

Lebanon Emergency Assistance Project Frequently Asked Questions

1. What is the Lebanon Emergency Assistance Project (LEAP)?

The [Lebanon Emergency Assistance Project \(LEAP\)](#) is a Government of Lebanon reconstruction project financed by the World Bank (WB), designed to enable sustainable recovery and restore lifeline services and critical infrastructure in areas affected by the 2023-2024 conflict in Lebanon. Given Lebanon's large reconstruction needs, LEAP is structured as a US\$1 billion scalable framework project, with the World Bank providing the initial US\$250 million of financing. This framework allows efficient absorption of additional financing—whether grants or loans—under a unified, government-led implementation structure that emphasizes transparency, accountability, and results. The project provides a sequenced approach spanning response, recovery and early reconstruction, with a flexible design ensuring that the project can expand its impact as additional resources become available.

The LEAP design was informed by the findings of the [Rapid Damage and Needs Assessment](#) (RDNA), which assessed the impact of the conflict in Lebanon between October 8, 2023, and December 20, 2024. The RDNA estimated total direct damages across 10 sectors at US\$7.2 billion, with reconstruction and recovery needs totalling US\$11 billion. Critical infrastructure and buildings essential to economic activity and to the community health and safety sustained US\$1.1 billion in damages across the transport, water, energy, municipal services, education and health care sectors. Given the scale of needs, LEAP was designed to support public infrastructure and building restoration as a precondition for economic and social recovery.

The initial \$250 million of LEAP financing was approved by the WB Board of Executive Directors in June 2025. The project is implemented by the Council for Development and Reconstruction (CDR), under the strategic guidance of the Prime Minister's Office and in coordination with relevant line ministries through the Council of Ministers.

2. What activities does the LEAP finance?

The LEAP is structured around four main components:

- (i) **Immediate Response:** finances immediate response actions to ensure readiness for recovery. Activities include safe and well-planned rubble management, securing structural unsound buildings, assessing damage to cultural heritage sites, decommissioning centers for internally displaced persons and reverting the buildings back to their original use, such as schools, and rapidly restoring road access to heavily damaged areas. These measures aim to reduce further damage and protect public safety.
- (ii) **Rapid Recovery of Public Lifeline Services and Public Critical Infrastructure:** supports the rapid, integrated and multisectoral restoration of essential public services—such as water, energy, mobility, health and education – in conflict-affected areas. This may include the provision of alternative service delivery mechanisms to enable the return of economic activity and support the population's immediate needs.
- (iii) **Sustainable and Robust Reconstruction of Public Critical Infrastructure and Public Lifeline Services:** finances consultancy services to prepare execution-ready designs and studies for the reconstruction of public critical infrastructure. It also supports the sustainable and robust construction of severely damaged or destroyed infrastructure, ensuring that investments are resilient and aligned with long-term recovery and development goals.

- (iv) **Project Management:** finances the Project Management Unit within CDR, responsible for overall project coordination, monitoring, evaluation, and fiduciary oversight.

The LEAP is designed as a US\$1 billion framework project. Currently, \$250 million in WB financing is available, creating a \$750 million financing gap under the LEAP Framework. This approach of preparing a project with a substantial financing gap reflects Lebanon’s unique post-conflict context, with massive pressing needs necessitating quick mobilization before full Project financing is secured. The US\$1 billion scope enables rapid scale-up as additional financing becomes available, with the most urgent needs allocated financing from the initial \$250 million financing envelope. This initial prioritization of financing and the remaining financing gap are reflected in the following table:

Table. Project Components with available financing, financing gap under the LEAP Framework and total

Component number and short name	Financing Available (US\$ millions)	Financing Gap (US\$ millions)	Total (US\$ millions)
C 1: Immediate Response	50	30	80
C 2: Restoration of Public Lifelines	175	245	420
C 3.a: Reconstruction (designs)	15	5	20
C 3.b: Reconstruction (works)	0	455	455
C 4: Project Management (inc. front end fee)	10	15	25
Total	250	750	1,000

3. Which geographic areas of Lebanon are eligible for financing under LEAP?

Eligible areas under the LEAP are those that sustained damage in the conflict that affected Lebanon starting in October 2023 and throughout 2024.

Areas are ineligible if they have not been cleared by the Lebanese Army for Explosive Remnants of War (ERW) or have unmanaged human remains.

4. Which investments are not eligible for financing under LEAP?

Ineligible investments and activities are those that: a) have high-risk environment or social impacts as per the World Bank Environmental and Social Standards (ESS); b) affect international rivers or waterways, as per the World Bank Operational Policy (OP) 7:50; c) are located in disputed territories, as per (OP) 7:60; d) impact Critical Natural Habitats; e) impact tangible or intangible Cultural Heritage; f) include services or facilities related to defense, judiciary, law enforcement, security, correctional facilities, and other related areas; and g) require land acquisition.

5. How are the activities covered selected?

The LEAP uses a clear and transparent prioritization process to ensure that resources are directed to where they can have the greatest and most immediate impact.

The prioritization methodology was prepared by a committee, composed of representatives from the Ministry of Finance, Ministry of Public Works and Transport, Ministry of Environment, CDR and National Council for Scientific Research - Lebanon (CNRS-L), using data collected by CNRS-L. The methodology was approved by the Council of Ministers on March 27, 2025, Decision 4/2025 (Minutes Number 7). During

implementation, the project will also coordinate closely with local authorities and stakeholders to ensure that interventions are responsive to community needs and that recovery is inclusive and sustainable.

Under Component 1, *Immediate Response*, **activities will be prioritized based on urgency and their ability to create conditions necessary for recovery**. This includes actions that must start immediately, such as safe and well-planned rubble management, securing structurally unsound buildings, assessing damage to cultural heritage sites, and restoring road access to heavily damaged areas. The focus is on measures that reduce further damage and protect public safety.

Under Components 2 and 3, *Rapid Recovery of Services*, an **area-based prioritization for service restoration** will be used to determine the order of priority for districts and localities. Prioritization is based on three criteria:

- (i) **lowest intensity of damage** to enable a quicker recovery and resumption of economic activity;
- (ii) **highest winter population** to ensure the greatest number of beneficiaries; and
- (iii) **highest pre-conflict economic activity** and potential to contribute to economic development.

6. How will LEAP manage rubble?

The LEAP will manage rubble through a safe, well-planned and environmentally responsible approach under Component 1, *Immediate Response*. Recognizing the significant environmental and public health risks of large-scale debris and lessons from previous conflicts, the rubble management approach is designed to meet higher international standards and minimize negative impacts.

The starting point of the LEAP project is the rubble which was already transported to temporary sites following the conflict. The rubble will be transported to treatment centers, which will be located in existing quarry sites or other suitable sites to be determined, where it will be sorted to recover and extract usable materials such as concrete and steel for recycling and reuse in reconstruction efforts. This process reduces the need for new raw material mining and production while lowering carbon dioxide emissions associated with construction material manufacturing. Unusable and hazardous debris will be safely disposed of in the quarry sites, which are rehabilitated as part of the treatment and disposal process, contributing to environmental restoration.

Throughout all stages, the LEAP strictly adheres to compulsory environmental guidance issued by the Ministry of Environment, as well as the WB Environmental and Social Standards (ESSs), covering transport, sorting, recycling, and final disposal of unusable and hazardous materials. Contractors are also required to comply with occupational health and safety standards to protect workers and communities. Progress is tracked by measuring total volume of rubble sustainably managed and ensuring compliance with environmental and social standards. Site-specific Environmental and Social Impact Assessments (ESIA), and corresponding Environmental and Social Management Plan (ESMPs) will be prepared depending on the nature and scale of the works, consistent with relevant WB ESSs.

7. What financing mechanisms have been established to support the project? How will additional funding be mobilized?

The LEAP is supported by a financing structure that combines an initial WB loan with a framework designed to attract and absorb additional financing as it becomes available. To launch the framework project with its total estimated cost of US\$1 billion, an International Bank for Reconstruction and Development (IBRD) loan of US\$250 million was approved by the WB Executive Directors to address the most urgent recovery and reconstruction needs in Lebanon. This initial financing, however, covers only a

portion of the total project cost covering priority investment needs for the first 18-24 months, leaving a significant financing gap under the LEAP Framework of US\$750 million.

To bridge this gap, the project is structured to mobilize additional funding from development partners and donors. The project's design is intentionally flexible, allowing for a rapid scale-up of activities as new financing is secured. This means that as additional resources are mobilized, they can be quickly allocated to priority interventions within the project's framework. The WB is actively engaging with the international community to identify and secure further financial support, leveraging its convening power and technical expertise to coordinate with other development partners. This approach is informed by global best practices, where the WB has played a catalytic role in mobilizing both public and private sector resources for large-scale recovery efforts.

8. Who will implement the project? What are the roles of different ministries in project implementation?

The CDR is delegated with the responsibility for overall Project implementation for all components. It has a mandate focused on reconstruction and development and a proven track record as an implementing agency for WB-financed multi-sectoral infrastructure projects. To manage the project effectively, the CDR will set up a dedicated Project Management Unit (PMU). This unit will be responsible for day-to-day coordination, management, and reporting, and will report directly to the CDR president and Board, internalizing all functions for the LEAP implementation.

Beyond the CDR, the Prime Minister, in consultation with the Minister of Finance, will provide overall strategic guidance for the project. The Ministry of Public Works and Transport will have overall leadership and oversight of Project execution. The Ministry of Environment will oversee the rubble management under Component 1a, and the overall implementation of the environmental and social requirements. Other Ministries will provide strategic and technical advice and inputs, including the Ministries of Energy and Water, Education and Higher Education, Social Affairs, and Public Health for the implementation of Component 2 and Component 3 to identify the most urgent needs in prioritized geospatial areas and to develop technical specifications.

Given the scale and urgency of reconstruction needs, the Government has enacted key policy decisions to ensure LEAP's implementation readiness, in line with transparency, efficiency and accountability principles. These were prerequisites for advancing the LEAP loan to the World Bank Board.

The Government appointed a full Board of Directors for the CDR for the first time since 2009. These appointments, finalized in May 2025, through an open, merit-based process pave the way for implementing an ambitious institutional modernization agenda for CDR, including complete business process reengineering and digitalization. CDR has also adopted streamlined implementation procedures for LEAP, aligned with international best practices for emergency operations. These procedures include delegated administrative and decision-making authority to the PMU, significantly accelerating internal processes. For example, under LEAP, procurement timelines will be reduced from over a year to just 12 weeks for works and 18 weeks for consultancy services. These procedures were formally adopted by CDR's Board on February 27, 2025.

In addition, the Government committed to strengthen CDR efficiency through selected reform measures which will be financed and delivered under the LEAP in the following areas: (i) administrative and decision-making responsibilities and delegations of decision-making from CDR Board to managerial functions where appropriate, as per international best practices, (ii) business process reengineering to cut and reduce unnecessary processes, including assessment of human resources against organizational

requirements and reorganization where necessary; (iii) digitization of financial management and procurement systems to increase transparency and enhance efficiency; and (iv) open access to information, including disclosure policy, monitoring and reporting.

9. What measures are in place to ensure the project is implemented effectively and transparently?

To ensure the project is implemented effectively and transparently, several mechanisms have been put in place. First, the PMU within the CDR will hire supervision engineering firms to oversee the implementation of works and report on non-conformities. The supervision firms will ensure that the works are carried out to a satisfactory standard of workmanship and materials, as scheduled, within budget, in accordance with the specifications and drawings, and to acceptable environmental and social standards and site-specific E&S instruments. The CDR will conduct regular site visits and prepare a progress report on a quarterly basis, noting that in the case of any severe or significant accidents on any site, the Bank shall be informed within 24-48 hours. Secondly, a **Third-Party Monitoring Agency (TPMA)** will be hired by the CDR to regularly monitor project progress, including safe management of rubble. The TPMA will use site visits, satellite images, surveys and document reviews to confirm the eligibility of expenditures and to make any recommendations on improvements across all components. Additionally, the WB is providing the CDR with **Hands-on Expanded Implementation Support (HEIS)** to ensure efficiency in procurement.

Furthermore, an **international engineering firm**, hired by the WB, will carry out independent checks on the technical, environmental, social, financial and institutional aspects of the project. The firm will verify that transactions are eligible, review procurement processes and confirm results provided by the project team.

10. What are the procurement regulations applied in the project?

The LEAP will follow the WB procurement regulations for IPF borrowers for Goods, Works, Non-Consulting and Consulting Services, February 2025. The World Bank has a zero-tolerance policy for corruption, and requires application of, and compliance with, the Bank's Anti-Corruption Guidelines in all projects it finances along the procurement core principles of value for money, economy, integrity, fitness-for-purpose, efficiency, transparency and fairness. The LEAP will adopt the WB's standard procurement documents. All measures stipulated by the WB procurement regulations apply to the project including the possibility of submitting complaints to the implementing agency (CDR) and/or to the WB as detailed in the procurement documents. All tenders, procurement plans, and notices of award will be published by the CDR as required under WB procurement regulations. Pre-bid/proposal meetings will be held, and minutes of meetings will be issued to potential bidders/proposers. Bidders/proposers will be informed of any amendments to the tender documents in a uniform, transparent and systematic manner. Finally, the bid/proposal evaluation information will remain confidential and will not be disclosed between bid/proposal submission date and notice of intention to award. All contracts under LEAP are subject to risk-based prior or post review by the WB, with main works contracts subject to the WB's procurement prior review.

11. How will the use of project financing for its intended purpose be verified?

The verification of the use of project financing for its intended purpose is a shared responsibility. The CDR, as the implementing agency, is required by the WB to establish a robust control system to monitor expenditures and ensure that funds have been used for their intended purposes. This would include: (i) recruiting or assigning a fiduciary team, consisting of financial management and procurement specialists, to manage and report on commitments and expenditures; (ii) adopting an accounting software with a

separate module for the project to record the transactions; (iii) preparing yearly budgets and quarterly financial reports showing details about the funds used; (iv) recruiting an independent external auditor to audit the project financial statements on a yearly basis; (v) engaging a Third-Party Monitoring Agent (TPMA) to independently monitor and verify project activities and expenditures through site visits, satellite imagery, surveys and document reviews. The WB team will conduct regular reviews to ensure proper documentation and substantiation of expenditures. In addition, an international lender's engineering firm will be hired to conduct compliance due diligence on fiduciary aspects.

12. How will the project manage the environmental and social aspects associated with the works financed under the project?

The project faces substantial environmental and social risks, including those related to rubble management, health and safety, and impacts on vulnerable groups. The LEAP manages these environmental and social (E&S) aspects through an [Environmental and Social Commitment Plan \(ESCP\)](#), which forms part of the Loan Agreement and ensures compliance with WB ESSs. These documents, prepared in consultations with key stakeholders, include key measures such as establishing a PMU with dedicated E&S specialists, providing capacity building and training, and implementing robust monitoring and reporting systems.

The LEAP will prepare, disclose, consult on, and implement several E&S instruments, such as Environmental and Social Impact Assessments (ESIAs), Environmental and Social Management Plans (ESMPs), Contractor ESMPs (C-ESMPs), Labor Management Procedures (LMP), Occupational Health and Safety (OHS) Plans, Waste Management Plans (WMP), a SEA/SH (Sexual Exploitation and Abuse/Sexual Harassment) Action Plan, a Security Management Plan (if needed), and a [Stakeholder Engagement Plan \(SEP\)](#). These instruments are integrated into procurement and contract documents, and updated as necessary to address project changes or unforeseen circumstances, ensuring effective E&S risk management throughout the project lifecycle.

The CDR will recruit specialized staff in the PMU to oversee E&S risk management, including an occupational health and safety specialist, an environmental specialist, and a social specialist. Other staff in the PMU, contractors and supervision consultants will be trained in occupational health and safety, and community health and safety. CDR will also submit quarterly reports to the WB throughout project implementation to report on the environmental, social, health and safety performance of the project. During implementation, CDR is required to report any significant incidents or accidents related to the project to the WB within 48 hours, followed by a detailed review and the development of a Corrective Action Plan within 20 days to address the root causes and prevent recurrence.

13. Have inclusive stakeholder consultations been conducted?

World Bank financing requires that stakeholder consultations be undertaken during the preparation and implementation of WB-funded projects. The Borrower is required to consult with project-affected groups and interested parties—including civil society organizations, government agencies, and private sector—about the E&S impacts and proposed mitigation measures. These consultations start as early as possible, with relevant material provided in a timely manner prior to these consultations and in a form and language that are understandable and accessible to the groups being consulted with.

During project preparation, consultations took place from January to April 2025, involving the Ministry of Public Works and Transport, Ministry of Environment, the World Bank, municipalities (including Union of Municipalities of the Southern Suburbs), academic institutions, civil society organizations, and the private

sector. Early consultations addressed project design, beneficiary selection, and E&S risk mitigation. Stakeholders expressed overall support for the project and raised concerns about safe rubble removal, disposal and management; adequate resources to manage rubble in an environmentally responsible manner; opportunities for recycling of rubble; and lessons learned from past experiences with rubble management. Stakeholders also expressed the importance of restoring life-line services and enabling people to return to their homes and restore livelihoods.

The CDR prepared a Stakeholder Engagement Plan (SEP) for the LEAP, which provides a detailed framework for engaging stakeholders throughout the project. The SEP's main goal is to ensure transparent information disclosure and meaningful consultation, with a strong focus on including vulnerable groups such as women, the elderly, persons with disabilities, internally displaced persons (IDPs), and informal waste pickers. The SEP outlines specific engagement methods—focus groups, community consultations, interviews, site visits, and digital outreach—tailored to each stakeholder group and project phase (preparation, implementation, closure). It also details a robust Grievance Mechanism (GM) with multiple accessible channels, clear timelines for response and resolution, and special provisions for sensitive complaints and appeals. Monitoring and reporting are built into the SEP, with bi-annual updates and disaggregated data to ensure transparency and continuous improvement. The [draft SEP and Environmental and Social Commitment Plan \(ESCP\)](#) were disclosed online on April 4, 2025, followed by public consultations in Beirut from April 14–16, 2025. These sessions included ministries, municipalities, and NGOs, who discussed issues such as heritage conservation, project prioritization, municipal capacity, and the need for inclusive design and ongoing engagement with vulnerable populations. The [final SEP was disclosed on June 27, 2025](#).

14. Is there a Grievance Redress Mechanism (GRM) in place? How can enquiries and complaints be raised?

A LEAP Grievance Redress Mechanism (GRM) is being developed and will be accessible to the public at large to send project-related suggestions, concerns and complaints. In the meantime, grievances can be submitted via different channels, such as:

- **Telephone:** +961-1 980096
- **Fax:** +961-1 981 255
- **Email:** GRM.LEAP@cdr.gov.lb
- **Letter addressed to the CDR:** Address: Tallet al Serail - Riad el Solh, Beirut – Lebanon

All complaints will be individually followed up on and documented accordingly in a GRM log.

Complaints related to the LEAP can also be sent to the attention of the WB Office in Beirut via zelkhalil@worldbank.org. Alternatively, communities and individuals who believe that they have been, or are likely to be, adversely affected by a WB-supported project may submit their complaints to the WB's [Grievance Redress Service \(GRS\)](#) or the [WB Inspection Panel](#). Complaints about suspected fraudulent, corrupt, collusive, coercive or obstructive practices under WBG financed projects can also be reported to the [Integrity Vice Presidency](#).