkarouna completed housing upgrades and moved into new neighbourhoods they maintained programming under PRM in old neighbourhoods through continued training to the master committees, the implementation of further community projects identified through PASSA and the running of additional protection awareness sessions.

6.3 Localisation and Programme Sustainability

6.3.1 The value of local partnerships

CARE operates through local partners and believes that working in collaboration and partnership with others delivers effective and timely responses at scale[35]. Akkarouna is the main partner for the ONA in Lebanon and significant time has been allocated by both organisations to working out how best to grow and refine the partnership. Over the four years of working with Akkarouna, it has been a two-way transfer of knowledge. Akkarouna brought to CIL their experience in community engagement and volunteerism from their work in Akkar and Tripoli, while CIL shared capacity and their portfolio, supporting Akkarouna to build good relationships with other actors and make an impact with their technical expertise and links with communities.

Construction of community infrastructure, communal works within the buildings and the household upgrades were conducted by local contractors and labourers. The contractors committed to hiring local labour based in the neighbourhoods, half from the Lebanese host communities and half Syrian refugees. Syrian workers traditionally excel in the construction industry and are already well established in the construction industry in Lebanon. Use of local contractors and labourers helped ensure a better standard of construction as they worked in their own neighbourhoods and were keen to improve the area. There was also greater accountability as they were monitored by the families themselves as well as Akkarouna and CARE's field staff.

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[35] Care Emergency Toolkit 2020. *Working with partners in an emergency*: https://www.careemergencytoolkit.org/management/12-partnership/

6.3.2 Participation and sustainability

The community initiatives in Phase IV were informed by PASSA approaches and budgets being developed by the committees themselves, following their proposal development training. Participatory budgeting has been practised in other cities around the world, with communities involved in the programming of portions of municipal funding (e.g.: Bogotá, Colombia[36]), but there are few examples in humanitarian responses. In terms of implementation, the participatory approach allowed the programme to be grounded in the local context and needs of the community. The advanced committee training, including proposal development training, allowed for initiatives, such as new water points, bus stops and new pathways, to be designed and budgeted by the local community. These proposal skills remaining within the community have the potential to be sustainable as the community may identify new projects and seek funding themselves.

Handing over decision-making to the committees is a good step; however, at the end of the programme the ownership of communal projects and initiatives remains unclear. Despite there being no formal exit strategy in operation until the last two months of Phase IV, the community work and committee meetings have indirectly formed a way to ensure the sustainability of some of the interventions, such as the committees, but not all.

6.3.3 Inclusive governance

The work with committees was vital in magnifying the community's voice and being able to advocate to local authorities. However, opportunities remain to support municipalities in outreach activities, which would allow better engagement, transparency, and accountability on their part with the committees and wider community. The staff in municipal roles change frequently and understanding of when staff are expected to engage with communities and of the mechanisms to do so is inconsistent as this knowledge is not passed on to new staff.

Akkarouna has some experience of the connections between municipalities and communities by mapping participation opportunities in municipal proceedings, which are not utilised or often known about by either municipal staff or the public. This knowledge could be applied to future community-level work. CARE could also support the municipalities to disseminate information on the services available to marginalised neighbourhoods.

> **R3** *Support and invest time in facilitating a dialogue between municipalities and the community to ensure sustainability of committees and that their needs are heard.*

Another way that municipalities could have been more engaged would have been through the PASSA process, for example by inviting a municipal official to certain meetings or to presentations of the needs and solutions for each neighbourhood. This could have created more buy-in with officials and encouraged more responsibility to be taken by authorities potentially resulting in partnerships to achieve specific community initiatives.

By the close of Phase IV, trained committees felt they were able to communicate with local municipalities directly, having not had a formal route of communication before the programme. However, despite the willingness and readiness to take on this role, they were still inclined to communicate their needs through Akkarouna or CIL. This could be attributed to low confidence levels, but the committees reported feeling they did not always garner the same level of respect from local officials when CIL or Akkarouna were not present. Co-developing an exit strategy in collaboration with the municipality would support longer-term co-ownership of community projects by the municipality.

> **R4** *Detail a more comprehensive exit strategy, including assigning roles and responsibilities to specific focal points, to encourage municipalities to take greater accountability and responsibility for and provide continued support to neighbourhoods.*
>
> **R5** *Work closely with municipalities and other development actors to tie in programme activities with any existing city Urban Development Plans, increasing municipal ownership and facilitate collaboration for future urban planning.*

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36   Brugman J 2017. *DPU Working Paper no. 185: Participatory budgeting in Bogotá.* UCL: https://www.ucl.ac.uk/bartlett/development/sites/bartlett/files/wp185.pdf

6.4 Gender

Gender dynamics were carefully considered throughout all ONA phases. Through the inclusion of protection awareness sessions and women taking an active role in the community, committees ensured a programme that was categorised as **Gender Responsive**, in line with CARE's Gender Marker[37]. Gender-responsive programmes are recognised as challenging inequitable gender norms, responding to needs based on gender and sexuality and providing open spaces for discussing and challenging inequitable gender structures, systems and power divisions.

From FGDs and household interviews it was evident that gender-based violence awareness sessions, with a focus on domestic violence and early marriage, resulted in an opinion change on the treatment of women in society, with commitments being made to change practices, especially regarding early marriage, as women and men had shared openly the negative impacts on their lives resulting from this practice. This will hopefully lead to long-term behaviour change, which could prove to be **Gender Transformative**[38]. Continued presence in the neighbourhoods provides an opportunity to monitor behaviour change in order to test this hypothesis.

Preventing early marriage was understood by communities as important in allowing girls to continue being children, learning and playing. The 2018 vulnerability assessment for Syrian refugees in Lebanon[39] reported that 29% of Syrian girls aged 15-19 displaced in Lebanon are married. With reference to older girls (15-18 years), some of the benefits explained in the early marriage sessions, such as remaining in education, were sometimes lost as a motivator for change on the participants. For example, mothers saw a delay in getting married as an opportunity for their daughters to learn how to keep a house, cook and clean, rather than to gain qualifications and join the workforce. This would be an area for CIL and/or Akkarouna to monitor closely as they continue to work in these neighbourhoods, looking at how to emphasise the importance of girls' education more effectively.

> *"I thought the early marriage sessions were great and feel that the community has started to ensure this practice stops".*
> Female participant, Mankoubin

L5 *As GBV and early marriage reporting is low, measuring impact would have been more successful if there was continued monitoring of attitudes towards GBV and change in practices throughout the project cycle.*

L6 *There was a missed opportunity to monitor behaviour and attitudes to girls' education as part of continued protection work.*

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37 Ibid
38 Ibid
39 UN 2018 Vulnerability Assessment for Syrian Refugees in Lebanon https://www.wfp.org/publications/vulnerability-assessment-syrian-refugees-lebanon-vasyr-2018

Figure 20: Community Meeting in Mankoubin ©Maher Ialy/Akkarouna 2019

The **community committees** proved a vital space for discussions and change in gender dynamics and women's empowerment. There are often concerns from all stakeholders of diversity, representation, power dynamics and motivations in community committees when the groups are instigated by humanitarian actors. However, the establishment of committees gave a space for women to interact in the public realm which was previously limited. Committee members were predominantly women and whilst men were not excluded from participating, this perhaps demonstrated that women were lacking a forum in which to meet and be heard. By contrast, several different spaces exist for men to discuss issues, such as in local cafés and at work. Some men did feel that committee meetings were not open to them, despite being held in open public areas; nonetheless there were at least two men in each committee meeting attended during fieldwork. These were often either elderly men (defined as over 50 years in this context) or adolescent boys; they tended to be vocal in meetings, perhaps as a result of feeling that they lack voice in their day-to-day life. Men are also the main earners in the family. If they had freedom of movement they would have been at work during the day when meetings took place. The women had been lacking a forum to be heard, and embraced the opportunity of a safe, observed, formalised setting in which to take part.

> *"It would be good if more women came out of their houses and joined meetings because it's exciting. I feel like I was lazy before – now I am more motivated".*
> Female committee member Malawieh.

Women and construction

There was limited scope for the programme to be gender transformative when involving women directly in rehabilitation or construction activities due to cultural attitudes around female participation outside the home or in physical construction. However, their active roles in defining community projects and monitoring household level upgrades show that there are many ways to engage women in sectors typically seen as male. The community committees, PASSA, and awareness sessions have shown that some transformation has happened, particularly in terms of self-confidence levels and changes in how community members interact with each other. The household upgrades prioritised aspects of the houses important to women and children as well as increasing levels of protection (e.g. provision of lockable doors), ensuring gender was mainstreamed.

> *"Sometimes we feel stuck in the house and we can't go out easily. At least when the man works and earns money, he can see the results of his seeds. We want to be like that".*
> Female committee member, Malawieh.

> *R6 Advocate for and explore ways to ensure that women and girls have a safe space to share experiences and ideas (in protection sessions), as well as being able to participate in wider community discussions.*
>
> *L7 Further exploration was needed in the participation of men and adolescent boys in committee meetings which are seen as traditionally female.*

Ensure that community discussion spaces, and individual protection sessions are welcoming to men and boys too, as learning from other groups experiences will help break down gender barriers. This can be achieved through targeted outreach, and a range of different meeting types, and spaces to allow smaller discussion groups or wider plenary discussions, held at different times of the day to facilitate participation and engagement.

Reference the [gender guidelines](#) for participation and [engagement with men and boys](#)[40].

6.5 Innovation

Despite participatory planning being widely encouraged as best practice in development programmes[41] and core to area-based approaches[42] there are few examples of extended, multi-year participatory processes in urban areas in the humanitarian context. This project is a unique demonstration of how participatory planning with communities is not only possible in humanitarian responses but is essential when intervening at neighbourhood level in urban areas.

The protection activities – specifically awareness training sessions – responded directly to the communities' needs. Feedback from the previous sessions and the results of FGDs, tailored the curriculum to specific neighbourhoods annually. The protection team embraced the feedback and re-planned the curriculum each year according to changing community priorities.

> *L8 Participatory approaches in humanitarian and urban contexts can work successfully.*
>
> *R7 Always include inclusive participatory activities as part of the planning process, despite constraints on timeframes, and allow a reiterative design process for programming regardless of funding cycles.*

The funding cycle with PRM was on an annual basis. However, CIL maintained a longer-term vision despite knowing that subsequent year's funding was not guaranteed. Due to the 12-month funding cycle for humanitarian responses, maintaining the vision of sustainable change was challenging. This led to a degree of financial uncertainty, limited staff job security and the ability to attract qualified candidates as CIL wasn't able to guarantee long-term contracts. Short-term investment also restricted CIL's ability to have impact on systemic issues such as behavioural change, social cohesion and laying the foundations for resilience. However, by having long-term goals envisioned, the necessity of reapplying for funding each year facilitated a more responsive, innovative and relevant programme which, out of necessity, adopted many of the approaches of **adaptive management**[43], not commonly applied in humanitarian settings.

> *L9 Multi-year funding can help facilitate longer-term relationship building. It can ensure continuity in a context of unpredictable funding, demonstrated by the relationships with committees that CIL and Akkarouna developed and maintained.*
>
> *L10 Programmes that involve building capacity of divided communities or have a desired outcome of social cohesion must have multi-year funding and use adaptive management. A 12-month period is too short for meaningful engagement.*
>
> *R8 Advocate for longer-term funding and/or adaptive programme management with donors.*

40   CARE Engaging Men and Boys, https://insights.careinternational.org.uk/publications/gender-shelter-good-programming-guidelines
41   Chambers R 1992. *Rural Appraisal: Rapid, Relaxed and Participatory* IDS: https://www.ids.ac.uk/download.php?file=files/Dp311.pdf
42   Sanderson.D & Sitko, P 2017. *Urban area-based approaches in post-disaster contexts*, IIED: https://pubs.iied.org/10825IIED/
43   CARE International 2020. *Adaptive Management*. https://insights.careinternational.org.uk/in-depth/adaptive-management

6.6 Sector Influencing

The UNHCR and UN-Habitat, which form the Shelter Working Group, offered positive feedback on the PRM programme during interviews. The ONA modality is one that they now promote with all shelter actors. The neighbourhood-level work informed UN-Habitat's Tripoli report[44] and follows a similar methodology to UN-Habitat's neighbourhood profiling methodology. At the time of this study, the Tripoli municipality had recently appointed a new mayor who was not up-to-date on the project, so further work may be needed to explore the working relationship between the municipality, CARE and Akkarouna. However, the deputy mayor had maintained a positive relationship with both CARE and Akkarouna for the duration of the programme and reported his continued support.

Figure 21: Syrian family in crowded substandard accommodation in Lebanon ©Mary Kate MacIsaac/CARE

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[44]   UN-Habitat 2016. *Tripoli City Profile*: https://unhabitat.org/tripoli-city-profile-2016

7. RECOMMENDATIONS FOR ONE NEIGHBOURHOOD APPROACHES

This section reflects on the **activities** and **implementation** of the Phase IV programme, including the use of the PASSA tool in ONAs, and provides lessons and recommendations for future programmes. Lessons identified and recommendations within this section apply broadly to CIL, Akkarouna and other agencies seeking to implement ONA-style programmes.

7.1 Communication

7.1.1 Resident Communications

There was confusion about the scope of specific household-level activities and families reported not knowing about protection-awareness sessions, or what the community-level projects were. If people were not able to attend the awareness sessions due to other commitments, then there may be other ways in which the messaging could have been shared within the community. These challenges were mainly in Tabbaneh and Baddaoui and likely arose as it was the first year of engagement and the team was learning how to interact and be effective in outreach in a new setting. These neighbourhoods differ from previous neighbourhoods as they are denser, with higher populations, have more of a history of inter-ethnic tensions and are much larger, with participating families more dispersed than in the other areas of intervention.

CIL and Akkarouna needed a different communications strategy to ensure transparency and manage expectations with residents about the services provided through the programme. For example, a graphics-focused communications strategy sent through WhatsApp to explain programme scope may have been appropriate considering communications methods used by residents. Improved communication strategies may have helped to minimise the number of calls to the hotline asking about topics outside the programme focus.

> *R9 Base community outreach and communication on a mapping of how different people want to communicate, through which mediums, for which topics and when. By doing this the ideas and programming decisions made by all stakeholders can be shared more easily with the wider community.*

Topics that needed better communication approaches included three things:

- the amount of time which would be spent on rehabilitation;
- when works would start and;
- selection criteria – specifically why households were not selected.

It is important to remember that sharing specific selection criteria could increase reporting of those vulnerabilities and frequency of occurrence of inclusion characteristics. However, community buy-in and validation of the selection process in advance could also reduce confusion and the sense of injustice, and thus complaints. Following some complaints in early phases, the programme team changed the order in which selection was made by Phase IV. Previous phases selected project participants who met the socio-economic criteria for inclusion first and then carried out an initial technical survey of the shelter before development of the BoQ. At this point many were ineligible as homes met minimum standards. By prioritising shelter conditions as a primary selection criterion first, the socio-economic criteria then helped prioritise the most in need of support meaning fewer people were ineligible and there were fewer complaints. A factsheet with communication points and FAQs to ensure all queries were covered could also have been provided to boost understanding of the selection process.

R10 Good communication ensures the community knows they are listened to. Once obtaining feedback and findings from PASSA, it is important to present the outcomes back to communities for validation, closing the feedback loop.

R11 Where possible develop selection criteria with the community members.

L11 FGDs should have also been conducted with project participants who do not meet selection criteria to explain the programme using a fact sheet with communication points and FAQs to ensure all queries are covered.

CARE and Akkarouna relied on the MoU between CARE, occupants, and landlords as the main tool to explain the programme to participants, which field staff reported as being tedious and overly complicated for many people to follow. The programme details were also mainly communicated to the person who opened the door and signed the MoU rather than to the whole family. Although, introductory events at community level explained the project, residents saw these as an opportunity to be seen and heard, and where they could voice their concerns and needs. These declarations often detracted from CIL and Akkarouna being able to communicate their messages in enough detail. This showed there was a need to engage and listen first, to show that CARE and Akkarouna had understood and recorded concerns before people would want to further engage and understand more about the project. The committees boosted the two-way communication exchange once they were established.

As part of the exit strategy, videos were sent to communities via WhatsApp, sharing what had been achieved to date and where people could go for further support after the end of the programme. This was an excellent initiative as it was easy for individuals to share with friends and family via their mobile phones.

Co-creation of ideas and knowledge and good communication becomes key to a One Neighbourhood Approach (ONA), this is now being recognised in the more recent responses to crisis in Lebanon with the establishment of Temporary Technical Committees on Area Based Approaches (Jan 2020).

L12 Be prepared to reassess and adapt communication approaches if necessary, as the project unfolds.

7.1.2   Committee Communications

Communication with and through committees was generally strong throughout the programme. With both CIL and Akkarouna working with the committees, it was essential to have clear and coordinated messages concerning programme activities. With multiple sector activities and different individuals engaged in meetings, communication was, at times, confusing. The fast turnover of staff or unclear responsibilities between CIL and Akkarouna led to some mixed messages for the committees. Committees did not always fully understand their tasks and had been unsure of who to turn to for further assistance.

7.1.3   Municipality Communication

CARE and Akkarouna built up a strong relationship with the municipalities serving the project areas. It was essential to have permission to work in these areas and make sure the project was in line with future city development plans. Some of the most informal areas were harder to get permission for as the authorities were hesitant to upgrade them. CARE and Akkarouna worked to build a dialogue between the municipalities and the community through the committee, as part of the exit strategy, hoping that relationship would remain after the project finished. This relationship with the municipality also ensured that the infrastructure could be adopted into their maintenance plans once the new infrastructure was handed over. This maintenance was especially important for solar street lighting, as batteries need replacing on a 5 year rotation.

R12 Involve the municipalities in the planning processes. A true partnership between organisations, community and joint projects could be planned with some resource contributions towards the project from each stakeholder.

7.2 Context Analysis

Multi-disciplinary and integrated programming in urban areas requires in-depth context analysis which is kept up to date. As CIL and Akkarouna were new to three neighbourhoods, the programme could have benefited from greater engagement with existing local actors and working with their established networks to fully understand existing needs, projects and planned interventions rather than being guided solely by local residents. Understanding the dynamics of social tension within neighbourhoods would also have been beneficial prior to programme design.

Team feedback indicated that due to the level of past trauma and conflict in the communities, a do-no-harm analysis during the context analysis stage of programme design would have deepened the understanding of the nuanced tensions and barriers for people in the community. Additionally, a full stakeholder mapping including local committees, local and international NGOs, during the context analysis stage of the programme would have greatly benefitted programme planning.

R13 Conduct a 4W (Who is doing What, Where and When) as part of the neighbourhood context analysis and update during the programme.

R14 Conduct conflict sensitivity studies and do-no-harm analyses in neighbourhoods with identified social tensions before designing the programme.

7.3 Participants and Selection

Refugees and host communities Initially CIL and Akkarouna advocated to the donor to support half Lebanese / host community participants and half Syrian households in their programming on the basis that the programme needed to address the whole community to be conflict sensitive and boost social cohesion. However, Lebanese and Syrian populations are rarely grouped in equal proportions, meaning it was a challenge to meet this target. Nevertheless, a split between groups was essential in reducing potential tensions and addressing needs, where the host community in many cases was often as vulnerable as displaced Syrians. A target for the housing upgrades to reach 50% host community families and 50% refugee families across the programme was negotiated with the donor.

L13 The split in targeting between support for host communities and refugees should be related to the needs, demographics and level of conflict sensitivity required in each neighbourhood.

Socio-economic versus technical vulnerabilities It was not clear whether the technical or socio-economic criteria (Section 4.2.3, page 16) had more weighting. For example, being a tenant was not seen as a socio-economic vulnerability, so tenant families did not score more highly in the selection process than owner families. This was partly to do with the context of Tripoli, many landlords relied solely on the income from tenants to survive. Despite this, where CIL did support owners, the social-economic weighting did not consider that owners have fewer outgoings than renters, and therefore didn't capture amount of income and how it was spent. For example, if owners were unable to fix their own houses it may be a lack of knowledge, capacity, motivation or a mismanagement of household finances, rather than lack of finances.

Owners and renters Owners are often seen as less vulnerable than tenants and are not always prioritised, however in Tripoli the living conditions of owners or live-in landlords were often not very different from tenants in the same neighbourhoods. Some owners rented out a floor of their property, but this was their only income. Remote landlords benefitted from upgrades, which meant having an improved property to rent out at a greater cost, however measures were taken to ensure that richer landlords had a limit of one property upgraded as part of the programme.

While using a conflict-sensitive approach, it was still important that CIL considered developing a more nuanced range of packages to suit the different levels of need or vulnerability. A strong context analysis could, for example, capture and respond to the differences between vulnerable renters and vulnerable owners and allow a programme to be designed accordingly.

> **R15** *Advocate for a do-no-harm targeting approach with donors and outline which actions enhance social cohesion and reduce tensions and are therefore essential for programming.*

> **R16** *Develop a range of packages to suit the different levels of need or vulnerability; owners could be supported through trainings on household finance, or the cost of the rehabilitation could be split between them and the organisation*

7.4   Reflections on using PASSA in ONAs

PASSA is a tool designed for identifying risks and implementing upgrading activities for houses and wider settlements. It explores safe and unsafe housing typologies and conditions inside the home. There was an emphasis on the process being a tool to identify neighbourhood projects, which became specific programme outputs. PASSA was introduced in PRM Phase III to ensure the projects were linked to the community's understanding of the neighbourhood and the risks or challenges they experienced. Master committees were the first to be trained by Protection teams and to go through the eight PASSA steps[45]. There was a tight timeframe for the community projects to be identified, budgeted, procured and implemented so across the programme, the PASSA process may have been rushed.

> **R17** *Allocate sufficient time for PASSA, recognising that it is a high-impact tool that leads to behaviour change and builds resilience.*

Inadequate housing is a core issue in Tripoli, the participatory process however focused predominantly on the wider risks focused predominantly on the wider risks in neighbourhoods and less on individual houses. PASSA could have been used to define what kind of upgrades were needed to promote healthier and safer homes as understood and identified by the community themselves. There could have been more focus on highlighting household-level risks, such as damp living conditions, poor ventilation, and cooking with smoky fuel inside the home, and then designing solutions that could be implemented by the family themselves, such as better maintenance of the home.

> **R18** *Use PASSA to better identify household-level risks that can inform minimum standards for the programme SOPs or encourage home maintenance.*

7.4.1   The Committees and PASSA Group

The committees were established by asking for volunteers from the community interested in being involved in the planning of the projects and in social efforts to improve the area for its residents. Enumerators also asked each family if they were interested or had a background in social work or community mobilisation. The members of the committees changed throughout the project, but a core group in each neighbourhood remained constant. The PASSA process could be challenging for new committees if they had not yet united as a functioning group, therefore it was implemented once the committees were more established, building on a basic training on how to work together in a community group. The PASSA process, discussions and activities enabled the committees to apply lessons they learnt in the basic training. PASSA, in turn, enabled committees to function coherently, being better at building consensus and problem-solving with a diverse group.

The PASSA Group was comprised of representatives from the various neighbourhood committees. There were few younger members, the demographic was predominately women, mothers and some older men and women. Part of the PASSA process is to encourage outreach and wider consultation by the PASSA group, so participants were asked to talk to neighbours and friends for problem-solving and solution-finding ideas, as well as to capture perspectives of different demographics. PASSA comprises eight clear group activities which ideally are done with one or two weeks' gap between each one. In Phase IV the time between the eight steps was often condensed, leaving little time for the group to consult more widely with the community between PASSA meetings, due to pressure to identify the community infrastructure projects in good time for procurement procedures. There was perhaps a missed opportunity

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[45]   1: Historical profile, 2: Community mapping & visit, 3: Frequency and impact of hazards, 4: Safe and unsafe shelter, 5: Options for solutions, 6: Planning for change, 7: Problem box, 8: Monitoring plan.

here to reach out to other people and get more opinions, as well as having enough time to present back to the wider community what the PASSA group were doing.

> **L14** *There was not enough youth engagement in the projects. This could have been increased through the PASSA Youth tool, which focuses on engaging adolescents, to encourage dialogue with differing neighbourhood demographics[46].*
>
> **L15** *Schedule sufficient time between meetings for the PASSA groups to engage with the wider community. Sharing minutes of the meetings can help with this dissemination of ideas.*

7.4.2 PASSA and Community Projects

In previous phases communal works were selected through a questionnaire as part of the household survey, and findings were discussed with the committees. However, when communal projects were completed in one neighbourhood this influenced other neighbourhoods to select the same interventions rather than considering the specific priorities or requirements of their own area. PASSA encouraged improvements to be linked to risks and concerns specific to an area and its inhabitants.

In Phase IV, the programme team felt the PASSA process successfully did this in the neighbourhoods with well-established committees that were used to the tool. The identification of infrastructure projects was led by the needs of the residents. In general, the newer committees (in Tabbaneh and Baddaoui) took some time to become used to the idea of their responsibilities and role in the community and this impacted on the level of participation and co-design in the PASSA process. However, the committee in Malawieh, which had only been in place for less than a year, really made progress, collectively planning for a bus shelter, and two new water points. This was helped by the fact that they are a close-knit community and actively worked through their differences during the early meetings.

Staff commented that the master committees thought more objectively as they had participated in multiple PASSA trainings and could identify which projects would have the most impact for the wider community. CIL and Akkarouna also had more credibility in the fourth year of programming so there was trust from the communities that the organisations would follow through with their plans. For Tabbaneh and Baddaoui the collective interest in community improvement over individual preferences had not emerged at the same scale after one year of programming.

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46   International Federation of Red Cross and Red Crescent Societies (IFRC) 2020. *PASSA Youth*: http://passa.ifrc.org/

Figure 22: Community meeting point – view from Malawieh towards Tripoli Citadel ©Amelia Rule / CARE 2019

7.5 Working with Contractors

Contractors were often local to the neighbourhoods in which they worked so were more familiar with communities than CIL and Akkarouna. During the assessment and targeting process, homes identified for upgrade were marked with an 'X' on an outside wall. However, there were challenges for staff and labourers in finding the correct homes due to lack of formal addresses, physical mapping, photographs or GPS locations from the assessments.

> **L16** *Add GPS location of homes to the assessments to support contractors during implementation.*

During programming, contractors' employees had to manage questions and requests from project participants, particularly for additional work or to change the BoQ. Having Akkarouna or CIL staff at each house when works started would have been beneficial to support contractors, particularly in cases where the BoQ did require changes. Contractors reported feeling that they were the 'main face' of the programme in the neighbourhoods. They spent significant time with residents and therefore heard about their specific needs and understood what they wanted from the housing upgrades. Having a dedicated feedback mechanism from the contractors to CIL and Akkarouna would have been beneficial for managing additional requests.

> **L17** *Make time for a dedicated feedback process between project participants to contractors to CIL and Akkarouna to manage additional requests.*

Additionally, from household visits as part of the field visits it was reported that the work on the houses was not always scheduled to fit in with the requirements of the project participants. Some participants had to take days off work to be at home while the construction work was taking place rather than the works being organised around their livelihood schedules and there was an impression that the contractors did not talk to the families with respect.

Works were conducted on a very tight schedule, with one contractor having to run multiple shifts late into the night to meet deadlines. This was disruptive to some families and tight timeframes resulted in contractor staff having to work over Ramadan. Additionally, spending time with residents, understanding their needs and answering questions about the upgrade took more time for contractors than anticipated, something that was not factored into project planning.

L18 The project needed additional flexibility over the timeframe for implementation of works, to allow for participants to discuss the works with contractor, as well as planning the works so residents' lives and national holidays were respected.

R19 Co-design schedules of work and BoQs and agree timeframes with participants and ensure timeframes suit everyone and shelter staff or committee members can be present when contractors visit to ensure individual households' views are acknowledged. This would also assist independent or self-led monitoring.

7.6 Monitoring, Evaluation, Accountability and Learning (MEAL)

From the start of the programme, there were challenges with reporting against some of the standard PRM indicators and those set by CIL. This included quantifying if a shelter was 'free from hazards' (PRM) or having a target for how many landlords would reduce their rent (CIL). These challenges could have been avoided if the proposal and indicators were developed more closely with field teams who had a strong understanding of the context. Additionally, developing indicators in discussion with communities to determine what they wanted to achieve, could have better defined both indicators and concepts used to describe desired outcomes.

L19 Residents do not interpret humanitarian concepts and programme indicators in the same way as donors and organisations. Therefore, the programme logic model (log frame) may contain incorrect assumptions about how to achieve outcomes.

MALAWIEH IN FOCUS: DEFINING PROGRAMME CONCEPTS AND OUTCOMES

Through FGDs, it was revealed that Malawieh residents defined programme indicators and concepts in a different way to the donor, CIL and Akkarouna, as demonstrated in the quotations below:

Social cohesion:

- "Social cohesion is about breaking down first impressions and stereotypes, to more easily interact with different people in the neighbourhood. It feels good to engage and discuss opinions with others as then you find out and appreciate what people are thinking rather than making assumptions." *Female community member*

- "Social cohesion means we are one family, united." *Male community member*

Protection:

- "Protection means ensuring your family, especially children, are safe. We want to do this by fixing the area and fixing the houses." *Female community member*

- "At night there are risks from the busy road, from snakes and other vermin...we need protection from these things." *Female community member*

- "The domestic violence training was really useful, it was empowering, that is another way to stay safe." *Female community member*

Gender Equality:

- "Gender Equality means doing the housework when my wife gave birth, or when she is sick." *Male community member*

- "My son never helps me – he just eats and sleeps." *Female community member*

- "Some household chores are harder than others – we do need the men to help, sometimes we feel stuck in the house, we can't go out easily." *Female community member*

R20 Develop all indicators with the future programme participants where possible and discuss with programme staff and the wider community to ensure they are meaningful and achievable before presenting to donors.

R21 Programmatic goals are often represented by broad terms such as 'resilience', 'social cohesion' etc. Work with the community to understand local meanings of these words.

7.6.1 Evidence and Data Types

Good programmes are built on timely, accurate information that is kept up to date. This information comes from collecting enough reliable evidence over time and conducting research, monitoring and evaluation in a regular as well as longitudinal way. Evidence forms the basis of decision making for humanitarians, local governments, funding bodies, and donors. Evidence is also important to feedback to communities, to explain what we did, what we found, how we interpreted it, and to check how they interpreted it. It can help correct or validate what we know and ensure accountability. The programme used the same data collection tools during both assessments and monitoring across all of the the neighbourhoods. However, data should be specific to each neighbourhood because the socio-economic status and the types of housing status, the types of housing and the needs differ in each place.

MEAL teams in the project dominantly focused on quantitative data collection and presentation, with little qualitative data gathering and analysis. Qualitative data is essential to capture and understand the unanticipated outcomes of programmes and will greatly contribute to future programming.

R22 Prepare different data collection strategies or assessment questions contextualised to each neighbourhood to better capture relevant information during programming.

R23 Provide MEAL training at the start of projects to ensure collection of both quantitative and qualitative data to inform programming.

7.7 Programme Timeframe, Phasing and Continuity

Phases I to IV allowed multiple neighbourhoods in ongoing engagement for the duration of all four phases. The benefit of this long-term engagement was a deep knowledge of the areas and population, including their needs, aspirations, as well as the community tensions.

There is a need to move away from short, one-year funding cycles to multi-year funding (with annual outputs) so that there is sufficient guaranteed time to undertake thorough context analysis, which allows actors to operate in a more accountable manner in each neighbourhood.
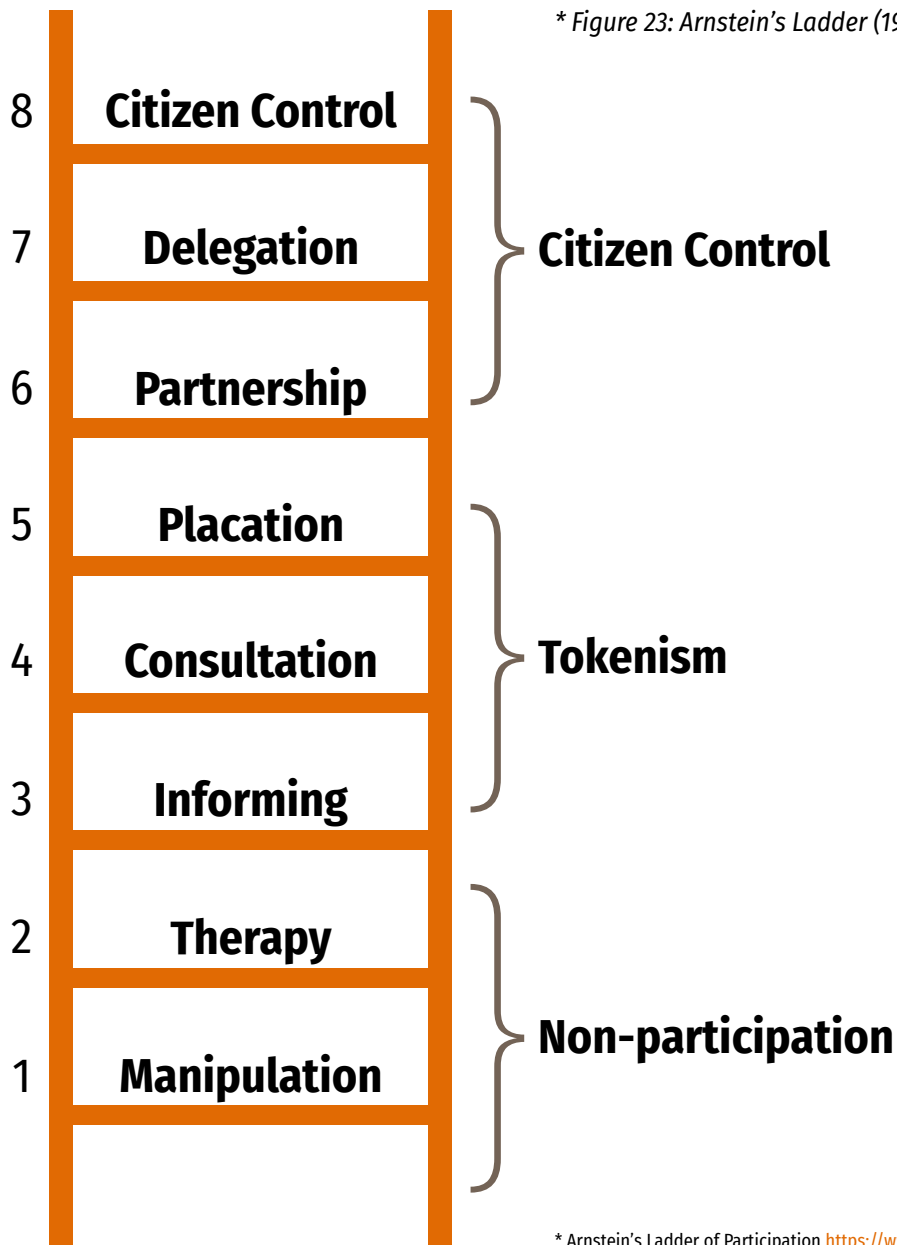
7.7.1 Tools and communication

Close communication and collaboration with the community played a key role in the success of the projects. Using tools such as the PASSA tool, embracing iterative planning, and being responsive in two-way feedback mechanisms, created a programme that addressed the nuances of context, community dynamics and the less obvious needs of marginalised households, such as awareness sessions on positive parenting and prevention of early marriage. The use of development and conflict analysis tools (such as DNH – Figure 24 and Annex 2) in the transition from emergency to recovery was formative in developing the foundations for longer term social cohesion in post conflict settings.

R24 Build in a significant amount of time into the project plan to get to know the intricacies of the community and build a trust between them and NGO partners to allow for an enabling operational environment.

R25 Use the participation ladder (Figure 23) to check the level of participation for each part of the project development, referring to all the different stakeholders.

Figure 23: Arnstein's Ladder (1969) Degrees of Citizen Participation

8	Citizen Control	
7	Delegation	Citizen Control
6	Partnership	
5	Placation	
4	Consultation	Tokenism
3	Informing	
2	Therapy	
1	Manipulation	Non-participation

* Arnstein's Ladder of Participation https://www.citizenshandbook.org/arnsteinsladder.html

Conflict sensitivity
Context: Syrian refugees and host community in poor areas, Tripoli

Dividers	Intervention	Connectors
System and institutions	**CARE International**	**Systems and institutions**
• Army and checkpoints (Syr .v. Leb) • Municipalities (governance systems) formal community Committees = no Syrians • Rental markets/landlords • Access to work (work permit), sectors (markets, construction) Syrian v Lebanese • New labour law $2,000 for Syrians • Lack of job opportunities • INGO interventions (unequal support to Syrian and Lebanese) • UNHCR rental grant skew markets • Registering as refugee / conditions/othering • Support/Against Syrian regime	Akkarouna BPRM Tripoli Method: Area based approach	• Religion (Sunni) • Language and culture, food • Grass roots organisations • Community based organisations • Established committees • Rentals rights / HLP awareness • Conflict mediation training
Attitudes and actions		**Attitudes and actions**
• Neighbourhood disputes (jealousy) • Incited violence (Tabbenah and Jabel) • Tension– perception that Lebanese men now marrying Syrian women as dowry cheaper • Host community anger at being neglected • Government seen to be sending Syr. to poorer areas of Tripoli / country • Perception that Syrians are taking jobs as they accept less pay • Some areas not accepting of outsiders	• Function of communities • Gender equality • Protection • Quality of housing • Social cohesion	• Volunteering time • Participation in decision making • Early marraiage and domestic violence awareness raised – agree • Household self-initiatives • Activisim / grass roots movements • Talking to others, breaking down barriers / differences • Want to improve area
Experiences		**Shared experiences**
• Different access to work • Restricted movement (men – police) • Women isolated in homes, Syrians less integrated • Syrian soldiers and politicians involved in Lebanon Syrian presence in Leb – animosity	• Local partners • Local economy	• Poor access to services, water, electricity • Living in similar conditions / poor housing • Weak health services • Both faced war / shared trauma • Interest in child welfare (families) • Want peace / end to violence
Symbols and occasions		**Symbols and occasions**
• Alawite / Sunni clashes • Politician flags / posters • Rallies election days		• Eid Marbrouk / Mosques / place of worship • Committee meetings • Training (PASSA) • Awareness sessions • Communal works • Street lighting – visible improvements

Figure 24: Conflict analysis as part of the reflection and evaluation in 2019. The exercise analyses the intervention in connection to the Dividers in the area and explores how the intervention or project can move these towards becoming Connectors.

7.8 Local Partners and Localisation

Having established procedures to work with partners, for example, project management tools and techniques to reduce coordination time and reporting, would be beneficial. Through the partnership review with Akkarouna, potential procedures and training requirements should be identified to ensure consistent and timely working in the future. Additionally, having a clear project timeline including partnership meetings and systematic reviews of procurement, human resources and finance plans would be beneficial.

L20 *The relationship with Akkarouna would have benefited from the use of partnership management tools.*

To ensure local partnerships are sustainable, CIL should consider how best to facilitate co-learning with local partners. For example, local partners could identify development areas, such as proposal writing or fundraising, on which CIL could co-design and deliver training. Conversely, CIL could identify areas they wish to develop in or partner programming they wish to learn about and see where local partners could run training or information sharing sessions.

R26 *Include co-learning opportunities within future partnership agreements.*

Figure 25: Samar, 33-year-old mother from Homs, Syria, has lived in the same house since she arrived in Tripoli, Lebanon, more than four years ago after being displaced in Syria for six months. "When we first arrived at this house, we were not planning to stay for more than one month because of the bad housing conditions. But our landlord Mohammed is a very good man. He treats us like we're his children. He is like a godfather to the tenants, to us and to others." ©Mahmoud Shabeeb/CARE

7.9 Interagency Sector Coordination

Without donor coordination at city level it is difficult to ensure the full context is understood, needs are covered, and continuity of support is provided to displaced households. There has been little city-level coordination led by UNHCR and UN-Habitat, in line with their coordination mandate and little city-level coordination or knowledge sharing between other shelter actors engaged in ONAs. Donors look towards UNHCR Lebanon for advice on who and how to fund for shelter programmes. However, the UNHCR staff in Tripoli are not consulted by donors, as engagement occurs at a national level in Beirut.

> **R27** *Advocate for city-level coordination and more engagement of the coordination staff at hub level (Tripoli) with donors to help support successful urban programming that covers the needs.*

Donors are keen to learn from the ONA programme, in particular from the planning work with committees. CIL has discussed the opportunities for PASSA training among shelter partners in Lebanon; this is a logical inclusion in UN-Habitat's area-based approaches work within the Lebanon Crisis Response Plan (LCRP[47]) for 2021. CIL is one of the few shelter actors in Tripoli (at the time of writing) and has strong experience, therefore provision of training would benefit the wider humanitarian community.

The UN-Habitat profiles are useful at an area level, as they provide information that can inform the community projects, but the profiles are not sufficient to understand the demographics of the population, how many housing units there are and how many families are in need at neighbourhood level. As these profiles are used to inform programming, it is important that CIL engages with UN-Habitat and shares information to keep the profiles up to date and accountable. With ongoing work on the LCRP and the Regional Refugee Resilience Plan (3RP[48]) for the Syrian crisis, UN-Habitat plan to include area-based indicators, but currently there is still insufficient information on shelter needs in these neighbourhoods.

> **R28** *Engage with UN-Habitat and share information to ensure neighbourhood profiles are up to date.*

7.10 Accountability

The hotline established as a complaints feedback mechanism was used relatively frequently; Akkarouna reported there were on average two calls per day. However, there were many reports of it not working from project participants; often there was no answer or not enough information shared if callers did get through. Participants raised these issues to CIL staff and in the evaluation household interviews. Interviewed families said they tried to report problems with the upgrades by calling the hotline but would give up after a couple of attempts as there was no answer so reverted to contacting CIL through committees or through field-based staff. In line with the Core Humanitarian Standard[49], people should have access to safe and responsive mechanisms to handle complaints, an aspect not satisfactorily covered during the programme.

Internal trainings on Prevention of Sexual Exploitation and Abuse (PSEA) Partners and contractors received PSEA training. However, there was no follow up or monitoring of whether the training for contractors was applied and how. Contractors do not necessarily operate from a humanitarian imperative; often, they will be motivated by profit and this may mean that the vulnerability of individuals or families may not be effectively considered.

> **R29** *Consider CHS and/or humanitarian principles training for contractors as well as committees and programme staff alongside PSEA trainings.*

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47 2017-2020 LCRP https://reliefweb.int/report/lebanon/lebanon-crisis-response-plan-2017-2020-2020-update
48 Regional Refugee Resilience Plan for Syria http://www.3rpsyriacrisis.org/
49 Core Humanitarian Standard https://corehumanitarianstandard.org/the-standard

8. FUTURE PROGRAMMING

In addition to the recommendations throughout this report, there are additional areas to consider exploring for future ONAs in Lebanon.

Livelihoods programming

- Consider **mainstreaming livelihoods** into ONAs to increase resilience. This could include grants for small and medium enterprises (SME) or business start-ups, including businesses within the home.
- Explore how the CARE International VSLA model[50] could be used to create a community fund for vital improvements and initiatives that could add more sustainability to the community upgrades and build on committee proposal development and budget management training.

Education and Youth

- Education disruption – especially for adolescents – is one of the main impacts of the Syrian crisis, which will have a significant longer term effect on a whole generation. This affects boys' and girls' mental health and wellbeing. Coupled with the practice of early marriage, girls especially need extra support. There is an opportunity to improve wellbeing and reduce tedium by engaging with youth in programmes.
- One possibility is to engage with adolescents who are not in school in communication activities. Where appropriate, adolescents could be involved in making videos of programme plans or awareness messages to transmit to the community. They could be engaged as the voice of the project, drawing on their knowledge of how communications work in the community. This can boost confidence, build skills, and support the understanding of messages as they come from someone from the community rather than an outside organisation. PASSA Youth[51] is one tool that would also assist with this engagement.

Cash-based approaches

- Consider a **cash-for-shelter** approach for lower-value BoQs that do not require high technical input delivered by contractors. A proportion of the cash could be allocated as unconditional, so that residents have flexibility to meet their priority needs.
- For owners, consider a **revolving loan** model to allow for upgrades to be completed in a given time and repaid monthly. Owners could repair or add an apartment to their property to rent out and receive an income. If the upgrade costs $5,000 project participants could be asked to repay $4,500 keeping $500 as the incentive. This would only work over longer programmes as there has to be time for the grant to be re-paid.

Develop a Shelter-for-Protection model

- The development of a **Shelter-for-Protection** model should also focus on women's empowerment and gender-transformative shelter programming. Provide training to community members, with a special focus on the engagement of women to undertake basic and non-structural shelter rehabilitation, repair and maintenance. This will help residents save money if they use these skills within their household and may be developed into an income-generating activity if they receive further skills training.
- Equipping females with these skills may help to address **protection concerns** faced by female-headed households who may not be able to access services delivered predominantly by men, such as construction, for fear of GBV. It may also address the **dependency** of women who would otherwise wait for a male relative to come back home before being able to access services.
- Training could cover several topics such as basic and non-structural shelter repairs such as plastering and carpentry, water management and household hygiene. Community members, with a special focus on female participation, may be referred to livelihood programmes and enrolled in apprenticeship or incentive-based volunteering to support livelihoods.

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50 Martins, Sonia CARE - How savings groups promote gender equality and good governance https://insights.careinternational.org.uk/development-blog/how-savings-groups-promote-gender-equality-and-good-governance?highlight=YToyOntp0jA7czo0OiJ2c2xhIjtpOjE7czo2OiJ2c2xhJ3MiO30=
51 PASSA Youth https://media.ifrc.org/ifrc/document/passa-youth-manual-and-toolkit/

9. CONCLUSIONS

The initial aims of this study were to:

- *critically examine* the ONA of CIL and Akkarouna in Tripoli, Northern Lebanon;
- *investigate* whether providing improved shelter can be the vehicle by which other benefits can be delivered including aspects relating to participation, localisation, and gender;
- *reflect* on and learn from four years of engagement to inform future ONA programming.

With regards to the critical examination of the ONA of CIL and Akkarouna, this study shows that overall, implementation has been effective and successful. The project has delivered against its original goals, objectives and outputs in the timeframe envisaged. Improvements to housing and community spaces, alongside provision of protection activities and establishment of committees has contributed to resilience and empowerment of vulnerable host and refugee communities.

Some work remains to improve communication mechanisms with residents and municipalities, exploring mechanisms for more effective involvement of youths within committees, enhancing co-learning within the CIL/Akkarouna partnership and extending training to contractors. The addition of livelihoods components within future programmes would also be beneficial to widen programme impacts. **Programme recommendations** are provided throughout this document and should support CIL, Akkarouna and other actors designing and implementing ONA-like programmes within Lebanon.

Adaptive management of programmes through **yearly, iterative planning** is essential to ensure programme appropriateness and accountability, but yearly funding cycles make it challenging to have longer-term, outcome-focused programming. Working with local partners who have an enduring presence in neighbourhoods supported adaptive management and built trust with communities. Having multi-year funding would enhance community-based work, potentially ensuring greater impacts of programmes and enhancing accountability.

ONA programmes work effectively at **multiple scales**, across **multiple sectors**, meeting immediate humanitarian needs and establishing the foundations for mid- to long-term durable solutions and **self-reliance**. Working in this holistic way ensures wider impacts and facilitates community support for programmes, leading to an **enabling environment** for activities and increased **social cohesion**. Housing upgrades have addressed fundamental humanitarian needs, whilst also impacting on other aspects of residents' lives, providing them with additional time on other activities, including livelihoods and socialising, supporting a sense of normalcy, and supporting wellbeing. These wider impacts as a result of programming have the **potential to be gender transformative** and lead to lasting behaviour change towards early marriage and GBV prevention, as well as opening up additional opportunities within the communities for women.

Participation has been a core component of the programme and is essential to implementation and programme success through creating a trusting and **enabling environment** for programme activities. To be effective, participatory methods, such as the use of PASSA and establishment of committees, should be allocated **sufficient time** during programme planning. Participatory methods take time but are essential tools that lead to behaviour change and build resilience. Approaches that empower and unite communities also have the potential for **sustainable**, long-term effects as residents continue to facilitate committees and work outside of programming to identify issues within their communities and resolve them.

Through effective adaptation, participatory creation of committees, use of participatory approaches, training and enduring local presence within neighbourhoods, the PRM-funded ONA programmes are an example of **effective, multi-sectoral, multi-scale programming that have the potential for long-term transformative impacts on people's lives**.

ANNEXES

Annexes 1 to 4 all found on the CARE Emergency Toolkit:
https://www.careemergencytoolkit.org/

Annex 1. One Neighbourhood Approach Example Indicators:
https://www.careemergencytoolkit.org/wp-content/uploads/2017/04/Neighbourhood-Approach-Example-Indicators.pdf

Annex 2. Conflict Sensitivity/Do-No-Harm Analysis example:
https://www.careemergencytoolkit.org/wp-content/uploads/2017/04/Conflict-Sensitivity-Analysis-Diagram.pdf

Annex 3. Programme Guidelines and SOPs – One Neighbourhood Approach:
https://www.careemergencytoolkit.org/wp-content/uploads/2017/04/2016-Guidelines-and-SOPs-ONA-V6.pdf

Annex 4. Urban Multi-Sector Rapid Needs Questionnaire:
https://www.careemergencytoolkit.org/wp-content/uploads/2017/04/Urban-Multi-Sector-Rapid-Needs-Questionnaire_2018-_-KoboToolbox.pdf