



This action is funded by the European Union

ANNEX 1

of the Commission Implementing Decision on the 2015 special measure for the Syrian population to be financed from the general budget of the European Union

Action Document for the restoration and stabilisation of livelihoods of affected Syrian populations inside Syria

INFORMATION FOR POTENTIAL GRANT APPLICANTS

WORK PROGRAMME FOR GRANTS

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012) in the following sections concerning grants awarded directly without a call for proposals: section 5.3.

1. Title/basic act/Cris number	Restoration and stabilisation of livelihoods of affected Syrian populations inside Syria Cris decision: ENI/2015/38-709 Financed under the European Neighbourhood Instrument
2. Zone benefiting from the action/location	Syria The action shall be carried out inside Syria in sub-districts of the northern governorates of Idleb, Hama, Lattakia and Aleppo; north-eastern governorate of Hassakeh, centre and centre-South governorates of Damascus, Rural Damascus and Homs and southern governorates of Dar'a and Quneitra. Considering the volatile conflict situation, shifting of the areas of intervention may happen subject to prior approval by the EU delegation to Syria. The management teams will be based in Damascus-Syria and Gaziantep-Turkey
3. Programming document	Special Measure
4. Sector of concentration/ thematic area	N/A
5. Amounts concerned	Total estimated cost: EUR 25,300,000 Total amount of European Union (EU) budget contribution: EUR 23,000,000 This action is co-financed by the grant beneficiaries for an indicative amount of EUR 2,300,000
6. Aid modality(ies) and implementation	Project Modality Direct management - Grants – Direct award

modality(ies)				
7. DAC-code(s)		730	Sector	73000
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Trade Development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main 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"/>
	9. Global Public Goods and Challenges (GPGC) thematic flagships	N/A		

SUMMARY

The present action document is a response to the appalling levels of needs in Syria and builds on existing capacities of conflict-affected Syrians.

It intends to complement the insufficient humanitarian support with support to Syrians and Syrian communities in enhancing their capacities and initiatives to restore and stabilise their livelihoods. This should thus reduce the negative coping mechanisms (choosing ways to earn small revenues that place people at risk of exploitation to make ends meet - child labour, early marriage, association with armed groups, etc.) and enhance the resilience of the targeted populations.

The action aims at building and/or restoring livelihoods through direct grants to consortia of international non-governmental organisations (INGOs) which will seek to:

- 1) Strengthen the resilience and protect the livelihoods of crisis affected people using a multi-axes approach. At the individual and household levels it will build skills relevant to current local market demands and systems especially in agriculture (vocational training, business skills training, literacy etc.). The action will ensure comprehensive support to access livelihood opportunities. In parallel, at community level, the action will replace/rehabilitate public assets/services that benefit the community and will root all activities into local governance structures. Agriculture, support to small businesses and restoration of public services will be key considered domains. Parallel psycho-social support and other community based activities should help easing tensions.
- 2) Focus on specific geographical areas where successful interventions are feasible within the expected operating context in Syria in 2016-2017 and,

- 3) Establish a monitoring framework to enable joint learning and fertilisation across the different components of the intervention.

Intervening through consortia of INGOs will allow a better geographical penetration through a combination of cross-border and cross lines accesses (whole of Syria approach). It will also enhance co-ordination and combination of necessary varied competences present in the participating INGOs within the consortia, to get a better impact of our interventions. This pilot phase if successful could also pave the way to a better pooling of resources in view of future actions, especially reconstruction.

Emphasis will be put on active co-ordination with other EU funded projects and other donors' interventions in related areas in order to maximise peer-to-peer assessments and synergies as well as to allow for the best possible strategic phasing of the different projects.

The overall objective is to mitigate the negative economic impact of the Syria conflict, to support the early recovery and to enhance resilience of the most vulnerable Syrians through integrated programming, thus stabilising populations and decreasing tensions at local level.

The specific objective is to strengthen Syrians' livelihoods and to protect their assets by ensuring their ability to meet their essential needs and have access to activities which support their wellbeing and thereby reducing reliance on negative coping mechanisms. In parallel, local governance structures will be reinforced where feasible.

Provided the conditions still allow it, the action is foreseen to intervene inside Syria, in sub-districts of the northern governorates of Idleb, Hama, Latakia and Aleppo; north-eastern governorate of Hassakeh, centre and centre-South governorates of Damascus, Rural Damascus and Homs and southern governorates of Dar'a and Quneitra. Considering the volatile conflict situation, shifting of the areas of intervention may happen subject to prior approval by the EU delegation to Syria.

1. CONTEXT

1.1. Sector/Country/Regional context/Thematic area

1.1.1. Public policy assessment and EU policy framework

1.1.1.1. Public policy assessment

The conflict in Syria has resulted in a humanitarian disaster. Over 250,000 people have been killed since its outburst. More than 4 million Syrians have fled the country. 12.2 million Syrians are in need of support among which more than 4.8 million live in hard to reach areas. The conflict also resulted in creating major internal displacement (close to 8 million people), extensive damage to vital infrastructure, and increased vulnerabilities and poverty levels. Syria has lost four decades of human development gains and fell into extreme poverty; four of every five Syrians are poor. As the crisis prolongs, its multi-dimensional consequences are harshly felt by individuals and communities throughout Syria. The conflict continues to erode the development of sustainable and diversified livelihood, destroy the traditional social safety nets and coping mechanisms of host families and local communities, with a rising number of female-headed households and disabled people

particularly at risk, and undermine the longer term recovery of critical public service sectors such as health and education, leading to damaging long-term consequences for current and future generations. Safe access to food, water, temporary shelters and other essential services is a daily struggle, as is access to jobs and economic opportunities. Most of the displaced are hosted within communities, who have had to share access to limited social services (including water, education and health), as well as food and other resources for five years. The extended crisis has impacted the host and displaced communities, resulting in rising social tensions.

In this context, it is imperative to create alternative solutions to mitigate the risk of further displacement and migration, by building the resilience of communities and displaced people to cope with the crisis, through the provision of livelihood support to ease the burden of hosting communities inside Syria.

Over the next years, Syria's economy will continue to be crippled by the violence and insecurity, damage to the basic and the productive infrastructure, soaring unemployment rates, high inflation, commodity shortages, international sanctions and a shrinking revenue base as well as its structural transformation into a de facto war economy in many parts. Those not yet displaced by conflict risk being displaced for economic reasons as the economy stagnates. The contraction of productive activities has directly impacted the trade sector and transport sector, which is composed of thousands of marketplaces and hundreds of thousands of commercial outlets in urban and rural settings. Agriculture, industries, services and trading were the major livelihood systems of Syrians prior to the crisis, with agriculture being the backbone of rural socio-economic life in Syria, contributing up to 25 percent of the Gross Domestic Product (GDP), and representing the main source of employment and income for 47 percent of the population. Much of Syria's population now depends on humanitarian food aid due to the destruction of jobs, productive assets and distribution channels, especially in the farming area. However, and according to the wish of the Syrians themselves, there are still significant possibilities of creating jobs within specific local economic contexts and of improving livelihoods as well as geographical areas where agriculture is still present although muzzled by lack of inputs and equipment. In order to avoid further losses to Syria's resilience capacities it is essential not only that communities in conflict-affected areas be assisted in establishing small-scale businesses but also that the Syrian populations, most of which play host to internally displaced persons (IDPs), especially in the more secure parts of the country, be assisted and supported to find innovative ways to reactivate or boost what local economic structures may still be left and therefore generate income and stabilise their livelihood. This is a well-recognised way of resolving conflicts, calming combats and avoiding migration. Livelihoods provision also has positive spill-over effects to other activities such as education, health and local governance projects and renders them more effective. Therefore co-ordination and synergies with such projects will be sought.

Urban areas have borne the brunt of the IDPs crisis. An estimated 80% of IDPs are hosted in cities, particularly in Aleppo, Damascus, Rural Damascus, Latakia, Tartous, Hama and Raqqa. Cities have absorbed the majority of rural IDPs and displaced families from within cities, severely straining urban infrastructure and services – particularly water and waste-water, shelter, education, solid waste, electricity and health. Tensions between host communities and IDPs are also more common in cities due to an amplification of income, social and cultural differences.

The profound change of profile and continued shrinkage of Syria's job market and economic opportunities will require extensive investment to ensure a sustainable recovery in relatively safer areas of Syria. Investments in urban areas can offer a double benefit: first, cost-effectiveness due to the scale of beneficiaries reached and second, benefits to rural populations living in proximity to cities and who would be served by urban services which in return can benefit from agricultural output.

The situation for Syria's vulnerable child and youth population is desperate. It is estimated that 60% of the country's population (almost 11 million people) are aged 24 and below. Displacement, a lack of access to primary, secondary and vocational education, unemployment and violent trauma is having a devastating impact on Syria's current and future generations. Vulnerability among women, girls and boys has increased dramatically, as displacement and poverty have increased the risk of sexual and gender based violence (SGBV). For adolescents in particular who are entering their formative years, violence and suffering have not only scarred their past; it is shaping their futures. This generation of young people is still in danger of being lost to a cycle of violence. Young people without viable future prospects are at an increased risk of recruitment into armed groups. Addressing issues of economic depression, unemployment and decreased productivity for the country's present and future sustainability will require a concerted effort to provide the necessary support to support youth in becoming productive members of their community, with the ability to mobilise positive momentum towards rebuilding what has been destroyed.

Access to healthcare has been severely constrained as a result of damages to facilities, closure of clinics, frequent power outages and a shortage of medicines and medical supplies. The health workforce has been severely reduced as many health professionals have fled the country. Many affected governorates lack qualified medical expertise. For those health workers who have remained, many of them have been displaced while those remaining in hard-to-reach areas frequently cannot access their work place due to irregular public transportation, blocked and unsafe roads, and the insecurity. Access to health services can also be constrained by certain cultural barriers, particularly for women and girls. Both public and private sectors have suffered from a severe lack of doctors, especially those providing specialised services.

If the immediate and long-term impact of the crisis on the health of affected populations is to be alleviated, interventions that target essential life-saving actions will require complementary efforts to strengthen infrastructure (especially water and sanitation) and human resource resilience (in particular the reduction of community tensions and the provision of psycho-social support as well as tools for trauma reduction). After four years of crisis, targeted interventions to restore a health system will be critical in order for the response to have a sustainable health impact.

The armed conflict in Syria resulted in massive destruction of infrastructure, and deterioration of basic social and municipal services. Rubble is spread in former battlegrounds, frontlines and communities blocking access to a large number of areas and neighbourhoods. Large piles of garbage are left on the streets in affected communities, as basic municipal services are difficult to maintain either because of loss of human and physical resources in addition to unprecedented high surge in demand caused by large influx of IDPs in concerned host communities. The

manufacturing sector witnessed a substantial destruction and damage of its infrastructure mainly in industrial productive zones like Aleppo.

As a result of the crisis, an estimated 1.2 million damaged houses and 83% of Syria lives in the dark. Removal of debris mounds and collapsing community structures goes beyond the capacity of local authorities and local communities, and constrain community stabilisation, and the restoration and/or creation of livelihood opportunities.

1.1.1.2. EU policy framework

Syria's national development objectives have normally been laid out in a series of 5-year plans. The 10th five-year plan covered the period 2006-2010 and while the 11th five-year plan for 2011-2015 was drafted, it was not officially adopted. Due to the violence and unacceptable human rights situation, the Council of the European Union suspended EU bilateral co-operation with the Government of Syria in May 2011. Since then EU's development assistance to address the Syrian crisis under the European Neighbourhood Instrument (ENI) has been administered under annual "Special Measures" and channelled mainly through UN organisations but also international NGOs. Those UN organisations and the small number of international NGOs that are still based in Syria are currently essentially working from Damascus (although they may also have offices in the various governorates) and serve both Government-held and opposition-held areas (through cross-line operations). A number of other international NGOs are working from either southern Turkey or Lebanon and serve predominately opposition-held areas (through cross-border operations). The main priorities with regard to both humanitarian and early recovery (development) actions inside Syria are outlined in the 2015 "Arab Republic of Syria Strategic Response Plan" (SRP) prepared in co-ordination between the United Nations System, the Government of Syria, and humanitarian and development actors intervening in Syria.

This action is in line with the SRP objective "Strengthen resilience, livelihoods and early recovery through communities and institutions." and its cluster on early recovery and livelihoods. As of end of August 2015, only 28% of the funding needs of this cluster are covered for the 2015 SRP (24,000,000 USD).

This action is also in line with the joint Communication to the European Parliament and the Council on "Elements for an EU regional strategy for Syria and Iraq as well as the Da'esh threat" through building resilience in Syria thus contributing to preventing negative coping mechanisms by the population.

1.1.2. *Stakeholders analysis*

Individual conflict-affected Syrians, households, private sector and representatives/team members of local civil society organisations and local governance structures will participate in the activities planned under the action and will be consulted for the fine-tuning of the actions in their respective locations. Other stakeholders are external development actors such as UN agencies and other international NGOs which may be active in the same geo-location and/or in the domain. Active consultations and information exchanges will ensure that a maximum

of integration and complementarity will be achieved with other/similar on-going initiatives.

Primary target groups:

The action will primarily target areas hosting high numbers of IDPs. Equal participation of men and women, older persons, youth, and Persons with Disabilities will be ensured.

The transmission mechanism for the actions will be Syrian civil society organisations (CSOs), community-based organisations, relief committees, faith-based organisations, etc. Such organisations can take the form of grassroots groups or CSOs formed by the Syrian diaspora and with Syrian staff inside Syria where they have established offices. Many of the diaspora organisations are internationally registered, focused exclusively on the Syria crisis and have rapidly developed and expanded.

Private sector:

The action, through local partners and teams on the ground, will closely involve private sector actors, some of which still need to be identified through mapping exercises. Such mapping will also require careful analysis of the political role of respective local economic actors and due diligence in view of possible detrimental adverse effects of economic support to key actors in the war economy.

Local governance infrastructures:

Local councils, relief committees, community-based and faith-based organisations will be involved to better understand livelihoods-related needs, priorities and opportunities as well as to frame and supervise local livelihoods activities which is crucial for the sustainability of the action. Attention be paid not to entrench (pre-)existing local power structures, but to use project support to always enhance participation and inclusion of population (groups).

Local monitoring contractors:

A number of Syrian organisations have developed specialised capacities in third party monitoring. They will be selected through a competitive process and contracted to ensure additional accountability and monitoring of the action in all geographical areas where this is feasible and appropriate.

1.1.3. *Priority areas for support/problem analysis*

The magnitude of the humanitarian crisis has already resulted in massive efforts from governmental and non-governmental organisations both at national and international levels.

Thus far and until end 2014, a robust humanitarian response has been organised around the “Syrian Humanitarian Assistance Response Plan” (SHARP) for inside Syria and Regional Response Plans (RRPs) in neighbouring countries affected by the crisis. However, funding needs are extremely high and there is consensus among the international community that the response to the crisis needs to be revisited.

Considering that the crisis is affecting the broad spectrum of human development indicators¹, there is a clear need to switch from a purely humanitarian response to a more sustainable and resilience-based development response that will build on and complement the ongoing humanitarian response. This is why a combined humanitarian/development approach has been defined with the Syrian Response Plan 2015 for inside Syria and the Regional Refugee and Resilience Plan (3 RP) at regional level.

It also appeared that after more than four years of crisis, there is also a need to shift from sectorial and geographically scattered interventions to more strategic, multi-axes and inclusive interventions that are geographically targeted.

The actions proposed also take into account the EU Strategy for Syria and Iraq² and the EU Resilience Approach³. In line with these, the actions proposed are linked to ongoing humanitarian programming that the consortia of partners identified are implementing in the proposed areas of operation. By bringing together members working from different access points – both directly and through local partners – and close co-ordination and information sharing, the action will also contribute to the implementation of the “Whole of Syria” (WoS) approach.

The action will focus on supporting IDPs and vulnerable host communities, to reduce the adoption of negative coping strategies and participation in conflict-related activities. Livelihood rehabilitation under the action will be inclusive to women/Female Heads of Households, female and male youth, and people with disabilities, reducing protection risks and boosting economic and social role of women, youth and people with disabilities in post-conflict reconstruction. This is in line with the priorities identified in the Comprehensive approach to the EU implementation of the UN-SCR 1325 and 1820 on women, peace and security⁴ and the European Disability Strategy for 2010-2020⁵. Wherever possible, the Inter-Agency Standing Committee (IASC) Guidelines on Gender-Based Violence (GBV) will be used to ensure that GBV mitigation is mainstreamed throughout the work.

2. RISKS AND ASSUMPTIONS

Risks	Risk level	Mitigation measures
Limited access, especially for INGO staff due to conflict.	H	<ul style="list-style-type: none"> - Implementation through local partners who are well accepted locally and have well-established networks. - Transparent communication during all stages of the action and with all stakeholders. - Trainings on do-no-harm and conflict sensitivity. - Remote management with well-established monitoring and evaluation methods.

¹ The indicators are: poverty, spatial and gender inequalities, employment, livelihood and housing, education, health, nutrition, water and sanitation and the environment.

² Joint communication of the European Commission and the High Representative to the European Parliament and the Council “Elements for an EU regional strategy for Syria, Iraq, as well as the da’esh threat”. JOIN (2015)2 of 06/02/2015.

³ Council conclusions on EU approach to resilience, Brussels, 28 May 2013, and Action Plan for Resilience in Crisis Prone Countries 2013-2020. Brussels, 19.6.2013.

⁴ Note from the European Council n°15782/3/08-rev 3 of 03/12/2008: Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security.

⁵ European Disability Strategy 2010-2020: A Renewed Commitment to a Barrier-Free Europe.

Security situation or escalation of conflict.	H	<ul style="list-style-type: none"> - Information system and rapid feedback mechanisms especially with local actors. - Security management plans to mitigate risks for all stakeholders and contingency plans are elaborated. - Monitoring and co-ordination between security units of consortia partners. - In case the situation requires temporary suspension or adjustment or permanent suspension of activities in a given area, the EU Delegation to Syria is immediately informed and options for re-programming are elaborated. - Training for staff (HEAT).
Capacities of local partners	H	<ul style="list-style-type: none"> - Thorough local partner capacity and needs assessment at the beginning of the action. - Avoid overloading a limited number of local partners. - Capacity building programmes to address all kinds of weaknesses identified.
Corruption and diversion of assistance	M	<ul style="list-style-type: none"> - Careful selection of local partners based on clear criteria and principles to be established during the inception phase. - Remote management with well-established monitoring and evaluation methods. Training of local partners on accountability, feedback and complaint mechanisms. - Robust financial and support systems at local level with periodic verification of a sample of expenses. - Contingency plans taking into account the risk of corruption or aid diversion with retaliation measures should the situation arise. - Avoid as much as possible direct cash distribution through local partners. - Information system and rapid feedback mechanisms.
Competition and conflict risk around access to project support	M	<ul style="list-style-type: none"> - Common do-no-harm approaches and training of staff and local partners. - Open and transparent communication. - Standard Operating Procedures and standardisation of the value of support packages across the geographical implementation areas. - Strong involvement of local governance structures in the identification, monitoring and evaluation of projects.
Local inflation due to the programmes and/ or driving existing local economic actors out of business	L	<ul style="list-style-type: none"> - Regular market assessments and monitoring of market prices. - Co-ordination with other actors implementing livelihoods programmes.
Negative impact of cash and asset transfers when targeted at people with disabilities, women held households and vulnerables – Protection risks, gender based violence, domestic violence, etc.	L	<ul style="list-style-type: none"> - Gender- and disability-sensitive livelihoods assessments as well as do-no-harm analysis. - Training of local partners on gender- and disability-inclusive livelihoods programming - Local discussions and awareness sessions for creating an enabling environment for inclusive livelihoods.
Drought and other climate related risks	L	<ul style="list-style-type: none"> - Locally adapted agricultural inputs (e.g. seeds). - Community infrastructure rehabilitation/construction projects (implemented through cash for work - CFW) will include water infrastructure, including irrigation systems. - Farmers and agricultural labourers immediately affected by the

		impact of drought will be supported to develop alternative (temporary/additional) livelihoods through vocational training, asset provision, and business start-up grants.
Insufficient needs assessment, insufficient understanding of complex local socio-cultural and socio-economic interlinkages,		<ul style="list-style-type: none"> - Thorough needs assessment involving a maximum of local and external stakeholders. - Elaboration of socio-economic profiles of communities where interventions take place. - Reinforce links with other local activities/projects.

3. LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1. Lessons learnt

Enhanced co-ordination and information sharing is an imperative for efficient programming but can be effective only in an environment of trust and with relevant and safe information sharing systems in place.

More than four years into the crisis and despite rapidly changing conditions on the ground, the interconnected needs and vulnerabilities of affected populations in Syria can only be addressed with a holistic approach and mid-term perspective that combines elements of programming humanitarian assistance with resilience programming as well as bridges between the two.

Access remains challenging and only an approach that combines different access and operational modalities in a complementary and flexible way will allow outreach to a large number of people in need.

Given challenging and complex operational contexts, programming needs to be based on thorough risk analysis to do no harm and protect the safety of staff as well as project participants and other stakeholders.

Taking into account current capacities of local Syrian partners, collaboration with them needs to be embedded into sustainable partnerships with a strong capacity building component that prepares them for implementation of high-quality, inclusive livelihoods programming.

Experience from the Syrian context and others has shown that programme success and sustainability depends heavily on the involvement of all relevant stakeholders, in particular local actors (community members, civil society, local authorities, faith-based organisations, private sector, etc.) throughout the planning and implementation process as well as external stakeholders such as international NGOs and UN agencies that may also be active in the same geo-location and/or thematic area.

3.2. Complementarity, synergy and donor co-ordination

3.2.1. Complementarity and synergy

The two consortia to be funded will closely align and co-ordinate with all on-going relevant actions in Syria, to ensure maximum coherence and complementarity. In particular this action is complementary to the support already provided by the EU,

certain EU Member States, other donor countries, international organisations and civil society organisations to address the humanitarian and so-called “stabilisation needs” caused by the conflict in Syria. This complementarity will mainly concern the nature of the financed actions and the geographical areas of intervention.

The following EU interventions with which co-ordination needs to be closely ensured are of particular relevance. The EU delegation to Syria will provide all necessary information to the two consortia and will facilitate contacts so that this co-ordination is operational:

- ± EUR 15 million support to United Nations Fund for Children (UNICEF) and the World Food Programme (WFP), which intervenes essentially in the 6 governorates of Aleppo, Damascus, Rural Damascus, Homs, Hassakeh, and Tartous and contributes to improved access to education; psycho-social support to kids and youth; the rehabilitation of schools; vocational training & alternative learning. The WFP component provides daily nutritious fortified bars to school children.
- ± EUR 4 million Support to United Nations Development Programme (UNDP), which intervenes in the 6 governorates of Aleppo, Hama, Hassakeh, Homs, Rural Damascus and Tartous, to achieve: employment opportunities in solid waste management, rubble removal and social infrastructure repairs; the rehabilitation of schools and health facilities; the provision of productive assets to families; vocational training and start-up toolkits for income generating activities; support to people with disabilities; activities related to drama therapy, Sport for Peace, Music and Art for Peace and Food for Peace initiatives and; training of NGOs on social cohesion and community resilience initiatives. Specific emphasis is put on women led households and most vulnerable people.
- EUR 6 million support to Food and Agriculture Organisation (FAO), which intervenes from Damascus and cross border from Gaziantep with the two main objectives of strengthening the agriculture crop production and natural resource management capacities and granting access to alternative income sources for the targeted population. The project concentrates on agricultural inputs for the winter cereal season, as well as irrigation technologies; income generating activities; the set-up of an improved drought early warning system and food security information management capacity and; the set-up of a resilience network.
- EUR 30.5 million support to UNRWA, which concentrates on the Palestinian refugees in Syria. It aims at delivering cash to the most vulnerable, to support education and health as well as to provide vocational training and work opportunities to the Palestinian youth. UNRWA’s activities often also benefit Syrians especially in the health and soon micro-finance domains.

The four above mentioned programmes have set up a co-ordination structure so that interventions are coherent, co-ordinated and exploit synergies as far as possible.

- EUR 5 million support to Gesellschaft für internationale Zusammenarbeit (GIZ) and Expertise France. This project supports Syrian local governance structures through the delivery of services to communities through cross-border activities from Gaziantep in Turkey. It will also help supporting Turkish authorities' effort to address Syrian refugees' needs from the city of Gaziantep. It promotes the

development of sustainable/highly efficient short-term projects with a view to strengthening local service provision in the fields of health, water and sanitation, education and recreational activities for kids, food security/livelihoods, agriculture and civil protection. This is ensured through

- The creation of a logistics stock managed at Gaziantep level, with adequate equipment to be delivered swiftly to local communities in Syria upon their demand and verified needs and; a micro grant facility aiming at supporting trusted and accountable local partners inside Syria for quick local procurement.

- The support/creation of health centers and schools dedicated to Syrian refugees and their host communities to address the needs of Syrian refugees and host populations in Turkey.

- The EU (via the Instrument contributing to Stability and Peace – IcSP) funded “Tamkeen” project takes place in opposition held and contested areas in Syria. It is a combination of support to local governance structures and to service delivery activities. It goes down to the communities through small grants and a set of options for projects in different thematic sectors. The set local governance structures are composed of prominent members of the communities and local councils who are in charge of the management of the projects, from the design, the spending up to their evaluation. It is run from Amman for Dar'a and rural Damascus and from Gaziantep for Idleb (still active) and Aleppo. The project ensures a bottom up participatory approach, with strong community engagement, men and women equally involved (women field officers have been appointed).

- 4 projects in support to Civil Society Organisations worth ± EUR 8 million, mostly conduct cross-border activities from Gaziantep and Beirut and tackle issues directly related to livelihoods, support to the development of small businesses and local governance, often with innovative approaches and integrating various cross-cutting issues.

Additionally, the EU Directorate General for Humanitarian Aid and Civil Protection (ECHO) is providing assistance to the most vulnerable segments of the population including internally displaced people as well as host communities essentially in the sectors of health, water and sanitation and protection. Support is based on a prior needs assessment. In addition to an harmonised and aligned approach to the Syrian Response Plan 2015, the EU Delegation to Syria and ECHO Syria office have started developing a "Joint Humanitarian and Development Framework" for the country which will highlight synergies, co-ordination and, to the extent possible as well as the respective areas where development and humanitarian assistance are best placed to deliver support. The two consortia partners are currently providing humanitarian assistance in different areas across conflict-affected areas in Syria, and have also started livelihoods interventions where the situation allows. The proposed action will build on this experience and tested access modalities to ensure that affected population receive comprehensive support to initiate the transition from a situation where they depend heavily on humanitarian assistance to one where they are more self-sustained.

3.2.2. *Donor co-ordination*

Concerning Syria, due to the fact that assistance is using different delivery mechanisms ("cross-line" and "cross-border"), donor co-ordination is taking place in a number of different fora at different levels. These include:

- The informal "core group" on donor co-ordination for recovery, resilience, and development response to the Syria crisis which is chaired by the EU and includes key bilateral and multilateral donors. This group aims at improving the effectiveness of development assistance provided in response to the Syrian crisis, both inside Syria and in the neighbouring countries, but does not include humanitarian activities which are co-ordinated by the United Nations Office for the Co-ordination of Humanitarian Affairs (OCHA).
- Co-ordination is also conducted in the frame of the Working Group on Economic Recovery and Development of the Friends of Syrian People. Here the focus is on co-ordination of donor support to the opposition held areas of Syria which is mainly supported from southern Turkey (cross-border), although there is also cross line support.
- The UN also co-chairs a number of sectoral co-ordination meetings based in Damascus.

There is very close and regular internal co-ordination within the European Commission between the various services involved in the response and with the European External Action Service. The Joint Communication "Towards a Comprehensive EU approach to the Syrian crisis" as well as the "Elements for an EU regional strategy for Syria and Iraq as well as the Da'esh threat" help providing a framework for co-ordinating all aspects of the EU response to the crisis.

Finally, the revised "Syria Response Plan" 2015 provides a co-ordinated response strategy for all UN agencies and humanitarian actors.

The implementers of the action will be required to create active co-ordination mechanisms with all relevant stakeholders to ensure proper exchange of information and use of all possible synergies and complementarities.

3.3. **Cross-cutting issues**

Gender, youth, protection and disabilities are the main cross cutting issues. Resources will be allocated for targeting gender balance, for including youth and disabled people in the schemes and for mitigating protection problems. Activities need to be designed so as to ensure inclusiveness and to also meet the needs of the most vulnerable groups. This is particularly relevant given that:

- A significant proportion of the Syrian population has new disabilities resulting from the conflict. It needs to be given hope in the future;
- Gender disparities have been exacerbated and many households are now headed by women following the killing of men. Specifically targeting women or disabled may lead to further exacerbation of the problem through "jealousy". A "do

no harm” and inclusiveness approaches will help mitigating this problem;

- Most of the youth have left school, sometimes long ago and is unoccupied, and thus attracted by radicalism and weapons. Livelihood is a driver of inclusive growth and poverty reduction. Providing youth with quality vocational training and job opportunities is essential to better integrate the society and to become less vulnerable and less inclined to fall into the trap of extremism.

Physical and mental disabilities will also be considered in the results and activities.

The Programme will also mainstream human rights, human dignity awareness and the fight against violent extremism.

4. DESCRIPTION OF THE ACTION

4.1. Objectives/results

The overall objective is to minimise the economic impact of the Syria conflict, to support the early recovery and to enhance resilience of the most vulnerable Syrians, thus stabilizing populations and decreasing tensions at local level.

The specific objective is to strengthen Syrian populations' livelihoods, protect their assets, and reduce their negative coping mechanisms to ensure they are better able to meet their essential needs and have access to activities which support their wellbeing, this in parallel with reinforcing local governance structures.

Provided the conditions allow, the action is foreseen to intervene inside Syria, in sub-districts of the northern governorates of Idleb, Hama, Latakia and Aleppo; north-eastern governorate of Hassakeh, centre and centre-South governorates of Damascus, Rural Damascus and Homs and southern governorates of Dar'a and Quneitra. Shifting of the areas of intervention with the prior approval of the EU delegation to Syria may happen considering the volatile conflict situation.

4.2. Main activities

The main activities are linked to the expected results as follows:

Result 1: All actors intervening in the Syria response have an improved understanding of conflict-affected markets and production systems in Syria leading to an enhanced co-ordination and response.

Activities: This result should be achieved through improving existing information and co-ordination networks as well as feeding these networks with data based on the latest researches and needs assessment studies so that the responses to the populations' needs are more accurate, coherent and co-ordinated.

Result 2: households (notably caring the most vulnerable ones: women, disabled, youth, etc.) have access to temporary income to mitigate negative coping mechanism.

Activities: This result should be achieved through direct cash or vouchers for work essentially in the fields of public services/infrastructures (water and sanitation,

health, rehabilitations, rubble removal, etc.) but also rehabilitation of business assets notably in agriculture. This should allow participants to protect their productive assets in the short-term (to prevent their sale), to avoid other negative coping mechanisms (child labour, early marriage, association with armed groups, etc.) and finally to lay the foundations to strengthen targeted people's recovery potential. Potential support for work in the artistic area such as drama/theatre may also be explored thus contributing to a decrease in community tensions. Cash for work activities would not be made in competition with local governance structures, but in support of them and with their participation. These activities will be conducted in parallel with the following other results/activities.

Result 3: Persons (notably caring the most vulnerable ones: women, disabled, youth, etc.) are able to adapt their livelihood skills (entrepreneurship/employability) and to support livelihoods and market systems especially in agriculture but also in private market and businesses and public services.

Activities: This result should be achieved through capacity building and training of local governance structures and civil society organisations and communities as well as individual beneficiaries - Operational and technical capacity of local governance structures and civil society organisations and communities will be enhanced to support innovative thinking and programme designing as well as management in the fields of the interventions foreseen notably in agriculture, private market and businesses and public services (water and sanitation, health, rehabilitations, rubble removal, etc.). Capacity building of final beneficiaries will be enhanced so that they are able to manage the creation and running of businesses and jobs in the above mentioned fields. Psycho-social support and activities at community levels will be undertaken to reduce the community tensions.

Result 4: Households (notably caring the most vulnerable ones: women, disabled, youth, etc.) have restored their productive assets and are able to protect them and to reengage/adapt their livelihoods as well as to resume activities and increase household income and consumption.

Activities: This result should be achieved through developing community support projects, promoting and training on adapted techniques, distribution of equipment and inputs, small grants to providers, setting of Community Savings and Loan Associations and local financing systems, etc. This is to be carried out for the different fields of the interventions notably in agriculture but also private market and businesses and public services (water and sanitation, health, rehabilitations, rubble removal, etc.).

4.3. Intervention logic

The proposed action marks a significant breakthrough in the Syria response as it intends to bring together consortia of key actors who have established programming in both government and opposition controlled areas, in a whole-of-Syria approach (covering needs wherever they are either through cross-border, or from Damascus). The agencies forming the consortia will come together with a strong commitment to sharing information about needs and operational conditions in the areas of operation, and technical expertise as global leaders in developing best practice, tools, and resources.

The idea is to establish a long-term, collaborative effort for a holistic, multi-faceted response programme to support local governance, revival of local economies, strengthen self-help capacities of conflict-affected communities, and ultimately pave the way for the eventual return of displaced populations through the rehabilitation of social and economic fabrics in Syria and through building the resilience of women, men, boys and girls of different ages and capacities. Special attention will be paid to the most vulnerable population such as women headed households or disabled people.

The consortia actors will strongly be committed to engage with existing co-ordination structures and will feed into information management systems with the ultimate goal of promoting a more co-ordinated and effective response and of proving the benefit of a strong integration of humanitarian and rehabilitation efforts.

See indicative log frame matrix in annex.

5. IMPLEMENTATION

5.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Article 184 (2) (b) of Regulation (EU, Euratom) No 966/2012.

5.2. Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 18 months from the date of adoption by the EU Commission of this Action Document.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3. Implementation modalities: Grants - direct award (direct management)

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results

The overall objective is to minimise the economic impact of the Syria conflict, to support the early recovery and to enhance resilience of the most vulnerable Syrians, thus stabilizing populations and decreasing tensions at local level.

The specific objective is to strengthen Syrian populations' livelihoods, protect their assets, and reduce their negative coping mechanisms to ensure they are better able to meet their essential needs and have access to activities which support their wellbeing, this in parallel with reinforcing local governance structures.

If conditions allow the foreseen areas of intervention are situated inside Syria, in sub-districts of the northern governorates of Idleb, Hama, Latakia and Aleppo; north-

eastern governorate of Hassakeh, centre and centre-South governorates of Damascus, Rural Damascus and Homs and southern governorates of Dar'a and Quneitra. Shifting of the areas of intervention with the prior approval of the EU delegation to Syria may happen considering the volatile conflict situation. The action will take place through a whole of Syria approach (support being provided either through cross-border or from Damascus).

(b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, two grants may be awarded without a call for proposals to the following two groups of international non-governmental organisations:

1. CARE (UK) as lead applicant and Danish Refugee Council (DK), Handicap International (FR), International Rescue Committee (UK), Mercy Corps (UK) and Norwegian Refugee Council (NO) as co-beneficiaries.
2. Save the Children (UK) as lead applicant and Goal (IE) as co-beneficiary.

A change in the composition of the groups of international non-governmental organisations may be accepted in duly justified cases.

The award of grants without a call for proposals is justified due to the crisis situation in the country as defined in Article 190(2) RAP. Because of the ongoing crisis, the Director General of the Directorate General for Neighbourhood and Enlargement Negotiations (NEAR) recently extended the use of flexible procedures until 30/06/2016. The consortia have been created based on the consultations with the NGOs active inside Syria and the direct grant is proposed as per contractual procedures to be used in cases of crisis situations. The proposed consortia are the best placed to implement the projects through their presence inside Syria, knowhow in operating in the current crisis situation, network of local partners and experience in managing multisectoral programmes.

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicants. The essential award criteria are relevance of the proposed action to the objectives set during the numerous consultations with INGOs and their co-ordination bodies present in the region and already active inside Syria as: design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for these grants is 90% of the eligible costs of the action.

In accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012, if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative trimester to conclude the grant agreement

First trimester of 2016.

5.4. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement procedures and grant awards 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 following provisions.

In accordance with Article 9(2)(a) of Regulation (EU) No 236/2014 the Commission decides that natural and legal persons from the following countries having traditional economic, trade or geographical links with neighbouring partner countries shall be eligible for participating in procurement and grant award procedures: Turkey, Iraq. The supplies originating there shall also be eligible.

The Commission's authorising officer may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5. Indicative budget

	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
5.3.1 Direct grant (direct management)		
Lead applicant CARE	15,000,000*	1,500,000
Lead applicant Save the Children	8,000,000*	800,000
Total	23,000,000*	2,300,000

* The budget includes costs for communication and visibility as well as monitoring, evaluation and audit

5.6. Organisational set-up and responsibilities

The consortia will be constituted by several international non-governmental organisations with one of them taking the lead as beneficiary of the subvention the other(s) being co-beneficiaries. Proper internal co-ordination structures will be put in place. They will be detailed in the contracts.

5.7. Performance monitoring and reporting

Considering the conflict situation of Syria specific monitoring rules will be elaborated and inserted in the contracts. These rules will notably cover the different management modes notably the direct implementation and the remote management of consortia teams/local partners.

The day-to-day technical and financial monitoring of the implementation of the projects resulting from direct award of the two grants 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. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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).

5.8. Evaluation

Having regard to the nature of the action, a final evaluation will be carried out for this action or its components via independent consultants.

The Commission may, during implementation, decide to undertake an evaluation for duly justified reasons either on its own decision or on the initiative of the partner. The Commission shall inform the implementing partner at least one month in advance of the dates foreseen 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.

The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, 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.

5.9. Audit

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 audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

5.10. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the action and the appropriate contractual obligations.

Annex: Indicative Log Frame matrix

INDICATIVE LOGICAL FRAMEWORK – RESTORATION AND STABILISATION OF LIVELIHOODS OF AFFECTED SYRIAN POPULATIONS INSIDE SYRIA				
	Intervention logic	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
Overall objectives	O – Contribute to enhancing the resilience of the affected population (IDPs and host communities).	% of beneficiaries reporting a shift from basic survival and negative coping mechanisms to recovery (more permanent assets, adequate food, diversified sources of livelihood).	Sources: Baseline, reports, evaluation studies	No significant military fighting and target areas remain accessible. Flexibility to change project area if required.
Specific objective	SO – to strengthen Syrian populations' livelihoods, protect their assets, and reduce their negative coping mechanisms to ensure they are better able to meet their essential needs and have access to activities which support their wellbeing, this in parallel with reinforcing local governance structures.	"Indicator 1": % reduction in average coping strategy index (CSI) score. "Indicator 2": % of Households report diversification of income sources. "Indicator 3": % of households reporting an improved ability to maintain basic food and non-food needs of all family members.	Sources: Baseline and monitoring of locally adapted CSI representative of evidence at the regional level; Pre and post intervention surveys	Security and weather conditions allow implementation of activities No restrictions or new regulations preventing livelihood activities. Basic economic and agricultural infrastructure are in place. Lack of immediate threats in the intervention areas Inflation and exchange rates stay with reasonable limits

<p>Expected results</p>	<p>R 1: All actors intervening in the Syria response have an improved understanding of conflict-affected markets and production systems in Syria leading to an enhanced co-ordination and response.</p>	<p>"Indicator 1": Number and type of technical inputs and recommendations provided to improve current information management systems for the livelihoods sector. "Indicator 2": Number and type of changes from different actors on how data is used and collected for the livelihood sector triggered by the Consortia inputs. "Indicator 3": Number of market assessments/analyses/learning pieces/ tools produced and disseminated.</p>	<p>Sources: reporting, feedback forms from agencies.</p>	<p>Adequate security conditions and information management systems are in place to ensure widespread dissemination.</p>
	<p>R 2: 12,605 households have access to temporary income to mitigate negative coping mechanisms - CFW</p>	<p>"Indicator 1": % of households who report a reduction in the use of negative coping strategies concerning both food security and assets building "Indicator 2": Number of households benefitting from direct CFW and receiving employment. "Indicator 2": Number of households who have received and used cash transfers to reduce negative coping strategies. (25% are women, 10% are PWD). "Indicator 3": Number of projects which enhance the assets and environment of target communities.</p>	<p>Sources : Cash transfer records; Participants lists</p>	<p>Secure cash transfer systems which takes into account protection issues and EC guidelines on cash transfers.</p>

		<p>"Indicator 4": Number of projects which successfully reconnected/rehabilitated public services.</p> <p>"Indicator 5": Number of community members benefitting from improved access to inclusive livelihoods (reconnected/rehabilitated public services) following CFW.</p> <p>"Indicator 6": Number of households which demonstrate improved consumption/dietary diversity.</p>		
	<p>R 3:17,000 persons are able to adapt their livelihood skills to their new situation (entrepreneurship/employability). 1,000+ communities, civil society organisations and local authorities have increased their capacities to support livelihoods schemes.</p>	<p>"Indicator 1": Number of participants completing livelihoods training and/or accessing to any scholarships/internship/apprenticeships opportunity (25% are women, 10% are PWD).</p> <p>"Indicator 3": Number of people who report an increase in the number of days worked.</p> <p>"Indicator 4": Number of people who report an increase in their ability to market their products.</p> <p>"Indicator 5": Number of business plans implemented.</p> <p>"Indicator 6": Number of beneficiaries who received technical</p>	<p>Sources: Participants / graduation records; Pre-/post-activity monitoring; Activity records – business plans; meeting minutes, evaluation</p>	<p>People are free to attend skills development sessions without stigma, especially women given that female participation in the economic sphere is very low.</p>

		<p>support.</p> <p>"Indicator 7": Number of trainings/ events/ fora conducted for CSOs and LAs.</p> <p>"Indicator 8": % of trainees (Consortium members, local partners and field staff) showing increased knowledge in livelihoods and market systems.</p>		
	<p>R4: 22,403 Households have restored their productive assets and are able to reengage/adapt their livelihoods</p>	<p>"Indicator 1": Number of households reporting increased income from restored/new assets through the use of livelihood inputs and grant schemes.</p> <p>"Indicator 2": Number of households having received input packages for their livelihoods activity.</p> <p>"Indicator 3": Number of households receiving cash (small grant)/in kind support for business recovery.</p> <p>"Indicator 4": % of beneficiaries showing increased profit after 12 months.</p> <p>"Indicator 5": Number of beneficiaries that benefitted from community loans for business recovery.</p>		<p>Adapted food productions are implemented by target households.</p> <p>Seasonal climate conditions do not negatively affect agricultural activities to the extent of causing a large-scale livelihood shock.</p> <p>Community cohesion is sufficient.</p> <p>Members have some level of assets generating income which allows them to save on a weekly or monthly basis.</p> <p>Relevant actors (private sector, civil society, location authorities) will</p>

				use assessments, mappings and EEIP.
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