

## TERMS OF REFERENCE

### Selection of Consultants for the elaboration of a feasibility study to prepare a call for proposals to select a “neighborhood approach” urban project in Lebanon

#### 1. Objective of this consultation and Principles

##### *Objectives*

- Firm phase: Support AFD in the definition of the scope of the call for proposal : context analysis (including a do no harm analysis), geographical areas to target, implementation methods to support; sectors of intervention to prioritize and the most relevant gender approach to adopt depending on the context ;
- Optional phase: Support the selected consortium to consolidate a gender approach within their project.

The data collected will enable to quantify and assess the effects of the economic and financial crisis on vulnerable neighborhoods. The Consultants will pay particular attention to the situation of the public system and the financial and operational difficulties related to the COVID 19 crisis.

##### *Methodological principles for the consultation*

- Active coordination with AFD teams in Paris and Beirut to build a shared vision of the call for proposals;
- Assessment of vulnerability and gender inequalities/barriers of access to basic services in Lebanese urban areas using **existing literature, interviews and site visits**;
- Mapping of urban and gender non-profit organizations and initiatives, using existing websites and publications, interviews and site visits, while being careful not to over-burden the organizations and avoid raising expectations;
- Promote leverage by working in partnership with other development actors;
- Capacity of the consultant to propose a flexible methodology to accommodate if requested a potential support to organization(s) on the elaboration of an appropriate gender approach and/or its implementation (optional phase).

#### 2. Background

##### **2.1 Focus and funding of the Call for Proposals**

AFD seeks to fund a new local development project in urban settings, with a strong social and gender dimension in response to various crisis Lebanese vulnerable urban neighborhoods are facing. The project(s) will be selected through a Call for Proposals, which will be launched in the second quarter of 2022 with the aim of starting the funding in 2022, via the MINKA funds.

##### **2.1.1 Presentation of MINKA funds**

Agence Française de Développement (AFD) had set up a dedicated financing instrument for peacebuilding, called the Peace & Resilience Fund or ‘Minka’. The Minka Fund is the main financing window for the French Government’s 2018-2022 strategy for the “Prevention, Resilience and Sustainable Peace” and SDG 16 agenda. It finances regional, national or local peacebuilding programmes that help promote just, peaceful and inclusive societies, both in prevention of but also

during and after conflicts. Depending on the context, peacebuilding may involve restoring trust between social groups or repair relations between the State and the society, reducing tensions linked to unequal access to natural resources or ensuring equal access to security and justice to all.

To respond to the challenges imposed by forced displacements due to the wars in Syria and Iraq, AFD launched the Minka Middle East Initiative in 2017. Its objective is to provide multiannual support to Syria's neighbors. This regional program seeks to finance development projects that mitigate the vulnerabilities generated by population displacements and strengthen the resilience of the host countries.

The Initiative has three main objectives: i) sustainably improve living conditions and access to essential services (drinking water, primary health care, etc.) ; ii) support socioeconomic livelihood through education, vocational training, and job creation ; iii) reinforce the recovery of areas affected by the crisis (via infrastructures, economic sectors, and social cohesion)<sup>1</sup>.

### **2.1.2 Presentation of AFD's gender strategy**

The current AFD Group's action plan for gender equality 2019-2022 promotes a gender rights-based approach. AFD Group is thus carrying an ambitious vision to contribute to the achievement of Sustainable Development Goal (SDG) No. 5: "Achieving gender equality and empowering all women and girls."

In line with the objectives set by the French Gender and Development Strategy for 2022:

- 100% of AFD projects are examined using the OECD Development Assistance Committee (DAC) gender equality policy marker;
- 50% of the operations financed by AFD are rated 1 or 2 according to OECD gender equality policy marker (DAC 1 or DAC2);
- 90% of AFD's project managers have been sensitized to the gender issue.

Gender is a crosscutting thematic area, meaning it concerns all our areas of action (poverty, education, water, health, climate, justice, etc.) and all our countries of intervention, and is therefore mainstreamed into all AFD's activities.

### **2.1.3 Presentation of the context of this call for proposals**

First interviews led by AFD with NGOs and non-profit organizations allowed to define objectives and the main scope of this Call for Proposals.

Through this Call for Proposals, AFD seeks to finance a "neighborhood approach" project, with a strong social and gender equality dimension, targeting both refugee and host communities in vulnerable urban neighborhoods. The objective is to respond to the needs expressed by communities living in vulnerable neighborhoods, strengthen social cohesion, as well as enhance the trust between local authorities (municipalities) and the communities living in the neighborhoods. As a result, projects shall develop a community-based and gender approach, focus on women and young people, include both investments and soft components, and phase short term actions (e.g. garbage and waste removal through employment-intensive investments, housing rehabilitation, psychosocial support, legal assistance, etc.)

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<sup>1</sup> More details on the projects funded by Minka Middle-East can be found here : <https://minka-moyen-orient.afd.fr/intro> and here : <https://expo-minka-moyen-orient.afd.fr/intro>

and medium term ones (basic services, structural repairs to housing, public, green or sport spaces, etc.). The project will aim at reducing gender-based inequalities in terms of access to basic services and livelihood opportunities.

At this stage, the estimated amount of funding is 11-13 million euros granted to one non-profit organization or a consortium. International and national consortium of non-profit organizations may respond to the Call for Proposals. The estimated duration for the project is between 3 and 4 years. With this amount and this duration, the project shall cover a minimum of 4 neighborhoods (estimation: 4 to 6 neighborhoods) located in at least 3 cities (one in Southern governorates, one in Greater Beirut and one in Tripoli). To ensure that the project will contribute to consolidate local governance, it seems important to avoid the multiplication of cities and stakeholders involved. This initiative will be designed so as to complement other relevant projects supported by France.

## **2.2 Lebanese urban context and crisis**

The willingness to fund a neighborhood approach project is the result of the following context:

Since October 2019, Lebanon has been facing economic and socio-political challenges that have led to high inflation, loss of income and livelihoods, a widespread closure of businesses and a reduced access to basic services. More than half (55%) of the population lives below the poverty line in May 2020, compared to 28% in 2019. For some refugee populations, this figure is close to 90%. The most recent InfoPro survey in June 2020 puts the job loss at 350,000 and the unemployment rate at 30%.

According to the 2020 Gender Gap Report (GGGR), Lebanon ranks 145<sup>th</sup> out of 153 countries in terms of gender equality. According to a survey by UN Women and UNFPA, 46% of women report fear of being attacked outside home. According to the same survey, 55.2% of women living in medium-sized cities say that the risk of violence is exacerbated in the household, due to confinement and lock down. In addition, the recent economic crisis is exacerbating the livelihoods of women as they face multiple barriers and challenges in Lebanon (including legal, economic and political).

This deteriorated socio-economic situation of both refugee and Lebanese population, aggravated by the COVID-19 pandemic and the explosion at the port of Beirut, has had a direct impact on the over-densification of low-income neighborhoods. In these neighborhoods, quality of life, social stability and livelihood opportunities have largely decreased. The provision of basic urban services is almost non-existent (housing, electricity, drinking water, sanitation, mobility, healthcare, etc.).

Around 83% of the Syrian refugees are living in urban areas, particularly in very dense and vulnerable neighborhoods because rental housing is more accessible. However, the needs and challenges in poorer are numerous and concern both the host and refugee communities such as rising rates of unemployment, drug abuse among youth, domestic violence, and community tensions that sometimes lead to safety issues.

In addition to the above-mentioned difficult conditions faced by vulnerable families, challenges related to the occupation of neighborhoods and public spaces, particularly by youth. Public spaces occupied by the populations have shrunk considerably since the war years (1975-1990), as it was associated with possible hostilities, danger and therefore fear. The few gathering spaces are now either controlled by specific groups or privatized. Since then, no national policy has sought to re-establish the link between the population and its urban environment. Fears of a hostile public space have not completely

disappeared despite the occupation of public spaces in the context of the popular movements of October 2019, which promoted platforms for debate and expression, notably in Greater Beirut and Tripoli. A better appropriation of spaces by young people could allow them to practice the concept of citizenship and get involved in local governance, while reinforcing social cohesion.

### **2.3 Existing AFD urban projects in Lebanon**

In the urban development sector, AFD finances a 1.5M€ project in response to Beirut port explosion on the 4<sup>th</sup> of August 2020 via the Minka fund. The project is implemented by the INGO Norwegian Refugee Council (NRC) and aims at revitalizing the urban areas of Roum, Geitawi and Gemmayze in Beirut, as some of the closest neighborhoods to the explosion. The project focuses on (i) supporting housing repairs and restoring neighborhood life by supporting participatory public spaces upgrades, and (ii) providing legal assistance to the vulnerable populations on housing and tenancy issues.

In addition, AFD had co-financed the first phase of the Cultural Heritage and Urban Development Project with the World Bank and the Italian Cooperation, and has been exclusively financing its second phase. The CHUD aims at revitalizing the deteriorated city centers of Tyre and Tripoli, through two loans (phase 1: €12M and phase 2: €21M) to the Lebanese government since 2010. This project is almost completed, with the last works having been delivered.

Finally, at the end of 2018, AFD appraised a loan (€40M), in co-financing with the European Investment Bank (EIB) (loan - €40M) and the European Union (Delegated Grant - €20M), for the Program for Economic and Urban Resilience in Lebanon (PEURL). Given the political and economic context in Lebanon since 2019, this financing is not yet signed and the implementation is suspended (has not started to date). This project would aim at supporting the development of nine Lebanese secondary cities: four coastal cities, El Mina (Tripoli agglomeration), Jbeil, Saida, Tyre and five inland cities, Aaley, Balbeck, Halba, Nabatiyeh and Zahlé.

## **3. Scope of Work and deliverables**

The current assignment is a **feasibility study to prepare a call for proposals that aims to select a “neighborhood approach project in Lebanon”**. The feasibility study will aim at defining the exact scope (geographic, implementation approach, sectoral, relevant gender approach, etc.) of the call for proposals. It will follow the following objectives:

- Support AFD in the definition of the scope of the call for proposals : analysis of concerned targeted territories and definition of selection criteria, , implementation methods of support; sectors of intervention to prioritize and the most relevant gender approach to adopt depending on the context;
- Optional phase: Support to the selected organization or consortium to consolidate a gender action plan within their project.

### **3.1 Inception Report / Context analysis**

Among the clarification of both AFD expectations and consultant methodology & workplan, this phase aims at producing a general analysis of the current urban context in Lebanon, in particular in the vulnerable neighbourhoods of main agglomerations. Among this general analysis, the consultant shall focus on the urban situation and main issues for the South region, Greater Beirut and Tripoli, also taking

into consideration access to basic and essential services. This context analysis shall include a “do no harm” analysis (understanding the potential impact of the project on existing conflict dynamics and its interactions with the context - with the goal to prevent unintended negative effects) and provide the elements to justify the launch of a call for proposals for a neighbourhood approach project.

#### **DELIVERABLE 1:**

- Inception report : Context analysis on urban issues and access to basic and essential services in vulnerable neighbourhoods (5p. maximum) + minutes of the kick-off meeting and detailed workplan

### **3.2 Support AFD in the definition of the neighbourhood selection criteria**

AFD started to define the scope of the call for proposals after preliminary meetings with key actors. However, in order to ensure that AFD will receive substantive and comparable proposals, the scope of the call for proposals still need some clarifications:

In addition to targeting certain regions (South region, Greater Beirut and Tripoli), the call for proposals will include eligibility criteria to select neighborhoods and ensure that the most vulnerable agglomerations (main municipality of the city and/or municipalities around that are part of the functional urban area) are targeted. It won't be requested to focus the call for proposals on specific neighborhoods but rather encourage applicants to make proposals in the neighborhoods where they have been active or are seeking to be active within the most vulnerable agglomerations. However, the consultant shall provide a tentative list of eligible neighborhoods in the three targeted areas as to facilitate comparison later on. Indeed, although the profiling of vulnerable neighborhoods carried out by UN-Habitat<sup>2</sup> is an interesting basis for contextual analyses for the organizations, it does not cover all of Lebanese vulnerable neighborhoods.

AFD pre-identified eligibility criteria as follows:

- Agglomerations with significant vulnerability factors:
  - Significant presence of Syrian refugees
  - High level of community tensions (see tension monitoring surveys<sup>3</sup>)
  - High poverty rate / number of people living below the poverty line
  - Recent history of social movements/violence
  - Exacerbated gender inequalities (access to housing, basic services, public spaces; women participation in local governance)
  - Reduced access to basic and essential services and the corresponding measured extent
- Agglomerations of more than [number of inhabitants to be defined]

In this context, the consultant will help AFD to define the geographical scope of the call for proposals, by:

- Providing a general analysis of level of vulnerability and civil society organizations (local and international) presence in the different regions of Lebanon: Tripoli, South and Nabatiyeh governorates, Greater Beirut ;
- Reviewing and improving the eligibility criteria pre-identified by AFD, according to their relevance and the data available at agglomerations scale ;

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<sup>2</sup> <https://lebanonportal.unhabitat.org/>

<sup>3</sup> available at : <https://data2.unhcr.org/en/working-group/25?sv=4&geo=71>

- Providing an analysis of main agglomerations of the targeted regions, according to these criteria to determine which territories could be considered as the most vulnerable and presenting the most prominent gender inequalities.
- Providing AFD key findings to fine tune the geographical scope of the call for proposals and the selection criteria to be used to target neighborhoods.

#### **DELIVERABLE 2:**

- Analysis of geographical scope report, including a regional analysis (with a focus on the Southern governorates, Greater Beirut and Tripoli), criteria, city analysis and recommendations;
- Tentative list of eligible vulnerable neighborhoods in the three targeted areas;
- Minutes of meeting with AFD on prioritization criteria's and regions;
- If so, minutes of meeting with organizations and stakeholders and site visits reports.

#### **3.3 Support AFD in the definition of main beneficiaries among population living in the neighbourhoods, implementation methodology including gender approach and sectors of intervention**

To be coherent with the general objective of the call for proposals, the targeted or main beneficiaries shall be the population / community living in the targeted neighborhoods, irrespective of their nationality or status: refugees, host communities and migrant workers with a focus on women and young people (a child-sensitive approach could be developed).

As it is already the case for all NGOs AFD had already met, a community-based approach will be a requirement in the call for proposals. Consultations and analysis of needs in a participatory and gender-sensitive approach will be promoted, as well as relying on existing community relays (e.g. existing CBOs – community-based organizations –, grassroots initiatives, etc.) to avoid creating ad-hoc structures.

AFD is eager to promote a strong gender approach within this Call for Proposals. Proposals and implementation methods shall systematically include a gender assessment of the targeted neighborhoods, dedicated budget lines and responsibilities (e.g.: gender expert in the team), dedicated actions, etc. The call for proposals shall then define some requirements and/or orientations (to prioritize) about gender, taking into account both AFD ambition (see annex 1) and the gender approach maturity level of the organizations which may respond. Budgeted activities will be proposed by the NGOs so as to reduce gender-based inequalities of access to basic services.

Finally, the relationship with municipalities is also a key point for the sustainability of the interventions, particularly for the whole urban investment component (basic services or public spaces) for which the municipalities are competent. Therefore, a linkage with municipalities and local governance component will also be a requirement of the call for proposals.

In that sense, the call for proposals could define some requirements and orientations (to prioritize) such as:

- The project shall target both refugees and host communities
- Focus on women and young people with dedicated activities
- Community-based approach, relying on existing structures

- Gender approach (specific requirements to be prioritized). E.g.: gender diagnosis including awareness and willingness of municipalities, and gender action plan including budget, competencies, etc.)
- Strong relationship with municipalities / support to municipalities to ensure sustainability

In terms of sectors of intervention such as type of investments or soft activities to prioritize, it will be defined ex-post as the call for proposals will promote a community-based approach to identify the needs. Pre-identifying investments before the consultation phase could be counter-productive if these investments do not meet the priority needs of the populations. However, the call for proposals could define some requirements and orientations (to prioritize) such as:

- How the project can maximize social cohesion outcomes
- A combined approach with urban investments and soft activities
- A humanitarian-development nexus approach: to implement in the first year quick and tangible activities corresponding to emergency needs (e.g: garbage and waste removal through employment intensive investments, quick repairs in housing, securing leases, psychosocial support, etc.); and to implement during the whole duration of the project, more structural and complex investments/activities (e.g.: improvement of basic services infrastructures, structural rehabilitations to housing, development of public, green spaces and/or sports areas, etc.).
- A methodology to ensure sustainability in urban investments, especially in terms of maintenance, in coordination with municipalities and other actors in charge.
- A methodology to analyze environmental and social risks, in accordance with the World Bank's Environmental and Social Framework (Environmental and Social Framework (ESF) [worldbank.org](http://worldbank.org)) and the exclusion of the projects with the most negative impacts
- The promotion, when possible, of labor-intensive activities in an intermediated approach (through contractors).
- Soft activities directly linked to the urban investments and community-based and gender approach: with a focus on women and young people, consultations, focus groups, participation in works, systematic empowerment of people (trainings, learning by doing approach, etc.), psychological support, legal assistance in housing if it is the case, trainings, etc.

In this context, the consultant will help AFD to precise these requirements of the call for proposals, by:

- Taking into consideration other relevant initiatives supported by the French embassy;
- Preparing, in coordination with AFD, a grid for analyzing similar initiatives: defining the relevant key elements to analyze in the mapping, making sure they will help to precise the requirements of the call for proposals: i.e. location, type of investments and soft activities, implementation method, gender approach, and relevant indicators to follow in the project, human resources, etc.
- Pursuing the appraisal phase launched by AFD by mapping international and local organizations that work on urban sector and gender equality, and the corresponding initiatives.
- Proposing a comparative analysis between actors and initiatives.
- Providing AFD with key findings to help it prioritize requirements/eligibility criteria and orientations / recommendations within the call for proposals, in terms of targeted population, implementation method including gender approach, sectors of interventions, and number of selected projects/consortiums.
- Pre-identifying the most common environmental and social negative impacts that the investments could induce in accordance with the World Bank's Environmental and Social

Framework ([Environmental and Social Framework \(ESF\) \(worldbank.org\)](http://www.worldbank.org)) in order to exclude them from the funding.

**DELIVERABLE 3:**

- Mapping of actors and initiatives, with relevant key elements
- Comparative analysis report, including a proposal to prioritize requirements/eligibility criteria and orientations / recommendations to include in the Call for Proposals
- Minutes of meeting with AFD on prioritization;
- If so, minutes of meeting with organizations and stakeholders and site visits reports

**3.4 Optional phase: Support to the selected organization or consortium to reinforce a gender approach within their project**

During the interviews led by AFD, it appears that very few NGOs working on urban or neighborhood projects have developed a strong gender approach. In that context, beyond the work on requirements/eligibility criteria in the Call for Proposals, AFD is willing to support organizations, which have a strong gender ambition in the project.

In this context and according to the quality of the selected proposals in terms of gender approach, AFD might trigger the optional phase. The consultant will then help the selected organization or consortium to concretize a gender approach within its project, by:

- Preparing, organizing and facilitating dedicated trainings for the selected organization(s) on gender issues, adapted to their gender approach maturity
- In coordination with the organization(s), proposing improvements in terms of gender approach to the project presented by the NGO(s)
- Following and supporting the beginning of the project to ensure gender approach is being properly implemented and NGO(s) has the proper tools/competencies to monitoring the gender impact of the project
- Once the need analysis has been done and the investments and activities to implement selected, supporting the organization in the definition of this implementation phase, including the elaboration of a specific and budgeted gender action plan according to the type of investments / activities that will be implemented.

At the beginning of this phase, the consultant methodology for these tasks shall be adapted in coordination with the organization(s) needs.

**DELIVERABLE 4 (optional):**

- Adapted workplan for this phase
- Training materials
- Improvement within organization(s) proposals
- Specific recommendation on investments and activities report including monitoring of the project's gender impacts
- Gender action plan for the selected NGOs
- Minutes of the meeting with organization(s)

#### **4. Duration, location of the works, meeting and supervision**

The duration of the works to be performed by the consultant will be:

- 5 months for the firm phase (deliverables 1 to 3), including time for validation of the deliverables
- and a maximum of 12 months additional from the selection of the consortium for the optional phase, according to the project timeframe (deliverable 4).

The duration of the contract will be 24 months including the optional phase.

The consultant's proposal shall include a tentative calendar with appropriate level of detail, identifying each section of the scope of works and the related tasks, and the date of issuance of the deliverables.

The Consultant's team is required to be **actively present in Lebanon**.

The kick-off meeting and following meetings with AFD will be organized in AFD offices in Beirut (if the situation allows it), in conference with Paris team.

All additional meetings with other organizations and stakeholders and, if so, site visits, will be organized in Lebanon.

The consultancy work will be supervised by AFD team, composed of Beirut agency experts, urban development expert, gender expert and crisis and conflict expert.

Each deliverable will be submitted to AFD by email for comments. AFD will return comments within a maximum of 15 days after submission. The consultant will then prepare second draft and final versions within a maximum of 15 days.

#### **5. Skills requirements for this consultancy**

The consultancy team is expected to prove its skills and a high level of competence in the following fields:

- Urban planning and design
- Urban basic services
- Social vulnerability
- Conflict sensitivity
- Gender , with extensive experience in producing and implementing gender diagnosis and gender action plans
- Adequate language skills : fluent English and Arabic is a prerequisite, French is an asset

Annex 1: indicative criteria of analysis for a gender-sensitive project at AFD (i.e. contributing to structural reduction of inequalities between women and men)

1. Women empowerment and the structural reduction of inequalities between women and men is a transversal objective, across all components of the project

The project aims for structural and sustainable change, i.e gender actions have a geographical and/or temporal impact beyond the project's scope.

For example:

- A project that integrates an ambitious program of capacity building of the counterpart on gender, must cover all the activities of the counterpart and not be limited to the project's scope
  - A project aiming for the elimination of structural constraints, i.e. political, economic, educational etc., must include actions involving national or regional institutional actors (in addition to the counterpart)
2. The assessment of the counterpart's capacities has been carried out, and the counterpart is proactive and willing to move forward on the issue

A detailed gender diagnosis was carried out during the appraisal process

- A substantial analysis of the baseline situation was conducted (gender-specific data, analysis of barriers and constraints to the participation of men and women in the project, analysis of gender risks and opportunities of the project)
  - The results of this gender-based diagnosis help design the project, and are not confined to a side component
3. Gender actions are detailed and budgeted

The following elements have to appear:

- A budget for the implementation of gender actions (human and financial resources)
  - People in charge of their implementation are identified, and capacity-building activities are offered if needed, to ensure sustainability at the end of the project
  - Objectives to be achieved, as well as indicators, are defined
  - A follow-up of the results is scheduled (reporting, ex-post evaluation etc.)
  - These actions are integrated directly into the logical framework, and if necessary, into a gender action plan annexed to the agreement
4. The project is presented as a gender project

The project is/will be presented as a gender project, during appraisal and implementation.