



Lebanon Reform, Recovery and Reconstruction Framework (3RF)

18-Month Progress Report

1 July 2022 – 31 December 2023

Contents

A Refocused 3RF 3

Lebanon Financing Facility 3

3RF Working Groups 3

Civil Society and the 3RF 7

 a) The Consultative Group CSOs 7

 b) The 3RF Independent Oversight Board CSOs 8

3RF Website 8

Looking Ahead 8

Annex 1: Acronyms 9

Annex 2: 3RF Governance Structure 11

A Refocused 3RF

In June 2022, eighteen months after the launch of the 3RF, the recovery response in the blast-affected areas officially ended.¹ This provided an opportunity to take stock and consult a wide range of stakeholders on the strategic way forward for the 3RF, including state counterparts, donors, civil society representatives, as well as United Nations (UN), World Bank (WB), and European Union (EU) officials. The second half of 2022 also coincided with the departure of two of the three 3RF Principals, the UN Resident Coordinator (UNRC), Najat Rochdi, and WB Regional Director (WBRD), Saroj Kumar. Following the arrival of the new UNRC, Imran Riza, and the new WBRD, Jean-Christophe Carret, the 3RF Principals reaffirmed their commitment to continue supporting the 3RF. This was echoed by the new EU Ambassador, Sandra de Waele, who succeeded the third 3RF Principal, Ralph Tarraf, in September 2023.

The 3RF Principals' commitment and the outcome of the extensive stakeholder consultations is reflected in the [co-chair statement](#) of the 3RF Consultative Group, issued on 12 April 2023. The joint statement by the caretaker Prime Minister, the UNRC, as well as the representatives of donors and civil society, noted that reform is critical to help Lebanon return to a path of sustainable development, starting with the IMF staff-level agreement. To this end, the 3RF shall be continued as a unique platform for inclusive policy dialogue and to make progress on implementing reforms to unlock international support for and investments in reconstruction. Furthermore, the 3RF will not extend its focus on recovery, since other coordination structures in Lebanon are better equipped to address recovery and humanitarian needs.

Lebanon Financing Facility

The [Lebanon Financing Facility](#) (LFF), the multi-donor trust fund of the 3RF established and managed by the WB, published its second [Annual Progress Report](#) (January 1 – December 31 2022). The report covers updates and highlights of the LFF portfolio activities, including financial and operational details, as well as cross-cutting challenges and lessons learned.

In line with the revised focus of the 3RF, the LFF 2023 annual workplan, approved by the LFF Partnership Council in December 2023, reflect the shift in focus to reforms and their link to mobilization of funds for reconstruction. These decisions have not affected the provision of additional financing to recovery projects currently under implementation.

3RF Working Groups

By the end of 2022, it became apparent that 3RF workings groups (WGs) were convening with different levels of success, depending on the sector. Reflecting on this, and concomitant to the shift in focus of the 3RF to reforms, the 3RF Principals requested a review of all 14 3RF sector WGs, to assess their fitness for purpose based on the following considerations:

- Does the WG fill a gap in the overall coordination structure in Lebanon?
- Was the WG active in 2022, with substantive exchange beyond information sharing?
- To what extent do the WG's proposed priorities align with the IMF reforms for Lebanon?
- Are the relevant state counterparts interested in and supportive of the WG?
- Are there other relevant sector coordination mechanisms (national or linked to other frameworks or response plans), which could be supported to serve as inclusive platforms for reform dialogue?
- Are there similar topics being discussed by similar actors in more than one WG?

¹ Please refer to the first [18-Month Progress Report](#) for the period of January 2021 to June 2022 for a detailed overview of the original 3RF governance structure and sector level commitments.

Based on the above, eight 3RF WGs were maintained, three were folded into UN-led coordination mechanisms (Social Cohesion, Inclusion, and Gender -> Gender WG; Private Sector -> Prosperity Results Group; Environment -> Planet Results Group), and two were folded into government-led coordination structures (Education; Water). Please see the updates from the reporting period on each WG below for further information.

3RF Anti-Corruption, Public Procurement, Public Financial Management, and Civil Service Reform WG
Lead: World Bank Co-lead: UNDP and EU
Members: National Anti-Corruption Commission (NACC), Ministry of Justice (MoJ), Office of the Minister of State for Administrative Reform (OMSAR), Public Procurement Authority (PPA), Ministry of Interior and Municipalities (MoIM), Civil Service Board, Central Inspection, Court of Accounts, Institute of Finance, Governor of Beirut, Ministry of Finance (MoF), Germany, France, Denmark, USA, Norway, IMF, OHCHR, Gherbal, NDU Integrity Club, Democracy Reporting International, Transparency International-Lebanon
Convened: 1 September 2022; 30 March 2023
Outcomes: This WG has merged under its umbrella previously existing related coordination mechanisms, reducing the duplication of efforts among different stakeholders. The sectors encompassed in this WG, especially anti-corruption, have benefited from long-standing international assistance, which has contributed to ensuring continued interest and support from the members of the WG. During the meetings that have taken place, the NACC as well as the PPA used the WG as a platform to consult on their annual workplans and outline the challenges they face to implement reform priorities linked to the National Anti-Corruption Strategy and the Public Procurement Law.

3RF Justice WG
Lead: UNDP Co-lead: EU
Members: MoJ, MoIM, High Judicial Council, State Council, Administrative and Justice Parliamentary Committee (MP George Adwan, MP Georges Okais), Beirut Bar Association, Tripoli Bar Association, Lebanese Judges Club, OHCHR, UNODC, IOM, UNICEF, UN Women, Switzerland, France, USA, Spain, GIZ, AICS, Netherlands, Konrad Adenauer Stiftung, Legal Agenda, ALEF, ARCI Culture Solidali APS, Restart Center
Convened: 13 July 2022; 18 November 2022; 26 April 2023; 21 June 2023; 18 December 2023
Outcomes: Since its establishment, this WG has focused on reform and policy, filling a coordination gap in the country. The WG has served as a platform for dialogue on the draft law on the independence of judicial courts with technical input from the Venice Commission, debate on the draft law on the independence of administrative courts with a briefing from the Administration and Justice Parliamentary Committee, and for presenting the findings of the EU-funded Technical Assistance and Information Exchange (TAIEX) functional review of the Lebanese justice system. The latter has resulted in an agreement among state counterparts to create a Lebanese-led legal forum to develop a national roadmap for justice reform based on the themes of the TAIEX review. MoJ announced in the December 2023 meeting, that the legal forum is set to be launched in early 2024.

3RF Macro-Economic WG
Lead: World Bank Co-lead: TBD
Members: TBD
Set to convene in February 2024.

3RF Social Protection Coordination Forum
Lead: EU Co-lead: UNICEF, ILO, and World Bank

Members: Ministry of Social Affairs (MoSA), MoJ, UNHCR, UN Women, UNDP, Netherlands, Canada, Germany, France, Italy, UK, ESCWA, Oxfam, Save the Children, LUPD, LHIF, LHDF, Adyan Foundation

Convened: 21 July 2022; 10 May 2023

Outcomes: The Forum merged pre-existing coordination mechanisms, and now has strong involvement by the MoSA. Minister Hajjar has briefed the members on the review and approval status of the National Social Protection Strategy (NSPS), while the (co-)leads have also used the Forum to discuss scaling up social assistance in Lebanon, including the costing and policy implications for this to happen. A key sector milestone has been the approval by the Council of Ministers of the NSPS – the Forum will convene in early 2024 to discuss its implementation.

3RF [Urban Policy](#) WG²

Lead: UN-Habitat **Co-lead:** World Bank

Members: MoIM, Beirut Governorate, Municipality of Beirut, Municipality of Bourj Hammoud, Public Corporation for Housing, UN ESCWA, UNOPS, UNICEF, UNESCO, EU, EBRD, KfW, American University of Beirut (AUB) Nature Conservation Center, Nahnoo, AUB Beirut Urban Lab, Live Love Lebanon, Public Works Studio, Lebanese Red Cross, Order of Engineers, Beit el Baraka

Convened: 20 March 2023; 17 May 2023; 23 June 2023; 29 September 2023

Outcomes: The Urban Policy WG convened for the first time in 2023, around UN-Habitat’s recommendations on housing policy priorities as an entry point to urban policy themes. Subsequently, the WG agreed to broaden the focus identifying urban policy priorities, through multiple bilateral, group-, and online- consultations on these. Following the presentation of initial findings, the WG members agreed to support drafting a position paper capturing key recommendations. UN-Habitat has been the penholder for the first draft, capturing thematic urban policy priorities with potential relevance to the WB-led Beirut Recovery and Development Strategy. The WG members are currently reviewing the first draft, which was shared at the end of December 2023.

3RF Port and Transport Working Group

Lead: WB **Co-lead:** UNESCWA

Members: EU, EIB, EBRD, Germany, France, and Italy, Ministry of Public Transport, Governor of Beirut

Convened: Haven’t convened yet and will be deprioritized for 2024.

Outcomes: This WG’s main priorities were to discuss a national strategic vision defining the role and complementarity among all ports in Lebanon and discuss a 2040 reconstruction and development for the Port of Beirut. This WG organized several bilateral and thematic donor meetings. However, a wider 3RF-style meeting was never convened. It was agreed that the current situation in Lebanon is not conducive to holding larger meetings on this sector, therefore, this WG will be deprioritized for 2024.

3RF [Health](#) Task Force

Lead: WHO **Co-lead:** EU

Members: Ministry of Public Health (MoPH), EIB, ECHO, WB, UNFPA, AICS, IOM, KfW, UNHCR, UNICEF, UNRWA, AFD, AUB-SAIL for Change, Restart Center, Lebanese Order of Midwives, Premiere Urgence, Lebanese Psychological Association

Convened: 19 October 2022; 18 January 2022; 8 June 2023; 14 December 2023

Outcomes: Following discussions on differentiating this Taskforce from other health-related coordination mechanisms in country, meetings have focused on reform priorities linked to the

² In November 2022, the (co-)leads of four 3RF WGs – Municipal Services, Housing, Culture, and Environment – met to discuss the idea of merging into one WG focused on urban policy, an idea that was voiced by multiple WG members. It was agreed that Municipal Services, Housing, and the built heritage elements of the Culture WG would be merged, with Environment being as a cross-cutting theme, but not fully merged.

Lebanon National Health Strategy: Vision 2030. The Ministry of Public Health has been strongly involved, with the Advisor to the minister leading technical discussions, and Minister Abiad briefing on strategic reform priorities including primary health care, health financing, digitalization (especially linked to procurement of medications), and retention of the workforce.

3RF [Electricity](#) WG

Lead: World Bank **Co-lead:** UN ESCWA

Members: Ministry of Energy and Water, MoF, Electricite de Liban, PCM, EU, KfW, Japan, France, EBRD, EIB, Italy, UK, AUB Issam Fares Institute, Lebanese Foundation Renewable Energy, LLWB

Convened: 6 October 2022

Outcomes: The WG meeting served as a forum for members to discuss longer-term solutions for the sector. The WG provided a platform for the Lebanese Foundation Renewable Energy to present its vision for a renewable energy model for Lebanon, with a bottom-up approach, decarbonizing generation, and liberalizing the market. Furthermore, ESCWA presented the regional [REGEND](#) project, which takes an integrated approach and a business model where small-scale renewable energy can be used as an enabler for rural growth and women’s empowerment.

[Gender](#) WG³

Lead: UN Women **Co-lead:** UNDP

Invitees: MoJ, MoSA, National Commission for Lebanese Women (NCLW), MP Najat Saliba, MP Halima Kaakour, MP Sami Gemayel, Donor Gender WG members, Gender WG members (over 90 CSOs and UN entities)

Convened: 26 June 2023

Outcomes: The 3RF-style policy dialogue focused on the municipal elections quota law, leading to the realization that two different laws were being developed and advocated for, one by UNDP/FiftyFifty one by the National Defense, Interior, and Municipalities Parliamentary Committee. During the meeting, there was agreement among the three Members of Parliament present regarding the need to create a technical steering committee focused on coming together to push one law together with UNDP and FiftyFifty. Building on this coalition, in December 2023, 10 Members of Parliament from across political parties [signed a gender quota law](#) proposal for municipal council elections. The signed law proposal will be introduced to the agenda of the relevant parliamentary committees for further discussion and approval, before being submitted for endorsement during the plenary parliamentary sessions.

UNSDCF [Prosperity](#) Results Group⁴

Lead: ILO **Co-lead:** FAO

Members: TBD

The UN Sustainable Development Cooperation Framework (UNSDCF) (2023-25) has four ‘Results Groups’ (RGs) linked to it, which were activated in early 2023. The Prosperity RG is one of these, and its chairs agreed to fold ‘3RF-style’ policy dialogue into their annual workplan, opening up the RG periodically for thematic discussions inclusive of all stakeholder groups that are normally represented in 3RF WGs. Following some delays, this RG is set to convene 3RF-style in early 2024 on the labor market activation component of the recently approved National Social Protection Strategy.

³ There was a perceived duplication of efforts between the discussions happening in the 3RF Social Cohesion, Inclusion, and Gender (SCIG) WG and the Gender WG as well as the Social Protection Partners Forum. Therefore, the 3RF SCIG WG was discontinued in Q4 2022. The Gender WG is framework/response plan overarching, including the UNSDCF, ERP, LCRP, and now the 3RF.

⁴ The UNSDCF Prosperity RG replaced the 3RF Private Sector WG, which was perceived as encompassing too many different topics and was not very active in 2022.

UNSDCF Planet Results Group⁵
Lead: UNEP Co-lead: UNDP
Invitees: Ministry of Environment, AUB-Nature Conservation Center, AUB – Environmental Health, Safety, and Risk Management Department, EU, UNDP, FAO, WFP, UNHCR, UN-Habitat, WHO, WB, EBRD, KfW, AICS, AUB-Issam Fares Institute, Lebanon Environment Forum, Lebanon Eco Movement, Waste Management Coalition
Convened 3RF-style: 20 July 2023
Outcomes: The chairs of the Planet RG also agreed to fold ‘3RF-style’ policy dialogue into their annual workplan, opening the RG periodically for thematic discussions inclusive of all stakeholder groups that are normally represented in 3RF WGs. The first policy priority that the RG discussed related to a draft concept developed by UNEP on a proposed national chemical management roadmap for Lebanon. The input by participants led to the revision of the concept note by UNEP.

GoL Education Reform Roadmap
Lead: Ministry of Education and Higher Education (MEHE)
Outcomes: MEHE launched its Reform Roadmap 2025 in June 2023, which covers a broad range of necessary reforms. A small group of national and international partners in the education sector has met informally to discuss progress on reforms. In 2024, this group will reconvene together with the ministry to discuss how to best support the most urgent reforms in the Reform Roadmap in an inclusive manner.

GoL Water Sector Coordination
Lead: Ministry of Energy and Water (MoEW)
Outcomes: Technical national sector coordination preexists 3RF, led by AFD and MoEW. To go beyond technical coordination and discuss reforms, a Heads of Cooperation-level strategic coordination formed in October 2023. This group defined several priority reforms with a clear timeline, which in December 2023 was presented to- and endorsed by the Minister of Energy and Water.

Civil Society and the 3RF

a) The Consultative Group CSOs

On 27 April 2023, a [Call for Expression of Interest](#) was launched for the third rotation of nine civil society actors to join the 3RF Consultative Group. The composition of the nine selected civil society organizations (CSO) supports continuity between the second and the third rotations, as five of the entities were part of the second rotation, while four are new. In terms of gender balance, the representatives of these entities are five men and four women. Regarding type of entity, there are four national non-governmental organizations, two national umbrella networks, including one that has strong links to the private sector, one academic research institute, one social enterprise, and one grassroots organization.

	Rotation 2 (Apr 2022 – May 2023)	Rotation 3 (Jun 2023 – Jul 2024)
1	Live Love Lebanon (CG Co-Chair)	Adyan Foundation
2	Arcenciel	ALEF
3	Lebanon Humanitarian & Development NGOs Forum (LHDF)	Restart Center
4	Lebanese League for Women in Business (LLWB)	AMAN
5	Order of Engineers	AUB – Nature Conservation Center

⁵ The UNSDCF Planet RG replaced the 3RF Environment WG, which was perceived to duplicate discussions happening in the LFF environment recovery project’s Technical Advisory Committee.

6	Khaddit Beirut	Arcenciel
7	Beirut Heritage Initiative (BHI)	LHDF
8	ALEF – Act for Human Rights	LLWB
9	KAFA	SAIL for Change (formerly Khaddit)

The group received a full-day onboarding by the 3RF Secretariat and Technical Team on 10 July 2023. The group also organized a planning retreat on 3 November 2023, where they drafted an action plan of priorities for the coming months, including holding wider CSO consultations on specific sector reform priorities, which they can then convey to the WG leads and co-leads.

b) The 3RF Independent Oversight Board CSOs

The Independent Oversight Board (IOB) [published](#) five communiques in 2023, as well as a position paper on the independence of the judiciary and a policy brief on the National Social Protection Strategy. The IOB is made up of six civil society representatives.

IOB Member	Civil Society Organization	Active until
Diana Menhem	Kulluna Irada	August 2023
Julien Courson	Lebanese Transparency Association	February 2023
Roula Mikhael	Maharat Foundation	August 2023
Grace Eid	Nusaned	August 2024
Fadel Fakh	Lebanese Center for Human Rights (CLDH)	August 2024
Carine Tohme	Lebanese Association for Taxpayers' Rights (ALDIC)	August 2024

3RF Website

In April 2023, the World Bank launched the [3RF website](#). It includes information about all aspects of the 3RF, including results from the recovery phase, reform priorities for different sectors, LFF reports, minutes of meetings, calls for expressions of interest, and IOB releases amongst other things.

Looking Ahead

Following the shift in focus of the 3RF to reforms, the priority was to ensure that all the working groups convene for policy dialogue meetings. This aim was only partially achieved, which led to a reflection exercise regarding lessons learned from the more active working groups that could be applied to support the less active working groups to convene. As such, activating some of the key working groups will continue to be a priority in 2024. Furthermore, communicating more effectively and concretely about specific reforms in key sectors will be a priority for the 3RF team with the aim of providing messages to support advocacy and better transmit the importance and meaning of reforms. The unfolding crisis in the South of Lebanon linked to the war in Gaza since October 2023 has underlined the need for reforms in Lebanon. If the situation does not escalate further in country, it is imperative to keep policy dialogue on the agenda, preparing the ground for reforms to be passed and implemented once the political situation is more conducive to this.

Annex 1: Acronyms

3RF	Lebanon Reform, Recovery and Reconstruction
AFD	French Development Agency
AICS	Agenzia Italiana per la cooperazione allo sviluppo
ALDIC	The Lebanese Association for Taxpayers' Rights
ALEF	ALEF – Act for Human Rights
AUB	American University of Beirut
BHI	Beirut Heritage Initiative
CLDH	Centre Libanais des Droits Humains
CG	Consultative Group
CoM	Council of Ministers
CSOs	Civil Society Organisations
DRI	Democracy Reporting International
EBRD	European Bank for Reconstruction and Development
EDL	Electricité Du Liban
EIB	European Investment Bank
ERA	Electricity Regulatory Authority
ESSN	Emergency Social Safety Net
EU	European Union
FAO	Food and Agriculture Organization
GoL	Government of Lebanon
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
IFIs	International Financial Institutions
ILO	International Labour Organization
IMF	International Monetary Fund
INGOs	International Non-Governmental Organizations
IOB	Independent Oversight Board
IOM	International Organization for Migration
KAFA	(Enough) Violence and Exploitation
KfW	KfW Entwicklungsbank (Development Bank) GmbH
LFF	Lebanon Financing Facility
LHDF	Lebanon Humanitarian and Development Forum
LHIF	Lebanon Humanitarian INGO Forum
LLWB	Lebanese League for Women in Business
LUPD	Lebanese Union for People with Physical Disabilities
MEHE	Ministry of Education and Higher Education
MoEnv	Ministry of Environment
MoET	Ministry of Economy and Trade
MoEW	Ministry of Energy and Water
MoFA	Ministry of Foreign Affairs
MoI	Ministry of Industry
MoIM	Ministry of Interior and Municipalities
MoJ	Ministry of Justice
MoL	Ministry of Labor
MoPH	Ministry of Public Health
MoPW	Ministry of Public Works
MoSA	Ministry of Social Affairs
MP	Member of Parliament
NCLW	National Commission for Lebanese Women
NGOs	Non-Governmental Organizations
NPTP	National Poverty Targeting Program
NSPS	National Social Protection Strategy
NSSF	National Social Security Fund

OEA	Order of Engineers and Architects
OHCHR	Office of the United Nations High Commissioner for Human Rights
OMSAR	Office of the Minister of State for Administration Reform
PC	(LFF) Partnership Council
PCM	Presidency of the Council of Ministers
PFM	Public Financial Management
PHCCs	Primary Health Care Centers
PMO	Prime Minister's Office
PPA	Public Procurement Authority
RDCL	Rassemblement de Dirigeants et Chefs d'entreprise
RG	Results Group
SCI	Save the Children International
SDCs	Social Development Centers
TAIEX	Technical Assistance and Information Exchange (EU instrument)
TT	(3RF) Technical Team
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UN ESCWA	United Nations Economic and Social Commission for Western Asia
UNFPA	United Nations Population Fund
UN-Habitat	United Nations Human Settlement Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Emergency Fund
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UNSDCF	UN Sustainable Development Cooperation Framework
UNRC	United Nations Resident Coordinator
WB	World Bank
WFP	World Food Programme
WG	Working Group
WHO	World Health Organization

Annex 2: 3RF Governance Structure

3RF Governance

