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ANNEX

Commission Implementing Decision on the Special Measure in favour of Syria 2022

Action Document for the 2022 Special Measure in support of the Syrian people

ANNUAL MEASURE

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan/measure in the sense of Article 23(4) of NDICI-Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

1. Title CRIS/OPSYS Basic Act	2022 Special Measure in support of the Syrian people Annual measure in favour of Syria for 2022 OPSYS business reference: NDICI-GEO-NEAR/ACT-60839 and JAD.972672 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe).
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in Syria.
4. Programming document	Not applicable
5. Link with relevant MIP(s) objectives/expected results	Not applicable
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Health - 121 Education - 111 Other Social Infrastructure and Services - 160 Government and Civil Society – 151 Conflict, Peace and Security – 152
7. Sustainable Development Goals (SDGs)	Main SDG (1 only): SDG 1: No Poverty The action will also contribute to the following SDGs: SDG 2 Zero Hunger, SDG 3 Good Health and Well-Being, SDG 4 Quality Education, SDG 5 Gender Equality, SDG 8 Decent Work and Economic Growth, SDG 10

	Reduced Inequalities, SDG 11 Sustainable Cities and Communities and SDG 16 Peace, Justice and Strong Institutions.			
8 a) DAC code(s)	11220 – Primary Education – 5% 11260 and 11320 – Secondary Education – 5% 11330 – Vocational Education – 6% 12110 – Health policy and administration – 7% 12281 – Health personnel development – 9% 15150 – Democratic participation and civil society – 10% 15220 – Civil peacebuilding, conflict prevention and resolution – 1% 31161 – Food Crop production – 6% 31191 – Agricultural Services – 6% 31194 – Agricultural co-operatives – 5% 31195 – Livestock-Veterinary Services – 5% 43032 – Urban development – 20% 43030 – Rural development – 15%			
8 b) Main Delivery Channel	Third Country Government Institutions (Delegated Assistance) – 13000 NGOs – 20000 INGOs – 21000 UN Agencies – 41000 Private Sector Institutions - 60000			
9. Targets	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development ¹ <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women’s and girl’s empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

¹ For the Neighbourhood, activities related to education shall be marked as part of the “Social Inclusion and Human Development” target, in line with the NDICI-GE programming guidelines.

	Disabilities			
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Internal markers	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation Tags: digital connectivity digital governance digital entrepreneurship job creation digital skills/literacy digital services	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	<u>Connectivity</u> Tags: transport people2people energy digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Migration	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	COVID-19	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	BUDGET INFORMATION			
12. Amounts concerned	<p>Budget line: 14.020110 Southern Neighbourhood</p> <p>Total estimated cost: EUR 50 550 000</p> <p>Total amount of EU budget contribution EUR 46 000 000</p> <p>This action is likely to be co-financed in joint co-financing for an estimated maximum amount of EUR 4 550 000</p>			
MANAGEMENT AND IMPLEMENTATION				
13. Implementation modalities (type of financing and management mode)	<p>Project Modality</p> <p>Direct management through:</p> <ul style="list-style-type: none"> - Grants - Procurement <p>Indirect management with the entity(ies) to be selected in accordance with the criteria set out in section 4.3.3</p>			

1.2. Summary of the Action

The Syrian people are no longer subjected to the sustained and pervasive violence that were part of their daily lives for more than a decade, though individual pockets of conflict can and do flair unpredictably from time to time, most recently in Northeast Syria when ISIS cells attempted a mass prison break, plunging the surrounding city of Hassakeh into days of fighting and instability for local residents. There are, however, few grounds for hope, as the needs now appear to be greater than at almost any time during the crisis. The most urgent needs in Syria now are fuelled by the secondary and tertiary effects of the protracted crisis, such as economic volatility, lack of basic services, state collapse, and the impacts of COVID-19 on already distressed sectors. The current situation undermines the development of sustainable livelihoods, destroying traditional social safety nets and coping mechanisms of families and local communities, with a rising number of female-headed households and disabled people particularly at risk. Vulnerability among women, girls and boys has increased dramatically, as displacement and poverty have increased the risk of sexual and gender based violence (SGBV). The longer-term recovery of critical public services sectors such as health and education, as well as other equally critical public goods such as water, electricity and solid waste management faces huge challenges. Safe access to food, water and shelter is a daily struggle, as is access to employment and economic opportunities. Access to food is likely to become more problematic as prices on a range of products has increased sharply due to Russia's war of aggression against Ukraine and its impact on fuel and grain supplies. Children and adolescents, who have grown up knowing nothing but conflict, are in danger of becoming a lost generation as they face continuing obstacles to accessing quality education, or indeed any education. All of these elements taken together have dire consequences for the psychosocial health of individuals, resulting in rising community tensions, radicalisation and a severely frayed social fabric.

While the humanitarian needs are huge, with almost 14 million people in need of assistance, the changing nature of the crisis requires a more robust medium-term approach supporting the resilience and early recovery efforts of Syrian citizens wherever possible at a grassroots level – going beyond emergency and life-saving responses. There is also a clear imperative to support medium to longer-term interventions which focus on strengthening systems and fostering resilience and sustainability. This Special Measure will therefore support the resilience and early recovery needs of the Syrian population through community-driven interventions aimed at the provision of key services while supporting social cohesion at the local level. Four priority areas of intervention have been selected. Interventions in the health and education sectors will focus on strengthening the provision of key services now, but will also pay attention, among others, to aspects which increase resilience, such as strengthened capacities of healthcare personnel to manage services and systems, or greater investments in vocational education providing youth with viable livelihood opportunities. This Special Measure will also continue to build urban and rural resilience, providing integrated support to a number of urban areas and their rural hinterlands with the aim of mitigating further instability, displacement and loss of human capital by employing a people-centred approach to recovery and social cohesion. Finally, this action will support local Syrian civil society actors to build their capacities as independent development actors in their communities, promoting inclusive, transparent and participatory processes, which can support early recovery and foster social cohesion.

Individual areas of the action will contribute to four Sustainable Development Goals (SDGs) linked directly to the priority sectors of intervention. Due attention to cross-cutting issues, especially gender and support for vulnerable community members will lead to contributions towards SDGs on gender inequality and reduced inequalities. Together, the separate interventions will contribute towards the overarching goal of a reduction in poverty.

EU cooperation with the Syrian regime remains suspended and EU policy as regards to reconstruction, remains firmly in place. Implementation of this Action will be in line with the political parameters for engagement of non-humanitarian assistance in Syria as set out in the Council Conclusions, in particular

paragraph 7; “The EU will continue to work with Syrian civil society, as essential stakeholders in an inclusive process, to promote democracy and human rights in support of peace and stability in Syria” and paragraph 12; “The EU will continue to support the resilience of the Syrian population, in line with the EU Strategy on Syria. (...) The EU will seek to increase assistance, combining cross-border assistance with support from inside Syria and will aim at delivering aid as part of a larger effort to address the needs of the population all across Syria, to prevent violent extremism and sectarianism and to build local resilience”. The action will give priority (1) to a ‘Whole of Syria’ approach as long as the operational context allows, and (2) to communities where significant numbers of returnees and Internally Displaced Persons (IDPs) are located. This is also in line with United Nations Security Council Resolution (UNSCR) 2254, which underscores the critical need to build conditions for the safe and voluntary return of refugees and internally displaced persons to their home areas.

Robust risk monitoring and mitigation measures form the backbone of this support, including time-sensitive analysis of programme locations and activity-specific risks, security and context developments, partners and entity checks, as well as thematic analysis across geographies.

The EU will closely monitor developments on the ground and constantly assess risks and opportunities, in order to avoid interference or legitimisation of any unwarranted entity. In line with Council Conclusions, EU assistance will benefit the population of Syria and avoid benefits accruing to the Syrian regime that would legitimise its national and local governance. In particular, EU support will only be maintained under the following conditions:

- there is space for implementing partners to work without endangering their lives/freedom;
- assistance can be provided without unwarranted interference by the regime, armed factions or regional actors that may aim to steer or change the focus of interventions by influencing the selection of target locations, beneficiaries or modes of implementation;
- assistance is geared towards empowering local communities and legitimate Non State Actors (NSA) whilst avoiding to contribute to further fragmentation and/or demographic engineering;
- access and capacity to (remotely) monitor are maintained;
- full compliance with EU Restrictive Measures is ensured.

2. RATIONALE

2.1. Context

Syria has seen no major military offensives since March 2020, and although skirmishes, shelling, and airstrikes continue and large-scale conflict activity remain a possibility, frontlines are — for now — essentially frozen. Localised violence persists, and no part of the country is safe for return. However, the scope and intensity of armed conflict in the country pale in comparison to conditions witnessed between 2012 and 2019. Paradoxically, however, the UN characterises Syria as being locked “in a downward spiral,” and top officials warn that humanitarian needs are now greater than at any point in the crisis.

About 6.9 million Syrians are internally displaced, and over 5.6 million officially registered as refugees. In the Northeast and Northwest especially, where there is also a large IDP population, conditions are particularly dire. Women and children make up 80% of the population of displaced persons in Syria. There is a rising tide of hopelessness, especially among women and girls affected by multiple forms of violence and discrimination, such as widows and divorcees, adolescents, older women and people with disabilities. Violence against women has become so normalised across all facets of life that it must now be recognised as a key phenomenon within modern Syrian culture — one that is quickly eroding the resilience of women. Syria has been especially hard hit by the COVID-19 pandemic and the severe deterioration in socio-economic conditions. Around 90%

of the population now lives below the poverty line, facing fuel and bread shortages, a water crisis and worsening food security, while essential services are under extreme pressure.

As 2022 begins, the Syria crisis response stands at a crossroads. The nature of the crisis is changing, as the dynamics that are now most pertinent to needs are no longer directly related to violent conflict. Arguably, the most urgent needs in Syria are fuelled by the secondary and tertiary effects of the protracted crisis, such as economic volatility, lack of basic services, state collapse, and the impacts of COVID-19 on already distressed sectors. The social and economic impact of the conflict is huge and worsening: the lack of sustained access to health care, education, housing, and food has exacerbated the effects of the conflict, pushing millions of people into unemployment and poverty, which could further fuel radicalisation as well as new waves of migration towards the neighbouring countries and Europe. 14.6 million people are in need. A severely degraded healthcare system makes Syrians extremely vulnerable to additional shocks, such as an outbreak of COVID-19. Refugees face the prospect of deteriorating conditions and potential discrimination in neighbouring countries where economies face challenges, or returning to a country which is not yet safe. The changing nature of the crisis requires an even more robust medium-term approach supporting the resilience and early recovery efforts of Syrian citizens wherever possible at a grassroots level – going beyond emergency and life-saving responses. To support this objective, this Special Measure will focus on preserving the social fabric of Syrian society, by seeking to address severe gaps in access to services, especially in the spheres of health and education. Support for increased urban and rural resilience efforts in specific locations where multi-sectoral, community and area based approaches can be implemented without the interference of the regime will be targeted. A particular focus will be placed on linking early recovery and resilience initiatives with other ongoing programmes on housing land and property rights (HLP) to lay a solid foundation for more sustainable interventions.

Bilateral co-operation with the Syrian government remains suspended since 2011. This Action is framed by the 2012 Geneva Communiqué, the United Nations Security Council Resolution (UNSCR) 2254 adopted on 18 December 2015 and by the Council Conclusions adopted by the Foreign Affairs Council (FAC) on 3 April 2017, which endorsed the EU Strategy on Syria² and remains the guiding framework for engagement in Syria. As confirmed in the Council Conclusions adopted by the Foreign Affairs Council (FAC) of 16 April 2018, a lasting peace in Syria is the EU's ultimate objective. This Action is also in line with UNSCR 2585 adopted in July 2021 and which welcomes all efforts and initiatives to broaden the humanitarian activities in Syria, including water, sanitation, health, education, and shelter early recovery projects.. EU policy as regards reconstruction remains firmly in place and the EU will only assist in reconstruction when a comprehensive, genuine and inclusive political transition is firmly under way. The EU has also been exploring an approach on returns that recognises the fact that individual spontaneous returns are already happening and may still increase, and that there is a need to take steps to prepare the ground for possible future organised returns. This is in line with UNSCR 2254, which underscores the critical need to build conditions for the safe and voluntary return of refugees and internally displaced persons to their home areas. Despite the adoption of UNSCR 2585 in July 2021, there must be considerable doubt that a new cross-border resolution will be approved, given the heightened tensions as a result of the Russian invasion of Ukraine. This will have a significant impact on the UN's ability to operate in Northwest Syria.

Complementarity with other donor actions is ensured through regular exchanges, among EU Member States in Beirut, and with other donors in online formats. The relatively limited pool of implementers for actions in Syria allows for a good overview of ongoing activities and encourages coordination of inputs. The EU maintains a high profile among the civil society organisations, both local and international, and has the ability to discuss with them in a transparent manner current needs and commensurate approaches. EU commitments to engage in nexus programming in crisis contexts will emphasise coordination, technical support, referral mechanisms and harmonisation of practices in the Syrian context. While recognising the ongoing need for

² [Council adopts EU strategy on Syria \(europa.eu\)](https://europa.eu/european-council/en/press-releases/15447)

humanitarian interventions as supported inter alia by the EU's DG for European Civil Protection and Humanitarian Aid Operations (DG ECHO), development assistance plays an important role in that it builds on humanitarian efforts through supporting actions that emphasise resilience and sustainability. Strong coordination with DG ECHO is ensured both in headquarters and at field level with a view to identifying complementary interventions. The peace component of the nexus is supported through strong coordination with the EU's Foreign Policy Instrument (FPI) through coordination on promising rapid and short-term interventions with a view to their potential further support and expansion through NEAR funding instruments. The combination of different tools and instruments available for the EU's work in Syria, the expanding number of entities through which the EU operates, as well as the ability to work in all geographies of the country, represents a distinct added value in a context where maintaining social cohesion across different regions and groups is of prime importance.

2.2. Problem Analysis

The scale, severity and complexity of needs of the Syrian population has reached unprecedented levels. Though conflict violence is largely sporadic and localised, it remains unpredictable, as seen in the recent events in Northeast Syria where an ISIS-led jailbreak attempt led to conflict affecting the security of the residents of Hassakeh city for up to a week. Currently, the greater danger for the majority of the Syrian population now stems from the severe domestic and regional economic crises, combined with the impact of the COVID-19 pandemic. Food insecurity has increased markedly over the course of 2021 primarily due to drought and rising prices. This trend will likely be exacerbated still further by the shortages in wheat and rising prices for fuel brought about by the Russian invasion of Ukraine. In this context, the need to support the resilience and early recovery of the Syrian population through activities aimed at the provision of key services, while supporting the development and maintenance of social cohesion at the local level, is seen as key. This action therefore prioritises bottom-up and community-driven interventions at the local level, strengthening the resilience of communities, building their capacity for future recovery and return, as well as nurturing civic space. All interventions will be guided by the local needs of specific communities, taking into account their vulnerabilities.

Urban and Rural Resilience

Though the violence has abated somewhat, the multi-dimensional consequences are felt by communities throughout the country. The precarious economic situation described above together with the low income levels experienced by the vast majority of the population is also a push factor for young men to either leave the country or to join local militias to gain some income and support their immediate relatives. In the health sector, the combination of push and pull factors has contributed to new waves of brain drain and out-migration of Syrian Health Care Workers (HCWs) exacerbating an already precarious situation marked by sharp understaffing and under-resourcing. The current situation is eroding the development of sustainable and diversified livelihoods, destroying traditional social safety nets and coping mechanisms of families and local communities, with a rising number of female-headed households and disabled people particularly at risk. This entire situation undermines the longer-term recovery of critical public service sectors such as health and education (as illustrated below), as well as other equally critical public goods such as water, electricity and solid waste management. Safe access to food, water and shelter is a daily struggle, as is access to employment and economic opportunities. The extended conflict has impacted the behaviour of host and displaced communities, resulting in rising social tensions.

In this context, it is imperative to foster alternative solutions to mitigate the risk of further displacement, whether in Syria or beyond, and to maintain Syria's human capital, by building the resilience of communities and displaced people to cope with the challenging environment in a dignified and viable way, through the provision of an integrated support to communities affected. There is a growing need to complement humanitarian assistance with more sustainable solutions in the form of early recovery measures, conditioned by the political situation. The EU will continue providing support in selected cities and their rural catchment

areas inside Syria through the ongoing Joint Programme (JP)³. This initiative is a new model that is strengthening resilience through a multi-sectoral, integrated and area-based approach based on a participatory, local and bottom-up planning processes. Being the only joint programme in Syria to date through coordinated financing administered via the UN Multi-Partner Trust Fund, the JP offers an enabling platform to enhance synergies, coherence and efficiency through a joint analysis and framework, coherent planning, joined-up implementation and coordinated financing. The approach is underpinned by the added value and capacity of the six participating UN agencies (FAO, UNDP, UNFPA, UN-HABITAT, UNICEF, and WFP), under the leadership of the UN Resident Coordinator, to support integrated responses to multifaceted resilience issues in the country. The programme is currently piloted in Dara'a and Deir Ez-Zor and tangible benefits are being delivered to the targeted population. The intervention can be expanded to other locations conditional on access and the presence of implementing partners that have the ability to operate without interference from the regime. Activities stemming from these area-based plans include creating spaces to enhance social cohesion among youth of different backgrounds, support to gender based violence (GBV) survivors, support to children with disabilities and teachers training, training for women and youth to enhance entrepreneurship in agriculture and livelihoods, support to employment creation and small businesses, and rehabilitation of critical infrastructure that improves access to services, supports mobility and enhances social cohesion and return preparedness.

Education

After more than ten years of conflict, around half of Syria's children have known nothing but a lifetime of crisis, meaning that an entire generation is at risk of being lost. About 6.8 million school-aged children (3-17 years old) are in need of education assistance. In 2020, an estimated 2.5 million children (40% girls) were out of school and a further 1.6 million children enrolled in school were at risk of dropping out. One in three schools cannot be used because they have been destroyed, damaged, shelter displaced families, or are used for military purposes. Adolescents and youth face a critical lack of access to secondary education in many areas, while the lack of vocational education prevent them from learning skills needed for economic opportunities. With worsening economic conditions, families increasingly resort to harmful coping strategies including withdrawing children from school for child labour and early child marriage. 27% of households reported signs of psychological distress in children in 2021, almost double the 2020 figure. Children and youth residing in camps and informal settlements are particularly affected by the lack of education and VET services and job opportunities, and are especially vulnerable to radicalisation. Many teachers left the education system due to displacement, injuries or death, resulting in insufficient numbers of qualified and experienced teachers available and a reliance on unskilled teachers, which negatively impacts the quality of teaching.

The EU has ensured continuous support to the education sector since the start of the crisis in Syria. It targets education at primary and secondary level with interventions aimed at out-of-school children or those at risk of dropping out. It also supports vocational education and training to provide skills for youth and increase their livelihood capacity. Psychosocial support is an integral part of the approach, as well as activities that can reinforce resilience and social cohesion. Such a comprehensive education/livelihoods assistance responds well to the needs outlined above, within the limits imposed by EU's red lines. Building on results achieved so far, and in order to avoid disruption to the services currently supported, such assistance will be continued across communities in Syria, including for Palestine refugee children and youth.

Healthcare

Since the beginning of the civil war in 2011, the Syrian health system has witnessed significant challenges across the country, including a marked increase in morbidity and mortality and a dramatic decrease in average life expectancy by 20 years. Health service access has continued to be politicised and used as a tactic of war resulting in large sections of the population being disenfranchised whilst Universal Health Coverage is a distant dream. The private sector has been growing over the last two decades with little leveraging by external

³ UN Joint Programme to strengthen urban and rural resilience and the conditions for recovery (ENI/2018/398-731)

partners. Signs of fragmentation are evident. The number of Health Care Workers (HCWs) has drastically decreased over the past two decades. Female doctors are especially scarce, which strongly affects women's health. Critical investments are urgently needed in multiple areas. A fragmented and fragile Health Information System (HIS) has been a prominent hurdle to achieve informed decision making in the health sector in Syria. Lack of access to essential medicines is a problem that is important to millions of Syrians. The pharmaceutical industry was once considered among the largest growing sector, but the destruction of factories and the migration of professionals have brought pharmaceutical production to a halt. Thus, the supply now depends on expensive imports. As purchasing power has been further eroded by the economic crisis, many Syrians are unable to obtain basic treatment and medicines. Finally, continuous and protracted conflict has profoundly impacted health systems stewardship fragmenting the Syrian health system along political and military lines and transferring the locus of power and control to external actors whilst fuelling a narrative of apathy and limited responsibility amongst those in charge. Health system resilience —the ability to prepare for, manage (absorb, adapt and transform) and learn from shocks— is fundamental for the humanitarian development nexus and resilience at large, and yet this has been the most neglected of all areas. DG NEAR is uniquely positioned to address these needs. Interventions in the health sector are guided by a scoping review of support launched in 2019 and focusing in particular on leveraging the private sector and exploring the value added of support to the health workforce. Lessons learned from this exercise informed the design of the ongoing flagship intervention in health and two other interventions launched at the end of 2021. As a follow up to this, an extended ROM mission is ongoing to gather evidence and new lessons learned in implementation with a view to informing the design of subsequent phases of implementation. Feedback collected through TPM exercises is also routinely integrated in programme design. Continued support to health service delivery will take a large fiscal space. At the margin of this, pilots and feasibility studies will be supported with a view to gathering additional lessons learned enabling a gradual shift in support towards health system strengthening.

Food Security

The historically robust agricultural sector in Syria has declined in recent years. The food value chains - from production to markets- was adversely impacted by conflict, protracted/multiple displacement, destruction of vital agricultural infrastructures and the disruption of heavily subsidized policies and investments. Entire livelihood systems have collapsed in view of high costs of critical inputs and services, high unemployment rates and limited income generating opportunities, while costs of food, housing and basic commodities continue to soar. The depletion of savings and increased use of debt have drawn even more Syrians into severe socio-economic hardship and forced many to resort to harmful coping strategies.

In 2021, the EU Delegation to Syria commissioned an assessment of the Resilience, Food Security and Livelihoods sector. Several important findings came out, such as undertaking a more critical assessment and quality evidence gathering, seeing an agricultural agenda focused on Syria's present and future, cross-cutting climatological and environmental adaptation.

As part of a wide-ranging response to mitigate the impact of Russia's war against Ukraine on the EU's partner countries, the European Commission has presented an initiative for a regional "Food and Resilience Facility" worth €225 million to address short and medium term needs of the Southern Neighbourhood partners. It aims to address the consequences of rising prices of food and commodities in the region.

The Facility will allow for specific interventions designed according to the domestic context and needs and will focus mainly on measures to protect the most vulnerable people and private sector operators severely affected by the food crisis. The allocation for Syria amounts to EUR 10 million and is included in the present Action Document. Guided by the findings of the mentioned assessment of the sector and the lessons learned by the EU over the past years, a mitigating response to the impact of Russia's war against Ukraine is foreseen.

Civil Society Support and Social Cohesion

With its considerable outreach to Syrian civil society, the EU is well placed to work with these partners to support social cohesion activities. The EU has been heavily focused on capacity-building of local Syrian

organisations and is looking to provide more support directly to local organisations, rather than through INGOs (International Non-Governmental Organisations). The EU is currently piloting such a programme with the intention of expanding this approach with this Special Measure should it prove to be effective. Building upon activities in the area of general capacity-building for civil society actors in Syria, the EU will focus upon strengthening governance, operational capacities and the ability to advocate and participate in decision-making for organisations involved in the fields of health and education. These activities will directly respond to the need to broaden the definition of which actors constitute civil society in Syria, while at the same time supporting structures which can provide informed inputs in important policy areas. The presence of competent and well-organised interlocutors may create a counterbalance to actors who currently control all the levers of power, thereby strengthening accountability and social cohesion.

As donor responses to the Syria crisis evolve from a purely humanitarian focus to encompass issues of early recovery and resilience, the need to support relevant Syrian actors in making the transition from a focus upon humanitarian aid to active engagement in interventions targeting recovery and longer term resilience of communities will increasingly arise. This issue has already been voiced during consultations and the EU will respond with targeted interventions aimed at supporting relevant capacities among already established and promising new local actors.

Finally, the EU is currently developing a Roadmap for EU engagement with civil society together with its CSO partners; some margin of manoeuvre within the Special Measure will be retained in order to be able to respond to the needs of civil society support identified during the roadmap process.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action.

In an operational context characterised by a high degree of complexity and uncertainty, the biggest assets the EU must take advantage of are Syrians themselves, and their relentless resilience as individuals, as actors of change, as communities, as urban and rural dwellers. As a people they deserve agency over their futures and local realities in Syria.

Correspondingly, bottom-up and community-driven interventions are prioritised wherever operationally feasible, in order to nurture self-reliance and accountability within and between Syrian communities. Opportunities to support grassroots and locally-based initiatives which generate and facilitate a local demand for inclusion, participation and service delivery will be sought. Support will focus on efforts to support local communities in the face of severe socio-economic deterioration and the onslaught of the COVID-19 pandemic.

The longer-term impact of these interventions should be to build capacity for future recovery, while at the same time ensuring that social cohesion is restored and maintained, thereby sowing the seeds for possible political and social transformation across the Syrian regions.

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to support the resilience and early recovery needs of the Syrian population through community-driven interventions aimed at the provision of key services while supporting the restoration and maintenance of social cohesion at the local level.

The Specifics Objectives (Outcomes) of this action are to:

1. Stabilise and improve the resilience of Syrian communities through area-based approaches covering education, health, livelihoods and multi-sectoral service provision.
2. Improve access to education and vocational education and training services.
3. Develop and roll out innovative, sustainable and scalable strategies to strengthen health system resilience.
4. Promote food security among communities mostly affected by the food crisis.
5. Support positive change processes and peacebuilding within and between communities;
6. Measure the extent to which ongoing Actions are contributing to the priorities of the EU action in Syria and to ensure full alignment of future Actions to these priorities.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are

- 1.1 contributing to Outcome 1 (or Specific Objective 1):
Basic social and productive infrastructure was rehabilitated and livelihood opportunities were created in targeted neighbourhoods following a detailed analysis of the locations leading to tailor-made and integrated area-based approaches, with an emphasis on women, adolescents and youth.
- 2.1 contributing to Outcome 2 (or Specific Objective 2):
Provision of education and vocational education and training services for children and youth was improved, particularly those in marginalised and vulnerable situations, such as girls and young woman, IDPs, refugees - including Palestine refugees -, out-of-school children or those enrolled but at risk of dropping out, people with disabilities.
- 3.1 contributing to Outcome 3 (or Specific Objective 3):
Access, management, affordability and quality of health services and essential medicines were improved; Clinical and managerial capacities of human resources for health systems resilience were strengthened; and Health information systems, evidence-based analysis, coordination and stewardship were strengthened.
- 4.1 contributing to Outcome 4 (or Specific Objective 4)
Availability and access to agri-food commodities among households mostly affected by the food crisis in the region due to Russia's war against Ukraine were improved.
- 5.1 contributing to Outcome 5 (or Specific Objective 5):
Capacity of local Syrian actors to influence and effect change in their communities and to contribute towards peacebuilding was strengthened.
- 6.1 contributing to Outcome 6 (or Specific Objective 6):
Robust diagnoses and monitoring of stakeholders and interventions was produced in a timely manner.

3.2. Indicative Activities

Activities related to Output 1.1 may include but are not limited to:

- A.1.1 Training and capacity building for community stakeholders on participatory evidence based planning, prioritisation of activities, and the monitoring of neighbourhood commitments.
Training to strengthen local stakeholder capacity on generation of quality data in a context of

recovery and resilience. Neighbourhood planning and engagement activities including focus group discussions, thematic and geographic meetings, etc.

- A.1.2 Rehabilitation of educational, recreational and psychosocial services spaces. Provide nutrition sensitive agriculture education sessions. Establish school gardens and introduce practical training for students (on farming and sensitize young people with eco-friendly options such as low cost water supply for productivity). Conditional cash-based transfers for out-of-school children. Debris management (from rubble removal to crushing, recycling and reuse).
- A.1.3 Rehabilitation of shared services and public goods (e.g.: water, sewage, waste), economic and commercial infrastructure and public spaces. Restore basic functionality of infrastructure in damaged neighbourhoods to enable IDPs to return (liveable neighbourhoods).
- A.1.4 Efficient rehabilitation and improvement of damaged ground and surface water irrigation infrastructure in rural areas including rainwater harvesting constructions and irrigation networks, irrigation management and monitoring centres and on farm irrigation systems. Rehabilitation of local market areas.
- A.1.5 Increase revenue and access to alternative income sources by promoting income generating activities (including food processing). Vocational Training for skilled labourers to support construction and infrastructure rehabilitation.
- A.1.6 Rehabilitate and equip community safe spaces for the provision of basic health, GBV management and counselling services. Support to people with disabilities (PWDs) including conditional cash based interventions for enhancing social protection of PWDs: physical and psycho-social support, and livelihoods support to PWDs.
- A.1.7 Support women's economic empowerment (focus on Female Headed Households). Support skills building for adolescents and youth, including life skills and community-based vocational training. Build the capacities needed to carry out social cohesion work, including training on context analysis, social cohesion response planning, mediation, and soft skills. Demand driven vocational and skills training and employment services for sustainable employment creation.

Activities related to Output 2.1 may include but are not limited to:

- A.2.1 Activities to encourage children to (re)integrate and/or stay in school or to provide alternative learning opportunities, such as: equitable and inclusive basic education; remedial and catch-up classes; non-formal education; early childhood education; basic literacy and numeracy; mine-risk education; life-skills training; and potential other sub-sectors.
- A.2.2 Activities to provide skills for youth and increase their employment and livelihood capacity, such as: Technical and Vocational Education and Training (TVET), micro-entrepreneurship, income-generating activities, coaching and mentoring to employment, cash interventions, business start-up and support services, and other investments supporting skills development and employment/livelihood facilitation.
- A.2.3 Child protection and Mental Health and Psychosocial Support (MHPSS) services, establishment of referral mechanisms, recreational and volunteering activities, and other activities that can reinforce and promote resilience, social cohesion, non-discrimination and non-violence.
- A.2.4 Training of teachers/trainers engaged in education and TVET as well as Child Protection/MHPSS.

Activities related to Output 3.1 may include but are not limited to:

- A.3.1 Partnerships with Syrian Non State Actors (NSAs) to improve access, management, affordability and quality of health services and essential medicines
- A.3.2. Pre- and in-service training of Syrian health workers from Syria and the diaspora and complementary capacity building of health professionals and NSAs

A.3.3. investments in surveillance and health information systems, research, cost effectiveness analyses, coordination, stewardship and capacity building, nurturing an organisational learning culture that is responsive and proactive to future shocks, deliberately forward looking, cost conscious and sustainable

Activities related to Output 4.1 may include but are not limited to:

- A.4.1. Provision of inputs, infrastructures and services to farmers, including livestock keepers, and fishers for increased productivity and risk mitigation;
- A.4.2. Strengthen marketing, storing and agro-processing capacities of private sector operators to lower costs of basic food commodities for vulnerable households;
- A.4.3. Provision of technical and organisation skills to farmers and fishers co-operatives or associations for increased productivity, risk mitigation and marketing capacities
- A.4.4. Provision of food vouchers or other subsidised food commodity systems targeting the most vulnerable households (female headed families, IDPs, PWDs).

Activities related to Output 5.1 may include but are not limited to:

- A5.1. Capacity-building of local stakeholders such as professional associations and other representative groups in fields such as governance, management, communication and advocacy, particularly in the thematic priority sectors funded under this Action Document with a view to providing quality technical input representing community needs for those sectors and creating an independent, professionally-based counterweight to political actors thereby increasing transparency.
- A5.2. Support for the development of coalitions or networks representing professional and thematic interests with the further possibility of facilitating regional exchange between such groups, contributing to the recognition of shared interests and confidence-building and the creation of thematic knowledge platforms.
- A5.3. Capacity-building for civil society actors to support them, where desired, in making the transition from the provision of humanitarian assistance to effective involvement in early recovery.
- A5.4. The publication of a Call for Proposals which will support the implementation of an initial set of priorities in support of Syrian civil society, which will be identified in the course of the development of the Roadmap for EU engagement with civil society during 2022.

Activities related to Output 6.1 may include but are not limited to:

- A 6.1. Continued support to third party monitoring and assessments, risk analysis and other diagnostic tools including support to results-based monitoring of stakeholders, ongoing interventions leveraging the skills and know-how of various partners active in this field;
- A 6.2 Robust analysis and research to enhance collective understandings of in-country and regional dynamics.

3.3. Mainstreaming

Environmental Protection, Climate Change and Biodiversity

Outcomes of the Environmental Impact Assessment (EIA) screening (relevant for projects and/or specific interventions within a project).

The EIA screening classified the action as Category B (not requiring an EIA, but for which environment aspects will be addressed during design).

Outcome of the Climate Risk Assessment (CRA) screening (relevant for projects and/or specific interventions within a project).

The CRA screening concluded that this action is no or low risk (no need for further assessment).

Environmental sustainability and carbon neutrality are relevant aspects of the European Green Deal⁴. The programme will seek opportunities when possible to introduce green solutions and a more optimal use of energy and resources and reduce environmental impacts as part of activities to promote the resilience and sustainability of urban and rural communities.

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that Gender and elimination of all forms of discrimination based on gender will be mainstreamed throughout the programme. Women and girls, including widows and divorcees, adolescents, older women and people with disabilities, are affected by multiple forms of violence and discrimination. Violence against women has become so normalised across all facets of life that it must now be recognised as a key phenomenon within modern Syrian culture, one that is quickly eroding the resilience of women. Women and girls in Syria are disadvantaged by patriarchal biases, as well as by social norms, which limit the role, that women and girls can play in the public space. This element, in particular, can be partially mitigated through inclusion of counter-messages delivered through education and other activities, as well as by supporting women-led civil society organisations, those working on relevant themes and by supporting advocates who speak out for women's role in the public and professional space. Alongside a patient-centred approach, gender issues will also be mainstreamed in curricula for training of health professionals where relevant, whilst investments in workforce development will pay particular attention towards ensuring equal access and opportunity.

The Gender Profile for Syria and the gender sectoral analyses will guide the choice of main entry points to address changing power relations taking into account the rights and needs of women, men, girls and boys as well as LGBTI. Further, programmatic indicators will be gender disaggregated to ensure a structured approach to inclusivity for all interventions planned under the umbrella of this programme.

Human Rights

A rights-based approach will be mainstreamed throughout the Programme. The action explicitly supports rights holders with a particular focus on conflict-affected, marginalised and/or disempowered individuals and communities and in particular victims of violence, youth, women, children and people living with disabilities (PWDs).

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that PWDs will explicitly be supported by this action, seeking not only to target them as beneficiaries, but where possible, to enable their voice and participation in addressing their needs. Planned capacity building of health professionals working in rehabilitation will also assist improving skills, quality and access to rehabilitation services for PWDs and PWDs will be explicitly involved in service redesign and curricula review.

⁴ [Council adopts EU strategy on Syria \(europa.eu\)](https://european-council.europa.eu/media/en/press-communications/infographic/infographic-2020-03-11-01.pdf)

Democracy

As part of the EU Strategy, the EU supports sustained consultation and dialogue with Syrian civil society in the political process and in the process of reconciliation and aims to ensure that civil society can play a prominent role in post-conflict Syria. In the preparation of the Brussels V Conference on the Future of Syria, the EU utilised its “virtual space”, providing a forum where participants from all geographies inside Syria could engage in an active exchange on issues of concern at present and for the future. This civic space permanently supports dialogue with civil society and within civil society inside Syria, and improves the targeting and transparency of EU support. Currently, the platform is involved in the development of the Roadmap for EU engagement with civil society in Syria, which will lay the groundwork for a more structured capacitation and empowerment of civil society actors at all levels. This Special Measure will begin the process of implementing the roadmap’s recommendations to enable civil society actors to enhance resilience in their communities and build bridges between different constituencies, thereby sowing the seeds of peacebuilding.

Conflict sensitivity, peace and resilience

Particular attention will be paid to Fragile States Principles (FSPs) and especially the “Do No Harm” (DNH) approach and its operationalisation to ensure that EU assistance minimizes risks of aggravating conflict dynamics. Syria faces unique circumstances that have limited the spread of DNH, including fragmentation along different fault lines (socio-economic, religious, sectarian, tribal and class divides, rural-urban dynamics, intersections and juxtapositions between regime and non-regime controlled areas, specificities of Turkish occupation in non-regime held areas, diasporic versus local identities, and the general population’s alienation from their leadership and institutions) and logistical challenges arising from extreme insecurity. A DNH analytical framework of ‘dividers’ and ‘connectors’ will be developed to identify how EU assistance may avoid aggravating fragmentation along different fault lines. Fragmentation is reversible: joint values are still strong and Syrian NSAs are an important connector. A checklist of questions may be developed to ensure that interventions and partnerships truly embrace a DNH approach.

Existing local level and area-based diagnostic and conflict sensitive analysis, coupled with third party risk mitigation analysis, continues to provide a good foundation for sound programming, implementation and monitoring. The action will give priority (1) to a whole of Syria approach, as long as the operational context allows (2) to communities where significant numbers of internally displaced persons or returnees are.

Disaster Risk Reduction

This action does not target disaster risk reduction.

Preventing and Countering Violent Extremism

Although the general level of violence in Syria has markedly decreased, there is still considerable potential both for the resurgence of existing extremist movements, as well as for the radicalisation of vulnerable populations. All interventions under the measure will address issues of equitable access to services and socio-economic opportunities, thereby supporting social cohesion in communities, including communities of return, and mitigating the risks of radicalisation.

3.4. Risks and Lessons Learned

Category⁵	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating Measures
1	Deterioration of the security situation generally, but also because of potential consequences of the Russian war on Ukraine such as recruitment of mercenaries and Russian forces' depletion.	M	H	Implementing Partners undertake periodic assessments of operational context in order to respond to changes. Flexibility is built into project design to allow for necessary adaptation and re-orientation of activities if necessary.
1	Increased control on operational and/or political space and resources by the Syrian regime and other parties to the conflict.	M	H	Assistance is specifically designed to counter such dynamics by empowering Civil Society Organisations (CSOs) to withstand pressure exerted by unwarranted parties. Political opportunity costs of non-engagement are weighted. It may prove exceedingly difficult to re-engage once space is lost. Communities advocate for sufficient operating space and are willing to take calculated risks. Partnerships are sufficiently strong to raise 'red flags' whereby the EU can reassess and adjust activities/timing/location/partner. Third party monitoring (TPM) and other analytical resources will be leveraged to monitor and minimise risks. Where interference persists, the reputational risk for the EU is deemed too high, and/or where the intervention logic is severely compromised, the EU will partially/ fully suspend activities, or terminate them in justified cases.
1	Increased food insecurity due to rising food prices caused by reduced	H	H	Coordination between ECHO and NEAR to monitor coherence and effectiveness of interventions

⁵ The risk (category) can be related 1-to the external environment; 2-to planning, processes and systems; 3-to people and the organisation; 4-to legality and regularity aspects; 5-to communication and information.

Category⁵	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating Measures
	availability of commodities			Design of programmes to ensure promotion of community resilience to external food shocks
1	Current UN cross border resolution is not renewed	H	H	Political efforts to renew the CBM are redoubled. Advocacy for alternative humanitarian access routes is stepped-up. E-learning, digital and/or IT-enabled support are leveraged. Design of programmes to ensure promotion of community resilience, including in the area of food security.
1	Implementation difficulties due to increased spread of COVID-19	M	M	Flexible approach adopted to project management, from both the administrative and methodological points of view
1	Significant shift in displacement trends are observed, including an uptick in spontaneous return movements.	L	H	Monitoring of the push/pull factors for displacement are in place, partnerships and dialogue with key ‘returns’ actors are established. Programmes can be re-steered to address emerging return-related needs more specifically. Maintain close dialogue with MS and ECHO.
2	Remote management increases risks of aid diversion.	M	M	Implementation partners (IPs) have robust compliance systems and well established internal monitoring and management capacity. Due diligence checks, supervision and frequent reporting are already contractual requirements. TPM and other analytical resources are regularly leveraged.
2	Activities aimed at promoting dialogue between potential agents of change across geographical areas carries protection or reputational risks for participating stakeholders.	M	M	Dialogue is organised in neutral environment. TPM and other analytical resources are leveraged to provide detailed analysis, and identify risks.

Category ⁵	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating Measures
2	Project activities have unintended negative consequences for particular stakeholder groups	L	M	All interventions will be designed using conflict sensitivity tools and taking a do no harm approach. Mitigating measures will include a thorough understanding of societal norms, while at the same time undertaking awareness-raising and advocacy for the rights of vulnerable groups such as women, youth and PWDs.
4	Implementing partners are not able/do not adhere to the EU Restrictive Measures	M	H	Regular communication with implementing partners and provision of access to relevant information.
4	Local partners lack capacity implement in accordance with EU rules and procedures	M	M	Regular communication with implementing partners and provision of access to training and relevant information.
4	Assistance loses value for money because of exchange rate differential between market rate and rate applicable to humanitarian organisations.	M	L	UN and other humanitarian actors negotiate with Central Bank of Syria and related institutions

Lessons Learned:

The EU has concrete lessons learned and clear achievements where supporting grassroots initiatives and locally-generated solutions have borne fruit, and often with multiplier effects. Successes have shown that: a) community development processes must be Syrian-led, defined with the assistance of beneficiaries and that appropriate solutions and strategies must leverage local assets as much as possible; b) sustainable results can be achieved when time is available to allow processes to unfold and take on their own self-determined Syrian rhythm, and when resources are invested in a sustained manner; c) the importance of empowering local actors as agents of change in their communities should be recognised; d) parallel capacity building of NSAs and civic actors in negotiation techniques and dialogue processes are critical; and, e) small projects facilitate direct involvement of community members, influencing sustainable change.

In 2021, the EU acted on the identified need to diversify and spread support across a wider spectrum of partners to create a critical mass of stakeholders less vulnerable to pressures and restrictions and increasing

transparency of its assistance. Investing in technical capacity and competences offers key opportunities to facilitate and promote the application of locally-based solutions to local problems. At the same time, there is a need to work on a more conceptual level: Syrian activists have repeatedly raised the need for civil society to develop a common vision for the future of Syria and how civil society could contribute to its achievement; this will be supported through the joint development of the Civil Society Roadmap.

Through several cycles of implementation, it has become apparent that interventions must be adaptable to changing political and contextual circumstances. Since 2017, Monitoring and Evaluation (M&E) has, for the most part, been done remotely and information is regularly triangulated using a multitude of reliable sources, including Third Party Monitoring contractors. The EU can now draw on a variety of resources including Results-oriented Monitoring (ROM), the possibility to commission ex-post and final evaluations, and a dedicated service contract, which provides invaluable insight with regards to parameters for engagement, stakeholders, activities and outcomes. Continuous support to a wide range of analytical services must be ensured and can further be broadened to key topical issues such as the monitoring of returns - a programmatic area that may gain momentum in the future and would already warrant forward planning. Feedback obtained from partners, beneficiaries and activists shows that the EU is on the right track in terms of the content of the assistance provided through programmes in all the priority sectors proposed in this document. Analysis also shows that what is needed now is increased emphasis on integrating different elements of that assistance in a comprehensive approach to achieve greater impact and sustainability as we move from emergency responses to approaches which support early recovery and resilience.

Given the long-term nature of the crisis in Syria, and its recent evolution both within Syria and on a regional level, it is apparent that a structured discussion on the nature of the crisis from every perspective, political, economic, social, national and international is needed if the EU is to maximise its influence and leverage available resources more effectively. A transition from support to resilience intended as repairing damage caused in the past to resilience reinterpreted as a strengthening of systems gradually and proactively expanding to encompass new actors who can be involved both in shaping policy and in increasing access to services is very much needed. A good example of such an entry point is the health sector, where much of the vulnerability to COVID-19 is reflective of the weaknesses of the Syrian health system. In turn, a strong, resilient health system is key to coping with catastrophic events such as the COVID-19 pandemic and to reducing dependency on external assistance. Evidence is available that health status is a fundamental determinant of economic growth and early recovery and that poor health has important effects on socio-economic status and, ultimately, resilience. Stakeholder consultations point to the fact that health resilience-enhancing strategies are not only urgently needed, but also possible even within the confines of EU parameters for engagement.

3.5. Intervention Logic

The underlying intervention logic for this action is that bottom-up and community-driven interventions are prioritised wherever operationally feasible, in order to nurture self-reliance and accountability within communities. Opportunities to support grassroots and locally-based initiatives which generate and facilitate a local demand for inclusion, participation and service delivery will be sought. Support will focus on efforts to support local communities in the face of severe socio-economic deterioration and the onslaught of the COVID-19 pandemic.

The intermediate outcome of the intervention will be the safeguarding of Syrians' rights to live in a peaceful and prosperous society. Thus, socio-economic rights and the right to lead a dignified life will be emphasised through actions which ensure access to essential services, including quality healthcare and quality primary, secondary and vocational education. The resilience of urban and rural communities will be strengthened through area-based approaches paving the way for recovery and Syrians will be supported to defend their rights to housing, land and property. Local civil society actors will be capacitated and empowered to become

agents of change and promote processes of participation and inclusion in their communities, including of vulnerable groups.

The longer-term impact of these interventions should be to build capacity for future recovery, while at the same time ensuring that social cohesion is supported, thereby sowing the seeds for eventual political and social transformation across the Syrian regions.

This intervention is underpinned by the assumption that the security situation will remain at current levels of stability, at least, and that implementing partners will continue to have access to the country and to local partners at least at present levels.

3.6. Indicative Logical Framework Matrix

Results	Results chain: Main expected results	Indicators [it least one indicator per expected result) (All relevant indicators to be disaggregated by sex and age)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To support the resilience of the Syrian population through community-driven interventions aimed at the provision of key services while supporting the development and maintenance of social cohesion at the local level	<p>1. Proportion of beneficiaries reporting improved access to services (selected target areas)</p> <p>2. Proportion of beneficiaries living in poverty according to UN standards (selected target areas)</p> <p>3. Extent to which the capacities of civil society actors to guide community change processes are enhanced</p>	<p>1. 70% (2020)</p> <p>2. 90% (2020)</p> <p>3. Low</p>	<p>1. 90% (2024)</p> <p>2. 70% (2024)</p> <p>3. Medium</p>	<p>1. WHO</p> <p>2. UNDP Human Development Index</p> <p>3. EU Roadmap for engagement with civil society</p>	<i>Not applicable</i>
Outcome 1	1. The resilience of Syrian communities was improved and stabilised	<p>1.1 % population having access to basic services: education, health, WASH, electricity</p> <p>1.2 # of cities and their rural catchment areas where comprehensive multisector resilience and early recovery packages based on neighbourhoods analysis and planning are implemented</p>	<p>1.1 TBC</p> <p>1.2 2 cities</p>	<p>1.1 Not feasible in conflict situations. Improvement is the target.</p> <p>1.2 3 more cities by 2025</p>	<p>1.1 Reports from the Humanitarian clusters</p> <p>1.2 UN-Habitat Urban Profiles</p>	Security conditions remain such that it is possible to implement activities in areas foreseen under the programme. Assistance can be provided without unwarranted interference by regime entities,

						armed factions or regional actors that may aim to steer or change the focus of interventions under the umbrella of this programme (e.g. by influencing the selection of target locations, beneficiaries or modes of implementation)
Outcome 2	2. Access to education and vocational education and training services improved	2.1. Number of children and youth having completed any given level of education/VET within the action 2.2 Number of youth reporting net income after receiving TVET and/or related business support within the action	2.1 0 (2022) 2.2 0 (2022)	2.1 50,000 (2024) 2.2 2,000 (2024)	2.1 and 2.2 Projects reports and internal monitoring	Stakeholders share a common understanding of priorities Political expectations around curriculum development are adequately managed The safety of EU partners remains a key pre-condition when performing critical quality control/monitoring activities
Outcome 3	3. Innovative, sustainable and scalable strategies to strengthen health system	3.1. Maternal mortality Ratio	3.1 764.4 per 10,000 (NWS)	3.1 TBC	3.1 Projects reports and	Implementation is adequately sequenced and

	resilience developed and rolled out				internal monitoring	<p>proceeds at a reasonable pace</p> <p>Local ownership principles are honoured through processes of validation by a wide cross-section of stakeholders</p> <p>Plans and proposals are realistic and feasible and the 'politics of implementation' is duly taken into account</p>
Outcome 4	4. Promote food security among communities mostly affected by the food crisis	Number of vulnerable communities with improved food security			4.1 Project reports and monitoring feed backs from implementing partners	<p>Plans and proposals to strengthen food security realistic and feasible.</p> <p>Targeting most vulnerable households enforceable.</p> <p>Improved agricultural productivity and value addition not disrupted by climate shocks or insecurity</p>

Outcome 5	5. Positive change processes and peacebuilding within and between communities established	5.1 Number of communities reporting participatory and inclusive community development plans	5.1 40 (2022)	5.1 60(2025)	5.1 Project reports and monitoring Feedback from civil society fora	Organisations have sufficient technical and absorption capacities to engage in programmes. Risks are adequately managed by organisations engaging in cross-line activities.
Outcome 6	6. Ongoing and planned actions have been aligned to EU programming priorities	6.1. Percentage of EU interventions in Syria that are designed and/or revised thanks to tailored analyses and monitoring	6.1 0 (2022)	6.1 100%	6.1 Project reports and internal monitoring	Monitors have access to actions implemented inside Syria.
Output 1 related to Outcome 1	1.1 Basic social and productive infrastructure was rehabilitated and livelihood opportunities were created in targeted neighbourhoods following a detailed analysis of the locations leading to tailor-made and integrated area-based approaches	1.1.1 # of sites where resilience packages based on neighbourhoods analysis and planning are implemented 1.1.2 Mills and other productive infrastructure restored. Supply of productive inputs (flour/wheat, seeds or vegetables, agricultural and farming equipment).	1.1.1 2 (2022) 1.1.2 TBD	1.1.1 5 packages by 2025 1.1.2 Not feasible in conflict situations. Improvement is the target.	1.1.1 project reports 1.1.2 project reports	Implementation is adequately sequenced and proceeds at a reasonable pace Local ownership principles are honoured through processes of

		<p>1.1.3 Livelihood opportunities created (e.g. bakeries, etc.) / # of jobs created with sector and gender disaggregation</p> <p>1.1.4 # of local partners supported through micro-grants inside Syria</p> <p>1.1.5 # of tons of rubble Removed</p> <p>1.1.6 # of functioning water networks</p>	<p>1.1.3 TBD</p> <p>1.1.4 TBD</p> <p>1.1.5 TBD</p> <p>1.1.6 TBD</p>	<p>1.1.3 TBD</p> <p>1.1.4 TBD</p> <p>1.1.5 TBD</p> <p>1.1.6 TBD</p>		<p>validation by a wide cross-section of stakeholders</p> <p>Blueprint approaches are avoided</p> <p>Plans and proposals are realistic and feasible and the ‘politics of implementation’ is duly taken into account</p>
<p>Output 1 related Outcome 2</p>	<p>to</p> <p>2.1 Improved provision of education and vocational education and training services for children and youth, particularly those in marginalised and vulnerable situations, such as girls and young woman, IDPs, refugees - including Palestine refugees, out-of-school children or those enrolled but at risk of dropping out, people with disabilities.</p>	<p>2.1.1. Number of students supported to access primary or secondary education within the action</p> <p>2.1.2. Number of youth supported to access vocational education and training within the action</p> <p>2.1.3. Number of people receiving psychosocial support within the action</p> <p>2.1.4. Number of teachers/trainers trained within the action</p>	<p>2.1.1 0 (2022)</p> <p>2.1.2 0 (2022)</p> <p>2.1.3 0 (2022)</p> <p>2.1.4 0 (2022)</p>	<p>2.1.1 60,000 (2024)</p> <p>2.1.2 2,800 (2024)</p> <p>2.1.3 70,000 (2024)</p> <p>2.1.4 550 (2024)</p>	<p>2.1.1 – 2.1.4 Projects reports and internal monitoring</p>	<p>The safety of EU partners remains a key pre-condition when performing critical quality control/monitoring activities</p> <p>Stakeholders share a common</p>

						understanding of priorities
Output related Outcome 3	3.1 Improved access, management, affordability and quality of health services and essential medicines; strengthened clinical and managerial capacities of human resources for health systems resilience; and strengthened health information systems, evidence-based analysis, coordination and stewardship	3.1.1. Number of beneficiaries reporting improved access and affordability of health services and essential medicines 3.1.2. Number of HCWs trained disaggregated by gender and geography 3.1.3. Number of decisions informed by evidence and HIS	3.1.1. 900,000 (2022) 3.1.2. 830 (2022) 3.1.3. 0 (2022) TBC	TBC	3.1.1 – 3.1.3 Projects reports and internal monitoring	The quality of these analyses allows the EU to tailor its approaches/actions, or adopt new ones, according to the changing environment.
Output related Outcome 4	4. Availability and access to agri-food commodities among households mostly affected by the food crisis in the region due to Russia's war against Ukraine were improved4.	4.1 Number of vulnerable households having access to affordable food commodities 4.2 Number of farmers and fishers receiving inputs, services and infrastructures 4.3 Number of agricultural and fishers cooperatives or associations receiving training support 4.4 number of private sector operators supported in agri-processing capacities			Project reports and internal monitoring	
Output related Outcome5	5.1 Strengthened capacity of local Syrian actors to influence and effect change in their communities and to contribute towards peacebuilding	5.1.1 Number of civil society actors engaged in local development processes with EU support 5.1.2 Number of local civil society organisations directly	5.1.1 40 (2022) 5.1.2 250 (2022)	5.1.1 60(2024) 5.1.2 250 (2024)	5.1.2 Project reports and internal monitoring 5.1.1 and 5.1.3 Feedback	

		benefitting from (or reached by) EU support 5.1.3 Number of civic actors engaged in dialogue across regions	5.1.3 700 (2022)	5.1.3 1000 (2024)	through the virtual platform and other consultations	
Output related Outcome 6	1 to 6.1 Robust diagnoses and monitoring of stakeholders and interventions timely produced	6.1.1 Number of TPM analyses timely produced 6.1.2 Number of analyses and researches produced	6.1.1 (2021) 11 TPM processes launched 6.1.2 (2021) ca. 20 analyses and researches produced	TBD	6.1.1 and 6.1.2 Project reports and internal monitoring	

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the partner country.

4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3.1 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of adoption by the Commission of this financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this financing Decision and the relevant contracts and agreements.

4.3. Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures⁶.

4.3.1. Direct Management (Grants)

a) Purpose of the grant(s)

The grants shall contribute to achieving specific objectives 2, 3 and 5.

b) Type of applicants targeted

In order to be eligible for a grant, the applicants must:

- be a legal entity; and
- be non-profit-making; and
- be a specific type of organisation such as: civil society organisation, non-governmental organisation, public sector operator, private entity with a public service mission, or an international (inter-governmental) organisation as defined by Article 156 of the EU Financial Regulation.

(c) Exception to the non-retroactivity of costs

The Commission authorises that the costs incurred may be recognised as eligible as of 1 August 2022. The date of 1 August 2022 is justified as it secures an efficient operational transition to the 2022-23 academic year in Syria, which starts the first week of September but requires as well some prior preparatory activities for teachers and students during the summer.

The request for retroactivity also refers to the health sector, where the possibility to combine funding across financial envelopes could contribute to greater impact. EUR 2 million of the 2021 funding envelope is foreseen to pilot approaches exploring the shift from a humanitarian focus to early recovery and resilience. Retroactivity under the forthcoming envelope could potentially allow for a greater scope of such pilot interventions. Such retroactivity would also apply from 1 August 2022.

4.3.2. Direct management (Procurement)

The purpose of the procurement is to contribute to specific objective 6.

⁶ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

4.3.3. Indirect Management with (a) pillar-assessed entity(ies)⁷

A part of this Action may be implemented in indirect management with a pillar-assessed entity, which will be selected by the Commission's services using the following criteria:

- Proven experience and operational capacity in the management and implementation of actions in any of the fields relevant for the four results areas concerned (community development and resilience, health service delivery, education, and civil society development);
- Technical competence and expertise in any of the fields relevant for the four results areas concerned (community development and resilience, health service delivery, education, and civil society development);
- Administrative capability and the experience to implement this type of intervention due to mandate and expertise;
- Extensive network of national and international partners, which can be drawn upon;
- Demonstrated capacity to coordinate with various stakeholders.
- Demonstrated capacity to deliver project results in a conflict and gender-sensitive manner.

The implementation by this entity entails to achieve part of the activities foreseen under specific objectives 1, 2, 3, 4 and 5.

Exception to the non-retroactivity of costs

In this case, the exception refers to the education sector and the Commission authorises that the costs incurred may be recognised as eligible as of 1 August 2022. The date of 1 August 2022 is justified as it secures an efficient operational transition to the 2022-23 academic year in Syria, which starts the first week of September but requires as well some prior preparatory activities for teachers and students during the summer.

The request for retroactivity also refers to the health sector, where the possibility to combine funding across financial envelopes could contribute to greater impact. €2 million of the 2021 funding envelope is foreseen to pilot approaches exploring the shift from a humanitarian focus to early recovery and resilience. Retroactivity under the forthcoming envelope could potentially allow for a greater scope of such pilot interventions. Such retroactivity would also apply from August 1, 2022.

4.3.4. Changes from indirect to direct management (and vice versa) mode due to exceptional circumstances (one alternative second option)

In case the parts of the Action identified under section 4.3.3 cannot be implemented in indirect management, due to circumstances outside of the Commission's control, the alternative implementation modality in direct management is described under section 4.3.1 and vice versa. The types of entities targeted and the selection criteria to be applied in the respective situations have been specified in the abovementioned sections.

4.4. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other

⁷ The signature of a contribution agreement with the chosen entity is subject to the completion of the necessary pillar assessments.

duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.5. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)	Co-financing (amount in EUR)
Outcome 1. Improved Urban and Rural Resilience in selected areas of Syria Indirect management with entrusted entities – cf. section 4.3.3.	16 000 000 16 000 000	2 500 000
Outcome 2. Improved access to education and vocational education and training services Grants - cf. section 4.3.1 Indirect management with entrusted entities - cf. section 4.3.3	7 000 000 N/A 2 000 000	250 000
Outcome 3. Improved Health System Resilience Grants - cf. section 4.3.1 Indirect management with entrusted entities - cf. section 4.3.3.	7 000 000 N/A 1 500 000	150 000
Outcome 4. Promote food security among communities Indirect management with entrusted entities – cf. section 4.3.3.	10 000 000 10 000 000	500 000
Outcome 5. Empowered civil society actors as agents of change Grants - cf. section 4.3.1 Indirect management with entrusted entities - cf. section 4.3.3	5 000 000 N/A 2 000 000	250 000
Outcome 6. Third Party Monitoring and Analytics Procurement - cf. section 4.3.2	1 000 000 N/A	
Grants – total envelope under section 4.3.1	13 500 000	900 000
Procurement – total envelope under section 4.3.2	1 000 000	
Evaluation – cf. section 5.2 Audit – cf. section 5.3	will be covered by another Decision	
Totals	46 000 000	4 550 000

4.6. Organisational Set-up and Responsibilities

Considering the political sensitivity of any action in Syria, the EU Delegation will maintain close monitoring of all projects, regardless of management modalities. The EU Delegation to Syria will provide oversight on project implementation through the establishment of steering committees for specific interventions foreseen under the action and through regular monitoring and evaluation using all the tools outlined above.

In view of the suspension of bilateral co-operation, no role is foreseen for the Syrian authorities in the organisational set-up of the action. Instead, in order to pursue mutual accountability objectives, the EU Delegation to Syria will ensure adequate participation from Syrian civil society leveraging existing and new mechanisms, including online/digital platforms and tools to engage a wide variety of Syrian actors in dialogue

and review processes. Periodic consultations will increase transparency and promote an unbiased assessment on progress.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

4.7. Pre-conditions

Security conditions: Security conditions should remain relatively stable and be at least equal to current levels of stability. This applies to beneficiaries of the interventions as well as to staff of implementers as they go about their work.

Implementation capacities: Grass-roots organisations must be able to demonstrate a clear connection with their communities and constituencies. They must be able to ensure engagement of their beneficiaries in project interventions. For international partners, access levels to the country and to partners must be maintained at current levels, at least, including the possibility to safely and efficiently transfer funds to local partners. Both local and international partners must strengthen their ability to ensure compliance with restrictive measures and to withstand political pressure from local power brokers.

Conducive Context: Local institutions, community, and armed groups must remain open to external project interventions that alleviate the conditions in which the civilian population lives. Equipment and supplies necessary for implementation of specific activities are available in the market.

The status of the above-listed conditions can and should be regularly monitored through monitoring and analysis available to the Delegation through relevant contracts for both political economy, as well as in terms of the efficiency and effectiveness of project interventions through third party monitoring arrangements.

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

Roles and responsibilities for data collection, analysis and monitoring:

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the log-frame matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

The monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities and that of the EU operational manager. Both types of internal monitoring must be undertaken in an inclusive way, involving key stakeholders.

The different responsibilities for this dual internal monitoring are the following:

- Implementing partners' monitoring will aim at collecting and analysing data to inform on progress towards planned results' achievement to feed decision-making processes at the action's management level and to report on the use of resources.
- EU operational manager monitoring will aim at complementing implementing partners' monitoring, especially in key moments of the action cycle. It will also aim at ensuring a sound follow-up on external monitoring recommendations and at informing EU management. This monitoring could take different forms (meetings with implementing partners, action steering committees, on the spot checks), to be decided based on specific needs and resources at hand.

The Commission may request for ad hoc reporting and undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews), where this is feasible. A comprehensive Third Party Monitoring contract funded under the Special Measure 2020 is already in place for Syria, which foresees monitoring of projects, vetting of partners and analysis of the political context and local political economy, allowing for a flexible and adaptable programme and project implementation. This possibility will be extended under a procurement contract funded under the current Special Measure.

5.2. Evaluation

Having regard to the importance of the action, mid-term, final and/or ex-post evaluations will be carried out for this action or its components via independent consultants contracted by the Commission.

They will be carried out for accountability and learning purposes at various levels (including for policy revision) taking into account in particular the fact that the Syrian context is constantly undergoing changes. In order to reach the best policy decisions, it is important to evaluate the programmes to make necessary adjustments.

The Commission shall inform the implementing partner at least one calendar month in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

Wherever possible, the evaluation reports shall be shared with key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a Financing Decision.

5.3. Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6. COMMUNICATION AND VISIBILITY

Communication and visibility is a contractual obligation for all entities implementing EU-funded external actions, to advertise the European Union's support for their work to the relevant audiences.

To that end they must comply with the instructions given in the [Communication and Visibility Requirements of 2018](#) (as updated by the communication and visibility requirements in force under the current programming

period 2021 - 2027), notably with regard to the use of the EU emblem and the elaboration of a dedicated communication and visibility plan, to be completed for every action at the start of implementation.

These obligations apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries or entrusted entities. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and delegation agreements.

Communication and visibility measures may be funded from the amounts allocated to the action. For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union. Visibility and communication measures should also promote transparency and accountability on the use of funds.

Effectiveness of communication activities on awareness about the action and its objectives as well as on EU funding of the action should be measured.

Implementing partners shall keep the Commission and concerned EU Delegation/Office fully informed of the planning and implementation of specific visibility and communication activities before work starts. Implementing partners will ensure adequate visibility of EU financing and will report on visibility and communication actions as well as the results of the overall action to the relevant monitoring committees.

Because of political sensitivities attached to EU-funded actions in Syria and related risks for implementing partners and beneficiaries, some interventions financed under the framework of this programme may be exempted from visibility requirements. Nonetheless, where compliance does not imply particular risks - for instance, in case of activities implemented in the region or via ICT - enabled platforms - implementing partners will consult the EU Delegation to Syria with a view to define appropriate visibility requirements and activities.

Beginning in autumn 2020, a Communications Strategy was developed by the EU Delegation to Syria. The strategy was already consulted in the design of a communications project, currently ongoing, which will develop three thematic campaigns focused on priority sectors relevant to both the Special Measures 2021 and 2022. It is expected that the strategy will be further refined and adjusted, also taking into account lessons learned from the ongoing communications project, allowing for the contracting of a new, more ambitious, communications project later in 2022, to be financed under the Global Allocation.