



Brussels, 4.12.2015
C(2015) 8541 final

COMMISSION IMPLEMENTING DECISION

of 4.12.2015

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

COMMISSION IMPLEMENTING DECISION

of 4.12.2015

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

THE EUROPEAN COMMISSION,

Having regard to the Treaty [on the Functioning of the European Union

Having regard to Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action¹ and in particular Article 2(1) thereof,

Having regard to Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council of 25 October 2012 on the financial rules applicable to the general budget of the Union and repealing Council Regulation (EC, Euratom) No 1605/2002², and in particular Article 84(2) thereof,

Whereas:

- (1) In light of the ongoing repression and restrictive measures taken by the Council of the European Union, the Commission has suspended its cooperation with the Syrian Government since May 2011. Since then, normal programming for Syria has not been possible due to the ongoing conflict but direct support to the affected population in Syria and in the neighbouring countries affected has been maintained under the European Neighbourhood Instrument³ (ENI) through various special measures in complementarity to humanitarian assistance in sectors such as education and early recovery. This will be revised should the situation evolve towards a post-crisis state-building and reconstruction scenario.
- (2) The objective pursued by this measure to be financed under the ENI is to help the Syrian population to cope with the effects of the crisis and prepare for recovery. This special measure is made necessary by the dramatic worsening of the Syrian crisis and its spill-over effects in the region.
- (3) The action entitled “Restoration and stabilisation of livelihoods of affected Syrian populations inside Syria” will contribute to help people in Syria cope with effects of the crisis, support their livelihoods inside Syria and avoid inflating the millions of refugees that have fled to the neighbouring countries. It will be implemented through grants to consortia of Non Governmental Organisations.
- (4) The action entitled “Joint comprehensive EU framework for cross-border operations in Syria from Turkey” will contribute to provide basic services to the Syrian population and to strengthen local governance through the implementation of flexible and short-term delivery projects in Syria with local civil partners, notably in the health sector. It will be implemented by *Gesellschaft für Internationale Zusammenarbeit* (GIZ).

¹ OJ L 77, 15.3.2014, p. 95.

² OJ L 298, 26.10.2012, p. 1.

³ Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European Neighbourhood Instrument, OJ L 77, 15.3.2014, p. 27.

- (5) The action entitled “Strengthening the resilience of Palestine refugees communities in Syria” will contribute to improve the resilience of Palestine refugees in Syria through supporting access to basic services (Education, Health) and to livelihoods opportunities. It will be implemented through UNRWA.
- (6) The Commission has adopted a These actions fall under the joint Communication to the European Parliament and the Council “Elements for an EU regional strategy for Syria and Iraq as well as the Da'esh threat”.⁴
- (7) It is necessary to adopt a financing Decision the detailed rules of which are set out in Article 94 of Commission Delegated Regulation (EU) No 1268/2012⁵.
- (8) It is necessary to adopt a work programme for grants, the detailed rules on which are set out in Article 128(1) of Regulation (EU, Euratom) No 966/2012 and in Article 188(1) of Delegated Regulation (EU) No 1268/2012. The work programme is constituted by the Annex 1 (section 5.3).
- (9) The Commission should entrust budget-implementation tasks under indirect management to the entities specified in this Decision, subject to the conclusion of a delegation agreement. In accordance with Article 60(1) and (2) of Regulation (EU, Euratom) No 966/2012, the authorising officer responsible needs to ensure that these entities guarantee a level of protection of the financial interests of the Union equivalent to that required when the Commission manages Union funds. These entities comply with the conditions of points (a) to (d) of the first subparagraph of Article 60(2) of Regulation (EU, Euratom) No 966/2012 and the supervisory and support measures are in place as necessary.
- (10) The authorising officer responsible should be able to award grants without a call for proposals provided that the conditions for an exception to a call for proposals in accordance with Article 190 of Delegated Regulation (EU) No 1268/2012 are fulfilled.
- (11) It is necessary to allow the payment of interest due for late payment on the basis of Article 92 of Regulation (EU, Euratom) No 966/2012 and Article 111(4) of Delegated Regulation (EU) No 1268/2012.
- (12) Pursuant to Article 94(4) of Delegated Regulation (EU) No 1268/2012, the Commission should define changes to this Decision which are not substantial in order to ensure that any such changes can be adopted by the authorising officer responsible.
- (13) The measures provided for in this Decision are in accordance with the opinion of the European Neighbourhood Instrument Committee set up by Article 15 of the financing instrument referred to in recital 2,

HAS DECIDED AS FOLLOWS:

Article 1

Adoption of the measure

The Commission Decision on the 2015 special measure for the Syrian population, as set out in the annexes, is approved.

⁴ 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.

⁵ Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 on the rules of application of Regulation No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union (OJ L 362, 31.12.2012, p. 1).

The measure shall include the following actions:

- Annex 1: Restoration and stabilisation of livelihoods of affected Syrian populations inside Syria;
- Annex 2: Joint comprehensive EU framework for cross-border operations in Syria from Turkey ;
- Annex 3: Strengthening the resilience of Palestine refugees communities in Syria.

Financial contribution

The maximum contribution of the European Union for the implementation of the measure referred to in Article 1 is set at EUR 40,000,000 and shall be financed from budget line 21 03 01 03 of the general budget of the European Union for 2015.

The financial contribution provided for in the first paragraph may also cover interest due for late payment.

Article 3

Implementation modalities

Budget-implementation tasks under indirect management may be entrusted to the entities identified in the attached annexes 2 and 3, subject to the conclusion of the relevant agreements.

The section “Implementation” of the annexes to this Decision sets out the elements required by Article 94(2) of Delegated Regulation (EU) No 1268/2012.

Grants may be awarded without a call for proposals by the authorising officer responsible in accordance with Article 190 of Delegated Regulation (EU) No 1268/2012.

Article 4

Non-substantial changes

Increases or decreases of up to EUR 10 million not exceeding 20% of the contribution set by the first paragraph of Article 2, or cumulated changes to the allocations of specific actions not exceeding 20% of that contribution, as well as extensions of the implementation period shall not be considered substantial within the meaning of Article 94(4) of Delegated Regulation (EU) No 1268/2012, provided that they do not significantly affect the nature and objectives of the actions.

The authorising officer responsible may adopt such non-substantial changes in accordance with the principles of sound financial management and proportionality.

Done at Brussels, 4.12.2015

For the Commission
Johannes HAHN
Member of the Commission



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.
--	--	--	--	-------------------------------------



This action is funded by the European Union

ANNEX 2

of the Commission implementing Decision on the 2015 special measure for the Syrian population

Action Document for a "Joint comprehensive EU framework for cross-border operations in Syria from Turkey"

1. Title/basic act/ CRIS number	Joint comprehensive EU framework for cross-border operations in Syria from Turkey CRIS number: ENI/2014/351-055 Add : 006 financed under the European Neighbourhood Instrument			
2. Zone benefiting from the action/location	Middle East South, Syria The action shall be carried out at the following location: Syria (from Gaziantep /Turkey)			
3. Programming document	Special Measure			
4. Sector of concentration/ thematic area	N/A			
5. Amounts concerned	Total estimated cost: EUR 7,700,000 Total EU contribution: EUR7,000,000 At least 10% of the EU contribution to the action will be co-financed in parallel co-financing by other sources.			
6. Aid modality(ies) and implementation modality(ies)	Project Modality Indirect management with Gesellschaft für Internationale Zusammenarbeit (GIZ).			
7. DAC code(s)	430 ; 43010 - Multiple Sectors: Health; Water/Sanitation; Education; Food security/livelihood; agriculture; Civil defense; Sub-granting/micro-projects			
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 checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

	born and child health			
	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 indirect management agreement to which the present action document intends to contribute through a rider aims at ensuring that EU and EU Member States cross-border support projects are implemented in a more coherent and effective way to better respond to needs inside of Syria. It covers multiple sectors and intends to complement humanitarian and non-humanitarian activities in areas liberated from Da’esh and under control of “moderate opposition inside of Syria. It fosters synergies between existing EU Member States and EU funded initiatives.

The present action document will permit an extension of the activities already undertaken on assistance to communities affected by the conflict. It will notably focus on provision of primary health care services – maternal and child health – and other stabilisation/stabilisation measures to be delivered to the population inside Syria, through cross-border support with also a strengthening of local governance institutions thus contributing to community stabilisation efforts.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

1.1.1 Policy Assessment and EU Policy Framework

1.1.1.1 Policy assessment

The magnitude of the humanitarian crisis has already resulted in massive efforts from governmental and non-governmental organisations both 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 as well as the EU Resilience Approach³. In line with these, the actions proposed are complementary to on-going humanitarian programming that are implemented in the proposed areas of operation.

The action will focus on supporting Internally Displaced Persons (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 UNSCR 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.

1.1.1.2 EU policy framework

Syria's national development objectives were normally 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 economic and development assistance to address the Syrian crisis under the European Neighbourhood Instrument (ENI) has been channelled mainly through United Nations (UN) organisations but also non-governmental organisations (NGOs). UN organisations and a number of NGOs are currently essentially working from Damascus (although they may also have offices in various governorates) and serve both Government-held and opposition-held areas (through cross-line operations). A number of other NGOs are working from either southern Turkey or Lebanon and serve predominately opposition-held areas (through cross-

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.

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

border operations). The main priorities with regard to both humanitarian and early recovery (development) actions inside Syria are outlined in the 2015 “Syrian Arab Republic 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 clearly in line with the SRP objective “Strengthen resilience, livelihoods and early recovery through communities and institutions.” and its cluster on early recovery and livelihoods.

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 Stakeholder analysis

Principal stakeholders will be provincial/local civilian service and utility providers as well as provincial/local community actors in Syria and potentially other Syrian provisional institutions and organisations recognised by the Syrian Opposition Coalition (SOC) subject to agreement in a steering mechanism between the project partners and the EU Delegation to Syria on a case-by-case basis. The identification process of these stakeholders will take into account previous successful partnerships within EU Member States (MS) bilateral projects. The EU office and EU Member states representatives in Gaziantep participate to the identification. Final beneficiaries will be the local communities they are active in. Implementing partners will be encouraged to work as much as possible in co-operation with civil society organisations (CSOs) in order to help this sector survive through the crisis.

1.1.3 Priority areas for support/problem analysis

The conflict in Syria has resulted in a humanitarian disaster. Over 250,000 people have been killed since its outbreak. 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 fallen into extreme poverty; four of every five Syrians are poor. As the crisis continues, its multi-dimensional consequences are harshly felt by individuals and communities throughout the country. It also directly affects several countries in the region mainly - Lebanon and Jordan, but also Iraq, Turkey and Egypt - whose social and economic capacity to deal with the ever growing influx of refugees is all but exhausted.

The Syrian economy has witnessed four stages of decline provoked by the outbreak of the conflict, the imposition of sanctions, the expansion of fighting into the country's economic powerhouses and the opposition seizure of the resource-rich northeast. Nonetheless, regime-controlled areas remain resilient particularly because of the critical support provided by domestic and international allies.

The expansion of a war economy has been fuelled by the intra-rebel fight for lucrative resources such as oil fields and grain stores, but the rise of state militias and the impact of sanctions have also created powerful new networks on the regime side. A growing number of groups on both sides of the divide now reap significant

material benefit from the conflict, which gives them a powerful incentive to prolong the fight.

The relative autonomy gained by local stakeholders is creating new power centres that are likely to clash with any future central government. The entrenched fragmentation of the economy means that areas controlled by the regime and the opposition have become increasingly disconnected.

In view of a large part of Syria's economy having shifted into a parallel war economy, it is currently extremely difficult to obtain viable indicators for economic performance. There is no standardised and updated poverty profile as national statistics have become utterly unreliable.

The conflict continues to erode the development of sustainable and diversified livelihood, destroying 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. It is undermining 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 employment 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 on the behaviour of 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 a broad kind of necessary support (including livelihoods and health) to ease the burden of hosting communities inside Syria. In addition, considering the long lasting crisis, the shrinking of resources and especially according to the wish of the Syrians themselves, there is a need to gradually replace humanitarian by more sustainable assistance in the form of early recovery and stabilisation measures. 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 IDPs be supported to maximize their livelihood. This is a well-recognised way of resolving conflicts, calming combats and avoiding migration.

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 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 - replicating in the next generation what they suffered in their own. Young people without viable future prospects are at an increased risk of recruitment into armed groups. Education, youth participation and intercultural dialogue can play

a key role in preventing radicalization and in enhancing social integration and intercultural dialogue.

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 infrastructural and human resource resilience. After four years of crisis, targeted interventions to restore a health system especially in terms of primary health care and maternities would 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 or due to unprecedented high surge in demand caused by large influx of IDPs.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
<u>Regarding partners</u> <ul style="list-style-type: none"> The structures within Syrian civil society are rapidly evolving with high turnover of staff, weak accountability mechanisms and are subject to frequent changes. The risk of aid being “instrumentalised” by partners inside Syria. For projects implemented in Turkey, the evolving policy toward Syrian refugees by the Turkish authorities will directly impact the nature and scope of activities to be conducted. 	H	The mentioned risks underlie all single projects attempting to operate inside of Syria. It is assumed that by increasing strategic co-ordination and exchange of information between key EU MS agencies as well as pooling respective implementing experience, this joint approach may mitigate the overall risk as compared to individual projects. It is to be noted that the activities foreseen under 3.2 are not humanitarian response but oriented towards setting the pace for recovery.
<u>Regarding access</u> <ul style="list-style-type: none"> Given that the project is implemented remotely from Turkey, access to certain parts of 	H	

Syria remains unpredictable over security concerns.		
<u>Regarding Mismanagement & Programme outcomes</u> <ul style="list-style-type: none"> • Furthermore, as the project will be managed remotely, risks of mismanagement or misuse of project resources by partners are high. • It is assumed that the project can increase the legitimacy of local structures. If this does not come as a direct result, it should however be noted that the principal objective of this programme is to assist civilian populations regardless of affiliation. • Due to access restrictions and volatile security conditions, sustainability of the project intervention could be hampered and therefore cannot be guaranteed. 	H	
Assumptions		
<ul style="list-style-type: none"> • It is assumed that the situation in the neighbouring countries will remain such that working with Syrian entities within and from Turkey and access into Syria will still be possible • It is assumed that the project can increase the legitimacy of local structures. If this does not come as a direct result, it should however be noted that the principal objective of this programme is to assist civilian populations regardless of affiliation 		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

The experience in cross-border operations from Turkey into Syria matured over the past two and a half years. It has shown that despite increasing challenges and access constraints, such operations are possible and vital to support local structures and populations in need in areas that would not be reached by other means.

It has been demonstrated that a co-ordinated approach and a more integrated implementation of activities generates synergies between the existing EU MS agencies projects, better results, and facilitates work processes compared to the similar set of activities implemented separately by the single agencies.

Experience shows that local technical expertise, flexibility and reactivity are key to such operations. When measured against the current framework in which EU MS agencies operate, those capacities could still be improved.

Projects aiming at a long-term impact for the beneficiary communities they work with should last long enough to build the sustainability of their actions. A longer-

term predictability is therefore essential for the development and the management of such projects. Topping-up through a rider to the currently running project would allow the agencies to create longer-lasting structures, to foster better relationship with local partners, hire, train and retain qualified staff in Gaziantep.

This action takes stock of the impact and challenges of the currently running delegation agreement 2014/351-055 as well as other existing European-led cross-border operations. It proposes to further develop the existing set-up and consequently to provide the EU and the EU MS with an improved operational framework to further ease and increase cross-border assistance into Syria. It aims at translating into practice the ideas developed in the above/below-mentioned set of propositions and consequently, to better cater for the needs of the populations and local partners in Syria. It will take into account in more details the lessons learnt and future evaluation of the ongoing project.

3.2 Complementarity, synergy and donor co-ordination

3.2.1 *Complementarity, synergy*

EU MS have been carrying out different projects aiming at providing basic services and humanitarian assistance to the population in Syria. Their response has been fragmented and partly unco-ordinated. EU MS co-ordination has been initiated at Gaziantep level by the European External Action Service with the setting of the EU Office. The present action, topping-up the already ongoing delegation agreement through a rider is meant to reinforce the synergies between existing individual EU Member State projects in order to foster co-ordination and a better and more efficient response to needs on the ground. It will also increase co-ordination with EU funded initiatives.

The present project is complementary to those put in place through the Instrument for Stability and Peace and funded as an Exceptional Assistance Measure “Assistance to conflict affected communities in Syria, including through support to civilian structures of the opposition”⁶ by adding a medium-term perspective, a broader base of implementation partners and by introducing the largest possible integration of projects managed by participating agencies. In particular, the EU 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 of 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 implementation and even their evaluation. It is run from Amman for Dar'a and rural Damascus and from Gaziantep for Idleb 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).

The Syria Recovery Trust Fund (SRTF), which was established in 2013 and is currently funded by a number of EU MS and non EU-countries⁷ aims at funding larger scale rehabilitation projects inside Syria. There are gaps in addressing smaller

⁶ Decision C(2013) 2602 of 2.5.2013.

⁷ United Arab Emirates, USA, Japan and Kuwait.

scale actions that can respond to dynamically evolving needs, including capacity building for Syrian counterparts.

Despite the United Nations Security Council 2165 Resolution that aimed at increasing humanitarian to vulnerable populations in Syria, large gaps in the international response still remain. 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 (with a particular attention to minorities) 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 has started developing a "Joint Humanitarian and Development Framework" for the country which will highlight synergies, co-ordination and, to the extent possible, the respective areas where development and humanitarian assistance are best placed to deliver support. The initiative that the present action intends to extend and reinforce will be complementary to the current humanitarian responses, as it focuses on activities on building medium-term structures that could lay the ground work for early recovery measures.

3.2.2 Donor co-ordination

Concerning Syria, due to the fact that assistance is using different delivery mechanisms (from Damascus, "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.

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 in mitigating this problem;
- Most of the youth has left school, sometimes long ago and is unoccupied 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.
- The Decision will require environmental mainstreaming into all projects to make them as energy efficient and environmentally sustainable as possible.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

The present action intends to widen the scope of currently implemented delegation agreement under indirect management ENI/2014/351-055 so that its results and activities are expanded including in the primary health care and maternities sectors.

The overall objective of the project is to better respond to needs of Syrians by ensuring that EU and EU Member States development projects are implemented in a more coherent and effective way through a joint comprehensive framework. This framework will better link EU Member States projects, for them to make joint strategic decisions based on joint assessments and monitoring with a view to use resources more effectively. It will also allow for a more timely and reactive response to identified needs.

The specific objectives is to provide basic services to the Syrian population and contribute to strengthening local governance through the implementation of flexible and short-term delivery projects in Syria with local civil partners.

4.2 Main activities

Main activities in regards of the expected results:

<u>Expected results</u>		<u>Indicative list of activities:</u>	
1.	Sustainable projects and/or highly efficient short-term delivery projects		

	1.1 Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Health.	1.1.1	Setting up and support to Primary health care centres (PHC).
		1.1.2	Setting up and support to Maternities.
		1.1.3	Supply of drugs, medical equipment and consumable.
		1.1.4	Creation of a reasonable stock of health equipment and consumables in Gaziantep to ensure fluid delivery to the projects. The stock could also be used for result 2.
	1.2 Sustainable projects and/or highly efficient short-term delivery projects are created in the field of water and sanitation.	1.2.1	Equipment and restoration of wells, boreholes and water supply system.
		1.2.2	Training and capacity building of technical staff in sustainable water management, analysis of water quality and maintenance of networks.
		1.2.3	Supply of water and sanitation equipment. Creation of a reasonable stock of water and sanitation equipment in Gaziantep to ensure fluid delivery to the projects.
	1.3 Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Education.	1.3.1	Setting up and support to schools.
	1.4 Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Food security/livelihoods.	1.4.1	Equipment and restoration of mills.
		1.4.2	Equipment and restoration of bakeries.
		1.4.3	Training and capacity building in the management and running of mills and bakeries.
		1.4.4	Supply of flour/wheat. Creation of a reasonable stock of flour/wheat in Gaziantep to ensure fluid delivery to the projects.
		1.4.5	Support to livelihood opportunities.
	1.5 Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Agriculture.	1.5.1	Supply of seeds or vegetables. Creation of a reasonable stock of farming seeds in Gaziantep to ensure fluid delivery to the projects.
		1.5.2	Training and capacity building of technicians and farmers on seed multiplication, efficient use of resources etc.
		1.5.3	Supply of agricultural and farming equipment including for irrigation. Creation of a reasonable stock of farming equipment (including for irrigation) in Gaziantep to

			ensure fluid delivery to the projects.
	1.6 Sustainable projects and/or highly efficient short-term delivery projects are created in the field of civil protection.	1.6.1	Supply equipment such as rubble removal equipment, fire extinction & rescue equipment. Creation of a reasonable stock of civil protection equipment in Gaziantep to ensure fluid delivery to the projects.
		1.6.2	Training of staff on the usage, maintenance and repair of the delivered equipment.

4.3 Intervention logic

Considering the huge needs of the Syrian populations and the necessity to streamline our interventions in order to be as coherent and efficient as possible, this action takes stock of the impact and challenges of the currently running delegation agreement 2014/351-055 as well as other existing European-led cross-border operations. It proposes to further develop the existing set-up and consequently to provide the EU and the EU MS with an improved operational framework to further ease and increase cross-border assistance into Syria.

See indicative Log Frame 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 56 months from the date of adoption by the 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

5.3.1 Indirect management with a Member State agency

This action may be implemented in indirect management with Gesellschaft für Internationale Zusammenarbeit (GIZ) (in sub-delegated partnership with other EU MS agencies, such as Expertise France) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. It is foreseen to proceed with a rider to the existing delegation agreement with Gesellschaft für Internationale Zusammenarbeit (GIZ) ENI/2014/351-055.

This implementation entails the development of local projects under the leadership of GiZ and its sub-delegated partners, empowering local governance structures to respond to needs expressed by the Syrian populations. This implementation is justified because the present action intends to build on the currently running delegation agreement. It is justified considering that:

- The project proved to be successful since its inception and needs, particularly in the health sector are far beyond the actual budget devoted to it;
- GIZ has the adequate presence, capacities and project experience concerning project implementation in Syria from Gaziantep to expand the activities. Among EU Member State agencies, GIZ has the strongest capacity for this type of project implementation from Gaziantep.

The entrusted entity would carry out budget-implementation tasks including procurement and awarding grants. The entity is also authorised to directly implement activities and sub-delegate budget management activities as well as direct implementation tasks to the participating EU Member states agencies and other possible partners.

5.4 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:

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, Lebanon, Jordan and Iraq. The supplies originating there shall also be eligible.

The Commission’s authorising officer responsible 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 in 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
Indirect management with Gesellschaft für Internationale Zusammenarbeit (GIZ)	7,000,000*	700,000
Total	7,000,000	700,000

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

5.6 Organisational set-up and responsibilities

Gesellschaft für Internationale Zusammenarbeit (GIZ) will be the beneficiary of the delegation agreement and Expertise France will be sub-delegated partner. Other EU Member State agencies may join at a later stage with prior approval from the Authorising officer.

5.7 Performance monitoring and reporting

Considering the conflict situation of Syria specific monitoring rules will be elaborated in the contract.

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 the log frame matrix as reference . 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.

It 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 approach is innovative and merits further analysis for learning lessons.

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 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, taking account of the sensitivities related to this measure.

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

INDICATIVE LOGICAL FRAMEWORK – RESTORATION AND STABILISATION OF LIVELIHOODS OF AFFECTED SYRIAN POPULATIONS INSIDE SYRIA						
<u>Intervention logic:</u>			<u>Objectively verifiable indicators of achievement</u>	<u>Source of verification</u>	<u>Assumption</u>	
O 1	Create and manage projects in Syria that provide services to the population and contribute to establishing local governance through civil local partners in Syria.		Overall number of projects in place.		No significant military fighting and target areas remain accessible. Flexibility to change project area if required.	
1.a	Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Health	1.a.1	Creation/ or support to Primary health care centres (PHC).	Up to 3 maternities created or supported.	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		1.a.2	Creation/or support to Maternities/ delivery centres	5 PHCs created or supported.	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		1.a.3	Supply of drugs, medical equipment and consumable.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
1.b	Sustainable projects and/or highly efficient short-term delivery projects are	1.b.1	Creation or restoration of wells, boreholes, water supply system.	2 water supply systems are maintained/rehabilitated.	Reports	No diversion of aid. Available trustable managing and local governance structures.

	created in the field of Water sanitation					No significant military fighting.
		1.b.2	Supply of water sanitation equipment.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
1.c	Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Education	1.c.1	Creation or support to schools, recreational activities , etc.	5 schools supported	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
1.d	Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Food security/livelihoods	1.d.1	Creation or restoration of mills.	2 existing mills supported	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		1.d.2	Creation or restoration of bakeries.	2 bakeries maintained/supported.	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		1.d.3	Supply of flour/wheat.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.

		1.d.4	Creation of livelihood opportunities.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
1.e	Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Agriculture	1.e.1	Supply of seeds or vegetables.	3 initiatives supported.	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		1.e.2	Supply of agricultural and farming equipments.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
1.f	Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Civil defence	1.f.1	Supply of various equipment, such as rubble removal equipment, fire extinction & rescue equipment.	3 communities supported though relevant equipment.	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
0 2	Set up a Fast track stabilisation procedure in order to answer swiftly to sudden requests formulated by local councils originating from unexpected external circumstances.					No significant military fighting and target areas remain accessible. Flexibility to change project area if required.
2.a	Maintain a logistics stock managed at Gaziantep level by	2.a.1	The stock comprises rescue team equipment, water purification equipment, medical supplies for chronic diseases and	1warehouse stocked.	Reports	Equipment is available on time. Situation remains stable in

	the EUMS agencies, with adequate equipment to be delivered swiftly to local councils upon their demand.		consumables, generators etc.			Gaziantep
		2.a.2	The stock is stored in the warehouse of the Turkish Red Crescent (or any other independent facility) in southern Turkey.		Reports	Equipment is available on time. Situation remains stable in Gaziantep
		2.a.3	Items are released swiftly.		Reports	Equipment is available on time. Situation remains stable in Gaziantep
2.b	EUMS agencies develop quick impact projects based on the allocation of small grants directly to local partners.	2.b.1	Local partners are supported through micro-grants inside Syria for quick local procurement in case of unforeseen expenditures related to the regular stabilisation projects (objective 1);	5 initiatives supported through small grants.	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		2.b.2	Local partners inside Syria are supported by micro-grants to complement with cash the “in-kind” support in case of urgent requests from the Local councils.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		2.b.3	Local partners are supported through micro-grants to procure locally, in case access for larger volumes (taken from the above mentioned stock, or to be purchased in Turkey) is impossible.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.



This action is funded by the European Union

ANNEX 3

of the Commission implementing Decision on the 2015 special measure for the Syrian population

Action Document for “Strengthening the resilience of Palestine refugees communities in Syria”

1. Title/basic act/ CRIS number	Strengthening the resilience of Palestine refugees communities in Syria CRIS number: ENI/2015/366-410. Financed under the European Neighbourhood Instrument.			
2. Zone benefiting from the action/location	Middle East – Syria. The action shall be carried out at the following locations: Damascus, Rif Damascus, Dera’a, Aleppo, Homs, Hama, Tartous, Latakia and Sweida governorates.			
3. Programming document	Special Measure			
4. Sector of concentration/ thematic area	Education Health Livelihoods			
5. Amounts concerned	Total estimated cost: EUR 10 million. Total amount of EU budget contribution EUR 10 million.			
6. Aid modality(ies) and implementation modality(ies)	Project modality. Delegation agreement - Indirect management with the United Nations for Relief and Works Agency (UNRWA) for Palestine refugees in the Near East			
7. DAC code(s)	430 ; 43010			
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 checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" 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

As of August 2015 approximately 480,000 Palestine refugees in Syria remain in need of support to shield them from the growing impacts of the conflict and help strengthen their resilience to cope with an increasingly protracted and devastating humanitarian and socio-economic crisis.

Prior to the conflict UNRWA provided a comprehensive and complementary range of services and support to Palestine refugees in Syria, and has adapted their programmes to meet emerging and unexpected needs throughout the crisis since its outbreak.

This new action purports to build on those initial lessons learned to deliver innovative programmes and build on existing successes in key resilience-building sectors. Its general objective will be to contribute to improving the resilience of Palestine refugees in Syria, though two specific objectives: enhancing basic services on education and health, and supporting access to livelihoods opportunities and facilitating reinstallation of displaced Palestine refugees.

The Agency will focus on the successes achieved by the Education programme and further strengthen its outreach to 45.000 children, by expanding alternative education opportunities through tested approaches such as safe learning spaces and self-learning material; lay essential foundations for the Agency-wide reform of the education programme, by supporting the development of key support units and completing the training of teachers; and initiate a country-wide school feeding programme to support nutritional health and classes' attendance of children.

The proposed action will also support the continued provision of healthcare to up to 480,000 Palestinians through 11 health points and 14 health centres with a focus on the provision of adequate drugs, and referral for life-saving hospitalisations. Furthermore, UNRWA proposes to procure an additional mobile dental clinic to reach out to populations with no access to dental care. The Agency is also in the process of reforming the Health programme, to be expanded under the proposed action, to improve the adaptability of the programme to a crisis context.

To support access to livelihoods opportunities, vocational training will closely complement UNRWA's other education interventions. Through existing EU funding the Agency has been able to create a network of nine training centres, offering short-term courses, life skills and career guidance. This action proposes to create an additional four centres in areas where refugees have been displaced to, to improve employability and aimed at reaching 2,100 young Palestine refugees.

UNRWA currently operates one of the largest microfinance programmes in Syria, offering a range of loan products to meet small business and household needs of over 7,200 Palestine

refugees and Syrians, with four operational offices in Damascus, Sweida, Latakia, and Tartous. UNRWA has identified strong potential to expand the number of loans disbursed to respond to growing demand for microfinance products in new areas such as coastal regions where humanitarian assistance mainly transit by.

At the time of developing this proposal, UNRWA is in the process of resuming all services to the gathering of Husseinieh, located in the south of Damascus, following the decision by the Syrian authorities to allow residents to return to the gathering. If successful, this would be first large-scale return of Palestine refugees to a conflict-affected area since the beginning of the crisis. UNRWA proposes to support this return by providing financial assistance to Palestine refugees in order to help them rebuild their lives and restore their livelihoods inside the gathering.

1 CONTEXT

1.1 Country context

1.1.1 Public Policy Assessment and EU Policy Framework

The EU has suspended its co-operation with the Syrian government since 2011. Therefore EU support provided to vulnerable populations inside Syria is no longer aligned with the Syrian government public policies.

However, the main priorities of the present actions inside Syria are fully in line with the 2015 “Syrian Arab Republic 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 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 of Palestine refugees in Syria thus contributing to preventing them from negative coping mechanisms.

United Nations (UN) Agencies working inside Syria are in the process of developing a strategic framework for 2016-2017. This framework is being finalized in co-ordination between the United Nation system, the Government of Syria and other relevant actors in Syria. This document will focus on resilience-building interventions, in complement of the humanitarian interventions included in the Humanitarian Response Plan (HRP) for 2016.

1.1.2 Stakeholder analysis

Although not the only actor, UNRWA is the sole UN Agency mandated to provide a comprehensive range of services to Palestine refugees in Syria. As such, it is uniquely placed to implement a range of interventions, which feature stronger linkages between emergency and early recovery activities.

UNRWA is currently coming to the end of both its latest biennium Field Implementation Plan (FIP) 2014-2015 and umbrella Medium Term Strategy (MTS) 2010-2015. Within the overarching framework of the upcoming Medium Term Strategy 2016-2021, the Syria field office has developed a Strategic Plan for Syria, which involved comprehensive engagement with stakeholders as part of the planning process. All elements including under this proposed action fall within the areas of intervention envisaged in the MTS and the SP 2016-2021. As UNRWA implements its activities directly in Syria, the main stakeholders of the field are Palestine

refugees in Syria, host governments, donors and development and humanitarian partners. Up to 480,000 Palestine refugees currently registered and living in Syria will benefit directly from this action, in addition to a large number of Syrian nationals (particularly under the microfinance component) with indirect beneficiaries to include the host communities.

1.1.3 Priority areas for support/problem analysis

The total volume of the Syrian Gross Domestic Product (GDP) loss since the outbreak of the war is currently estimated at USD 119.7 billion, of which more than USD 45 billion was generated in 2014 alone¹. GDP contracted by 9.9 percent in 2014, with agriculture and government services now accounting for 45 percent of GDP. Such an economy is becoming increasingly unviable, with Syria becoming increasingly dependent on external support (other countries, international aid, etc.).

UNRWA, in collaboration with the Syria Centre for Policy Research and United Nations Development Programme (UNDP) has produced a series of quarterly socioeconomic reports since 2012, highlighting the collapse of the Syrian economy and its impact on household living and poverty levels. The first report, released in June 2013² found that almost a third of the population had been displaced. More than 50 percent of the population was living in poverty and unemployment stood at 48 percent. By way of comparison, less than two years later unemployment rates reached 58 percent - comparable with Gaza - and as of March 2015 a total of 82.5 percent of the population is now living in poverty. Of these, 64.7 percent of the population is estimated to be in extreme poverty, unable to afford food and NFIs³.

This loss of income has inevitably resulted in an overall reduction in household expenditures of more than 40 percent since 2010, with families lowering spending on everything from food and clothing to medical costs, utilities and education. These reductions have wide-reaching impacts on everything from nutrition to child welfare and life-expectancy.

Shockingly, overall life expectancy in Syria has now fallen by more than 20 years, from 75.9 to 55.7, since the conflict began. Widespread targeting and destruction of health services and the departure of more than half of the country's medical workforce have resulted in significantly reduced access to quality healthcare for both emergency and trauma cases as well as patients with long term non-communicable disease. World Health Organisation (WHO) reports that as of June 2015 only 41 percent of the country's 113 public hospitals were fully functioning. Access to primary healthcare for Palestine refugees is ensured through 25 health facilities, but secondary and tertiary care is increasingly unavailable or unaffordable, whilst demand for trauma care and Non Communicable Diseases (NCD) treatment has grown four-fold since 2011⁴.

Costs are not just being incurred by the loss of infrastructure, but are being sustained more importantly in terms of human capital. A recent report by Save the Children

¹ UNRWA/UNDP/Syria Centre for Policy research, "Alienation and Violence: Impact of the Syria Crisis in 2014", March 2015.

² UNRWA/Syria Centre for Policy Research, "The Syrian Catastrophe: Socioeconomic Monitoring Report", June 2013.

³ UNRWA/UNDP/Syria Centre for Policy research, "Alienation and Violence: Impact of the Syria Crisis in 2014", March 2015.

⁴ WHO, "Donor Update 2015 (Q2)", July 2015.

estimated that while the direct cost of replacing damaged or destroyed schools and equipment could be as high as USD 3 billion, the long-term impact on Syria's economy of 2.8 million children never returning to school could be as much as 5.4% of GDP or an estimated USD 2.18 billion a year.⁵ It is estimated that 50.8% of children are not attending any form of schooling at present, and more than 4,600 schools have been destroyed or damaged by conflict⁶.

Furthermore, as unemployment continues to rise, from a relatively stable 10 percent in 2010, to an expected 66 percent in 2015⁷, Palestine refugees are left with the most difficult choices: try to flee to third countries through increasingly perilous routes or remain living in a country put away by armed violence and a ravaged economy.

Prior to the onset of the crisis in Syria, the vast majority of Palestine refugees lived in 12 official and unofficial camps and a number of gatherings, the largest of which, Yarmouk, was home to over 160,000 individuals. Over 560,000 refugees had access to primary healthcare and education, social services, microfinance and vocational training through UNRWA. Nevertheless, 27 percent of the refugee population lived below the national poverty line. The Agency provided social transfers to the most vulnerable, poverty-affected refugees, numbering more than 12,000 families, in order to bridge the poverty gap, which then stood at just under USD 1 per person per day.

Social cohesion has been tested to its limits, with conflict leaving none of the Palestine refugee camps and gatherings untouched, resulting in more than 280,000 refugees having been displaced at least once. Displacement leaves refugees considerably more vulnerable than before: forced to seek new accommodation in safer areas at vastly inflated prices and having to find new jobs or forms of income, many fall very quickly into a cycle of increasing poverty. Prolonged displacement has resulted in previously strong communities becoming fragmented, families – which also provide a social safety net to members, particularly the young and the elderly – being split across conflict lines and borders and a widespread fear of what the future might hold for Palestine refugees in Syria. Within this context, UNRWA represents a rare source of stability and support for crisis-battered families.

In a recent evaluation of its cash programme to Palestinian Special Hardship Cases (SHC) in Syria⁸, UNRWA found that more than 75 percent of surveyed SHCs in Damascus said that they had been displaced at least once, and 45 percent are without any income at all. Those refugees who have any remaining financial reserves are becoming increasingly rare, with only 10.5 percent of surveyed SHCs having enough money to support their needs for the next three months. Coping mechanisms included reducing expenditure on most items, focusing mainly on food, rent and health costs as well as reducing expenditure on expensive food items such as meat. Food intakes were down significantly and many SHC parents are also reducing their food intake dramatically to ensure their children receive enough food. 65 percent of children had not eaten protein in the previous week and a further 24 percent had only had it once. For the majority of SHC clients, UNRWA cash assistance, health and education

⁵ Save the Children, "The Cost of War", June 2015.

⁶ UNRWA/UNDP/Syria Centre for Policy research, "Alienation and Violence: Impact of the Syria Crisis in 2014", March 2015.

⁷ ESCWA, "Syria: Implications on the Macro-economy and MDGs", September 2014.

⁸ UNRWA, "Analyzing the Cash Component of the 'Protecting Vulnerable Palestine Refugees in Syria' Project", April 2014.

services remain the difference between survival and desperate negative coping mechanisms.

UNRWA updated its poverty lines in 2014, using 2013 data from the Central Bureau of Statistics in Damascus on the Consumer Price Index. The results indicated a daily per capita abject poverty line of USD 2.57, up from USD 0.99 in 2010, and a daily per capita absolute poverty line of USD 4.71, up from USD 2 in 2010.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Access to Palestine refugees is reduced, whether in camps, gatherings or areas of displacement	M	Although UNRWA remain able to access the vast majority of Palestine refugees in Syria, with the notable exception of the 48,000 refugees estimated to live in hard-to-reach areas, including Yarmouk, Khan Eshieh and parts of Dera'a Governorate. When access has been reduced, UNRWA has managed to establish alternative delivery modes, either by sustaining services with staff from within the hard-to-reach community, or by establishing service delivery points nearby, whilst enhancing co-ordination and advocacy with all parties to improve access.
Conflict affects access to services	M	UNRWA acknowledges the risk to its 219 facilities across Syria, and possible disruption to services provided under this project at some point. This project is designed to improve continuity of service provision through alternative delivery mechanisms. Pupils are advised to stay at home if there is conflict in the surrounding area of their school, with an SMS alert system in place. Risks to convoys and missions are mitigated by close co-ordination with the Agency's Safety and Security Division and UNDSS.
High staff turnover and staff fatigue	M	Staff turnover has increased throughout the conflict, as staff choose to take special leave without pay. Training of new staff takes time, but there is currently sufficient capacity to absorb more departures.
Tensions within the Palestine refugee community because of unbalanced assistance following intervention from different actors.	M	Better co-ordination with other actors. Project monitoring that includes beneficiary analysis.
Community tensions	M	Inclusive approach with spill-overs

between Palestine refugees and Syrians living in the same communities.		towards the Syrians.
Duplication due to lack of co-ordination with initiatives that also assist Palestine refugees.	M	Regular and structured co-ordination meetings with all stakeholders. Monitoring.
Assumptions		
Operating assumptions include the continuing functioning of the banking system. UNRWA has made extensive use of public and private banking systems to facilitate its large cash assistance programme and ensure staff salaries are paid. The Agency assumes a certain amount of uncertainty with regards to displacement, as evidenced by recent refugee movements around Dera'a and Rif Damascus, but maintains operational flexibility and capacity to meet new needs as they emerge. This project will further strengthen that capacity. The Agency also assumes that both refugees and staff will continue to be able to access UNRWA facilities, which are located in camps and large gatherings.		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

3.1.1 Health

Initial trial testing of the e-health and Family Health Team (FHT) upgrades highlighted difficulties obtaining permissions to install internet access to facilities in sensitive locations. As a result, this project proposes to make full use of 3G technology for these particular areas, which will enable the team to roll-out the e-health system to all targeted clinics within a relatively short timeframe.

Other lessons learnt include adapting deliveries to ensure full stocks in all health centres. Due to increased difficulties reaching some remote health facilities, the Agency has started delivering three month stockpiles. This has greatly reduced the risk of stock-outs and maintained comprehensive services despite sporadic access issues.

3.1.2 Education

The Education programme also continues to adapt, with school closures requiring the re-assignment of some teachers to alternative facilities, safe learning spaces and catch-up classes. The impact of 9th Grade catch-up classes and Self Learning Materials (SLMs) has been assessed internally, with pass-rates more than 10 percent higher than the national average.

3.1.3 Vocational training

The vocational training programme continues to adapt to meet emerging labour market demands. Market surveys are conducted every six months, and the programme is in regular communication with more than 230 employers. Previous market surveys have led to the removal of low-demand courses such as car upgrading and the introduction of new courses in first aid and painting/minor household repair. Monitoring of quarterly results revealed that male pupils are less likely to attend courses in 2014. Further investigation found that this was due to the increasing number of checkpoints on transport routes. Additional transportation for pupils has

been provided and an e-portal has enabled absent pupils to continue with the theoretical elements of their courses without suffering from low attendance.

3.2 Complementarity, synergy and donor co-ordination

The EU currently funds two complementary development projects, namely “Engaging Youth” (ENPI/2011/276-813, value: EUR 7.3 million) and “Enhancing the Protection of Vulnerable Palestine Refugees in Syria” (ENPI/2013/330-844, value: EUR 23.2 million). The current phase of Engaging Youth is due to expire on 31 July 2016, whilst the EPVPRS project is due to expire on 9 March 2016.

EIDHR supports War Child Holland and its Syrian partner “Jafra”, a Palestinian CSO which provides educational and vocational training support to Syrian as well as Palestinian children and Youth in the same areas as UNRWA (NEAR-TS/2015/364-374, value: EUR 1,5 million).

ECHO has provided valuable support to UNRWA’s emergency cash assistance programme, and one project is still currently in effect (ECHO/SYR/BUD/2015/91002, value: EUR 2.5 million).

Support to UNRWA's work in Syria has also been provided by the former Instrument for Stability⁹ *'Building the Resilience of Conflict-affected Palestine Refugees in Syria and Lebanon'* and this proposal has benefited from the lessons learnt under that project.

This project is designed to complement and build on existing efforts, scaling up Engaging Youth vocational training centres and improving access to health, education and social transfers for vulnerable and conflict-affected refugees in Syria. It will also provide an opportunity to sustain the activities currently funded by DG NEAR in Syria, once ongoing actions are completed.

UNRWA is an active participant to the Syria Humanitarian Country Team, UN Country Team and UN Security Management Team meetings. In particular UNRWA takes part in the formulation of the annual Humanitarian Response Plans and is a member of all relevant sectorial working groups in Syria. In addition, the Agency co-ordinates interventions with all relevant UN Agencies, including World Food Programme (WFP), United Nations Fund for Children (UNICEF), WHO, UNDP and United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

UNRWA has a constructive relationship with its primary interlocutor within the Government of Syria, the General Administration for Palestine Arab Affairs (GAPAR), enabling the Agency to carry out direct implementation of its multi-sector programmes in Syria.

Through the implementation of the present action UNRWA will actively co-ordinate and exploit possible synergies with the EU but also other donors’ funded projects on similar areas, in particular in education, health and livelihoods. More specifically for what concerns EU funded projects:

- ± EUR 15 million support to UNICEF and the 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 &

⁹ Now the Instrument contributing to Stability and Peace - IcSP

alternative learning. The WFP component provides daily nutritious fortified bars to school children.

- EUR 1.5 million Support to War Child Holland and its Syrian partner “Jafra”, a Palestinian CSO which provides educational and vocational training support to Syrian as well as Palestinian children and Youth in the same areas as UNRWA.
- ± 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 23 million foreseen support to Restoration and stabilisation of livelihoods of affected Syrian populations inside Syria aiming at building and/or restoring livelihoods through direct grants to consortia of international non-governmental organisations (INGOs).

3.3 Cross-cutting issues

- Gender: UNRWA will ensure that access barriers for girls, boys, men and women are addressed adequately through programming. This is particularly true to access to livelihoods, with an improved tracking system of employability for young men and women, and microfinance products specifically targeting women.
- Disability: through the promotion of inclusive education, UNRWA will seek to ensure that access barriers are addressed adequately for children with disabilities. Furthermore, the expansion of PSS services will enable UNRWA to better identify children with cognitive/behavioural disability to ensure that their specific needs are addressed as well.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

The overall objective of the project is **to contribute to improving the resilience of Palestine refugees through enhancing basic services, and supporting access to livelihoods**. Whilst the main focus of the Agency in the last four years has been to scale up the scope and coverage of its emergency response, more efforts have been put recently in developing a longer-term response to what has now become a protracted humanitarian crisis. UNRWA will leverage its extensive experience to contribute to the overall objective of the project.

The project will seek to achieve the 2 following specific objectives:

1) Enhancing the provision of basic services for Palestine refugees in Syria: UNRWA will focus on enhancing the quality and relevance of basic services through pursuing the implementation of Agency-wide programme reforms with a focus on education and health programmes. The project will also support the continued efforts of the Field Office to adapt the provision of basic services to the context of a protracted crisis.

2) Supporting access to livelihoods opportunities for Palestine refugees: under this specific objective, UNRWA will seek to increase the capabilities and opportunities for Palestine refugees to access livelihoods. This specific objective will focus on equipping Palestine refugees with the competencies, skills and tools and make finances available to generate and/or seize livelihoods opportunities, in a particularly constrained economic and social environment. When and where relevant and feasible, the project will also support the return of Palestine refugees to their camp or gathering of origin, notably Husseiniyeh and the early recovery of returned communities by providing one-time cash grant to facilitate the reinstallation of families and support the economic recovery of the area.

4.2 Main activities

The activities foreseen under the proposed action are new and not currently funded under ongoing EU contracts, with the exception of:

Result 1.1 on Summer Learning Activities: the current project supported the 2015 Summer Learning Activities which were completed in August 2015. The proposed grant will fund the 2016 Summer Learning Activities which will take place from June to August 2016.

Result 1.1 on the provision of back-to-school kits. The ongoing contract will support kits for the school year 2015-2016 to be distributed in October 2015. The proposed action will fund kits for the school year 2016-2017 to be procured in August 2016 and distributed in October 2016.

Result 1.2: on the provision of drugs and hospitalisation services. The proposed grants will follow-on the currently ongoing action and start from 9 March 2016.

Specific objective 1: Enhancing the provision of basic services for Palestine refugees in Syria.

Until now, UNRWA has been able to sustain and adapt the provision of basic services, including health and education, for Palestine refugees in Syria. Building on these achievements, UNRWA will seek to further support service delivery by scaling up the implementation of Agency-wide programme reforms, designed to improve the quality and efficiency of services, whilst continuing the provision of targeted support to programme delivery, to ensure better coverage and relevance.

Result 1.1 – Quality, inclusive and equitable education services are provided to 45,000 Palestine refugee pupils in Syria

UNRWA proposes to support the expansion of the number of safe learning spaces located within collective shelters, and Palestine refugee communities, which support the provision of tailored education services to children who cannot access schools regularly. These places also provide learning support to children who may require it.

UNRWA is already running eight safe learning spaces successfully, which have provided integrated educational services to up to 5,400 children.

UNRWA also will expand the provision of Psycho-Social Support (PSS) through schools, by deploying additional counsellors who would not only deliver services to children, but also build the capacity of teaching staff to better identify and refer children with PSS needs. This will be complemented by the expansion of the number of recreational and cultural spaces to enable a greater number of children to access safe spaces where they can play and socialise.

Furthermore, UNRWA will seek to build on the successful development of self-learning material for all grades, in four core subjects (Arabic, maths, English and science) by developing guidelines for teachers, parents and pupils to help them utilize the materials, in addition to providing hard and soft copies of the materials for all pupils. UNRWA will also carry out an assessment of the materials in order to develop knowledge and refine practices which will be not only helpful in the context of Syria for UNRWA and partners from the Education Sector Working Group, but also in other contexts where access to schools is not guaranteed.

A fourth activity will focus on providing additional educational support to children with specific learning difficulties through the organisation of support classes to ninth grade pupils in order to help them prepare for their final exams, as well as summer learning activities in 2016 to support children who failed their exams at the initial session.

UNRWA will also seek to reopen at least two out of the six UNRWA schools in Husseiniyeh to accommodate returned Palestine refugee children and rehabilitate a few of the schools currently serving as collective shelters located in Damascus as they become available for educational purposes again.

In parallel, the Agency is engaged in a comprehensive reform of the Education programme since 2011 to transform classroom practices and teaching methodologies, to improve learning outcomes for Palestine refugee pupils UNRWA Syria will roll out a full programme of training for teachers and school management teams and source dedicated expertise to support the newly established Quality Assurance (QA), Professional Development and Curriculum (PDCU), and Assessment units through extensive technical and managerial capacity building. All units will focus on monitoring the delivery of education (both inside the classrooms and alternative learning spaces), ensure the quality of education delivery, assess learning outcomes, set up and implement systems for both formative and summative assessment.

Finally, UNRWA will establish and directly implement a school feeding programme for all Palestine refugee children enrolled in UNRWA schools. This is proposed as a result of irregular attendance, combined with reports of declining food security throughout Syria. This activity will learn from WFP's experience in order to include already proven best practices. As much as possible, UNRWA will procure all goods from the local market as a way to support the local economy. UNRWA estimates that about 45,000 pupils will be enrolled at the beginning of the school year 2015-2016, and will seek to provide daily food supplies to all, throughout all UNRWA-managed schools.

Result 1.2 Quality and efficiency of health services for Palestine refugees in Syria are improved

UNRWA plans to roll-out the Family Health Team (FHT) approach and e-health filing system in 10 additional health facilities, bringing the total to 16 for each intervention, including the largest health points in Damascus, but also to areas outside of Damascus. This will be implemented in the clinics not covered by the ongoing action.

With health costs estimated to have risen by 60 percent since the beginning of the crisis, UNRWA requires additional support to maintain basic, life-saving services for Palestine refugees, in a context where health service alternatives are extremely limited and unaffordable. Similarly, UNRWA has taken many steps to strengthen its reimbursement system, and developed partnerships to mitigate the sharp increase of hospitalisation costs. This project will help UNRWA provide drugs for over 70,000 Palestine refugees, in addition to reimbursement for hospitalisation for close to 5,400 procedures.

Finally, UNRWA will procure an additional mobile dental clinic to expand the outreach of preventive and curative dental health for areas which do not have access to this service. UNRWA recently mobilised its dental clinic during cross-line missions to Yalda, Babila and Beit Saham, and successfully managed to treat 235 patients over six missions. This is deemed a much more cost-effective and rapid way to increase outreach, rather than equip all health points with adequate equipment and staffing. This clinic will focus mainly on the Damascus and Rif Damascus governorates where 80 percent of the Palestine refugee population reside.

Specific objective 2: Supporting access to livelihoods opportunities for Palestine refugees

Result 2.1 – Palestine refugees’ employability and support for increase livelihood opportunities are improved

Through this action UNRWA will establish 4 new Youth centres in Sweida, Daheit Qudsayya, Tartous and Barzeh, where the Agency has seen large number of displaced Palestine refugees, including youth. The programme will also increase the number of semi-professional courses and sections to enable a larger number of youth to access classes. In parallel, and based on the successful pilot of the e-portal, Technical and Vocational Education and Training (TVET) will increase the number of distance learning products available through Internet, including YouTube. The programme will also establish remedial classes for English language and computer for youth to better perform in national exams. All activities are new and not currently funded under the grant “Engaging Youth” (contract n° ENPI/2011/276-813)

UNRWA will be able to expand its microfinance outreach to an increasing number of clients, especially some of the most marginal groups, including women, youth and those who have been displaced from their homes. This will help sustaining UNRWA’s microfinance operations in Syria during the ongoing crisis by improving the operational self-sufficiency of the programme and providing loans to poor and low-income clients over a 12-month period.

Under this project, the programme will be able to increase its current monthly loan outreach to 1,500 loans valued at up to USD 400,000 each month. The fund itself will directly support the issue of approximately 3,275 new loans. After 12 months, as additional loan officers are recruited and the fund is absorbed and recycled through revolved loans, this capital will support and contribute to maintain a portfolio of 14,300 active loans with a gross loan portfolio valued at USD 2 million. As a result,

UNRWA will be able to extend its outreach to an increasing number of poor and low-income clients - many of whom were displaced from their homes - who could become economically self-reliant in the midst of the ongoing war.

Result 2.2 – Financial support is provided to targeted communities to assist and sustain return of Palestine refugees to camps and gatherings notably in Husseiniyeh

Prior to the crisis, Husseiniyeh was home to over 28,000 Palestine refugees (approximately 5,000 households), as well as several thousands of Syrian families. From late 2012, Husseiniyeh and adjacent areas experienced intensive armed conflict, including the use of heavy weapons. The most severe engagements took place on the periphery of Husseiniyeh, but mortars, rockets and artillery shells also occasionally struck the interior. This fighting, combined with the presence of armed groups within Husseiniyeh displaced the entire civilian population over the course of late 2012 and early 2013. The majority of Palestine refugee civilians from Husseiniyeh were displaced to nearby Jaramana and Khan Danoun. Since mid-2014, Husseiniyeh is fully under the control of the government. The area has not sustained significant damage as a result of the conflict and only a limited number of residences on the edges of Husseiniyeh were destroyed. Looting was significantly more prevalent, while light damage as a result of small arms fire and mortars is present throughout the area.

Syrian authorities initiated discussions with UNRWA in January 2015 in preparation for a return of Palestine refugee families to the gathering. UNRWA conducted an initial assessment mission in February 2015 followed by a series of discussions.

In August 2015, the government finalised details of the return process, leading to an inauguration ceremony on 16 August 2015. Under this proposal, UNRWA will seek to provide one-time assistance to families returning to Husseiniyeh to help jump-start their reinstallation after over two years of displacement. This assistance is expected to help families rehabilitate their shelters and businesses and will provide a minimum economic support for the early recovery of the community. This will be implemented in conjunction with direct support to families through emergency distribution, as well as a resumption of all UNRWA services in the community, including education and health. UNRWA will work in close co-ordination with UNCT members to ensure that a range of assistance is provided, with a focus on infrastructure and economic recovery.

4.3 Intervention logic

The action intends to build on and expand previous positive experience of UNRWA in Syria. In particular it aims at reinforcing the sustainability of ongoing activities to improve impact and efficiency of the interventions, at replying to evolving needs of the Palestine refugees considering the prolongation of the conflict, at adapting to access problems as well as to implementing reforms long overdue.

See indicative Log Frame 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 20 months from the date of adoption by the European 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 modality: Indirect management with an international organisation

This action may be implemented in indirect management with UNRWA in accordance with Article 58(1) (c) of Regulation (EU, Euratom) No 966/2012. This implementation entails strengthening the resilience of Palestine refugees in Syria by supporting the provision of enhanced basic health and education services and increasing the capabilities of Palestine refugees for increased livelihood opportunities. This implementation is justified because i) bilateral aid to Syria is currently suspended and; ii) This organisation is the sole UN Agency mandated to provide assistance and services to Palestine refugees in Syria.

The entrusted entity would be responsible for the award, signing and management of contracts (grants and procurement) and for making payments.

5.4 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 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 responsible 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 in 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
Indirect management with UNRWA	10,000,000	N.A.
Totals	10,000,000	

5.6 Organisational set-up and responsibilities

UNRWA has the largest operational footprint amongst UN Agencies in Syria. With 219 facilities and over 4,000 staff, the Agency is able to implement all interventions directly. This enables UNRWA to have a better oversight on activities, and increase the impact of the interventions by mobilizing synergies between relevant sectors.

UNRWA will be responsible for the overall implementation and management of the action. To do so, the Agency will recruit an operational manager whose role will be to co-ordinate and support the implementation of every component of the action on the ground. This position will be based in Syria to enable the incumbent to co-ordinate the direct implementation of all activities for this intervention. This role will work with all relevant programme and support departments with Syria Field Office and provide direct support where required. In particular, the role will also provide technical capacity building and technical oversight of each component, in co-ordination with relevant HQ line departments.

5.7 Performance monitoring and reporting

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. 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.

Day to day performance of the project will be monitored by the operational manager, with support from the relevant programme departments – health, education, vocational training and microfinance – and Programme Support Office (PSO), with oversight from the Deputy Director of UNRWA Affairs for Programmes (Syria).

Considering the conflict situation of Syria, specific monitoring rules will be elaborated and inserted in the contract. These rules will notably cover the different management modes notably the direct implementation and the remote management of teams/local partners. Monitoring will also comprise regular team meetings and progress tracking against the project workplan. Appropriate milestones will be set once the project interventions have been approved. Monitoring will also take place through the PSO, which will support the action through its monthly meetings with all programmes and quarterly Results Based Management (RBM) system reporting. The RBM system is the central repository for programme and sub-programme level results across all fields within the Agency.

All RBM system indicators are linked to UNRWA's MTS programmes and interventions. The Syria field office is subject to annual and six month results reviews, based on the baselines and targets set in its RBM architecture. These are reported to the EU delegation to Syria on an annual basis. Lessons learned are also documented through this process, and are followed up through monthly programme management meetings and quarterly management reviews. The indicators contained

in this project dovetail with existing programme activities to the greatest extent possible, so as to ensure consistent reporting and enable impact analysis of the action.

Performance indicators have been developed with all programmes involved in this action, and targets have been set based on full year RBM data from 2014, or updates from 2015 where appropriate.

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 importance of the action, a final evaluation will be carried out for this action or its components via independent consultants paid for under the respective contract.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that it will assess some innovations which have potential for cross-fertilisation to other conflict-affected contexts.

The evaluation reports shall be shared with the partner country and other key stakeholders. 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.

UNRWA proposes to recruit an external consultant for an evaluation of the project's efficiency, effectiveness, sustainability, impact and relevance following completion of the action. The evaluation will cover all project activities and will be carried out in accordance with European procedures.

The Commission may decide to undertake other evaluation activities for duly justified reasons; these would 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.

UNRWA will develop and implement a visibility plan which will become part of the contractual obligations of the action. As stated in Article 6 of the General Conditions applicable to proposed contracts of this nature, UNRWA shall take all appropriate measures to publicise the fact that the Action has received funding from the European Union. The Agency has allocated budget to employ a visibility and communications co-ordinator, with additional budget for targeted visibility activities. The work of the visibility and communications co-ordinator will build on the lessons learned and results achieved under the project “Enhancing the Protection of Vulnerable Palestine Refugees in Syria” (CRIS n° ENPI/2013/330-844). A comprehensive visibility plan will be drafted by the visibility and communications co-ordinator and will be sent to the donor for feedback and approval upon the inception of the Action.

Over the past three years, several innovative campaigns have proven successful in showcasing this partnership between the EU and UNRWA, both for the beneficiary community and for the European public. An example is the “My Voice My School” project (MVMS), which was made possible by the EU. It connects Palestine refugee school children from Syria and those who fled to Lebanon and Jordan with their peers in the UK through Skype. UNRWA is currently scaling up this project in other European countries. Over the last four years, UNRWA has also extensively engaged with the EU and has built strong expertise in developing comprehensive regional visibility plans to highlight core EU support to UNRWA among Palestine refugees, local and regional media and the European public and media. UNRWA’s efforts and readiness to increase visibility for EU’s support in the context of the Syria crisis has been commended at the highest level in the EU. EU visibility will continue to develop appropriate, creative and communicative campaigns in line with EU visibility guidelines and in close co-ordination with EU delegations. This will ensure the EU is recognized internationally, but also amongst the community, for the generous support the Agency receives. Due to security concerns, UNRWA is not able to implement operational visibility activities in Syria at present. However, alternative forms of visibility, like the MVMS project and UNRWA TV have proved effective in raising awareness of the EU’s contribution also amongst Palestine refugees in Syria.

Annex: Indicative Log Frame

INDICATIVE LOGICAL FRAMEWORK - STRENGTHENING THE RESILIENCE OF PALESTINE REFUGEES COMMUNITIES IN SYRIA						
	Intervention logic	Indicators	Baselines (based on 2014 results)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To improve the resilience of Palestine refugees in Syria through enhancing basic services and supporting access to livelihoods opportunities.					
Specific objective(s): Outcome(s)	<p>SO1 – To enhance the provision of basic services to Palestine Refugees in Syria</p> <p>SO2 – To support access to livelihoods opportunities for Palestine refugees in Syria</p>	<p>SO1 – Number of Palestine refugees with enhanced access to basic services</p> <p>SO2 – Number of refugees with improved access to livelihoods opportunities</p>	<p>SO1 –access to health:480,000; access to education: 45,000 pupils</p> <p>SO2 – 1,462 pupils enrolled in short-term vocational training courses; 9,788 microfinance clients</p>	<p>SO1 – improved access to health:480,000; improved access to education: 45,000 pupils</p> <p>SO2 – 2,000 short-term course pupils; 17,600 microfinance clients</p>	<p>SO1 – Health centre database records, school enrolment and attendance reports</p> <p>SO2 – vocational training database, microfinance client database</p>	Social, security and political environment conducive to project implementation.

Outputs	SO1 R1.1 – Sustain and improve the provision of quality, inclusive and equitable education services for 45,000 pupils in Syria	1.1.1 Number of pupils enrolled each academic year 1.1.2 Percentage of pupils passing end of year exams (Grade 1-9) 1.1.3 Number of pupils completing Grade 9 catch-up classes 1.1.4 Number of pupils who receive self-learning materials for top-up learning. 1.1.5 Number of children who receive regular food supplies 1.1.6 Number of children who receive one-to-one counselling from psychosocial support counsellors each month 1.1.7 Number of safe learning spaces established 1.1.8 Number of pupils who complete summer learning activities	1.1.1 – 45,802 1.1.2 – 93.6% 1.1.3 – 0 1.1.4 – 11,582 1.1.5 – 0 1.1.6 – 370 1.1.7 – 8 1.1.8 – 10,000	1.1.1 – 45,000 1.1.2 – 95% 1.1.3 – 3,700 1.1.4 – 45,000 1.1.5 – 45,000 1.1.6 – 450 1.1.7 – 12 1.1.8 – 12,000	Enrolment and attendance records Pass rates (internal for Grade 1-8, external for Grade 9) Catch-up and summer learning class attendance records Procurement and logistics records for SLM distribution Monthly PSS reports Engineering monthly progress reports	Pupils able to attend school. Teachers able to provide educational services. Schools remain open. National exams continue. Reliable suppliers found for distribution of food supplements in all areas of operation. Installations able to be accessed to be rehabilitated or repaired. Contractors able to provide repair and rehabilitation for damaged schools. Risk rating: Low/Medium
----------------	--	---	---	---	---	---

	<p>R1.2 – Improve the quality and efficiency of health services for 480,000 Palestine refugees in Syria</p>	<p>1.2.1 Number of patient consultations per quarter (male/female) 1.2.2 Number of health facilities implementing FHT approach and e-health 1.2.3 Number of health centres and health points reporting stock-outs per quarter 1.2.4 Number of hospitalisations subsidised 1.2.5 Average number of patients treated by new mobile dental clinic per day</p>	<p>1.2.1 - 238,000 (123,000 female, 115,000 male) 1.2.2 – 2 FHT, 0 e-health 1.2.3 – 0 1.2.4 – 0 1.2.5 – 0</p>	<p>1.2.1 – 245,000 (125,000 female, 120,000 male) 1.2.2 – 12 FHT, 10 e-health 1.2.3 – 0 1.2.4 – 5,400 1.2.5 - 10</p>	<p>Consultation reports are submitted from all health centres and health points. e-health and FHT monthly updates from Programme Management Meetings (PMMs) Hospital records, verified against refugee financial claims. Daily mission reports from hard to reach areas.</p>	<p>Access to health centres and health points is possible. Wireless 3G network remains operational. Continued beneficiary access to hospitals. Procurement of medicines both internationally and nationally possible. Access to transportation and logistics services. Safe transport of drugs medical supplies. Stock loss is minimised. Permission to conduct missions to hard to reach areas and areas without dental services. Risk rating: Low/Medium</p>
--	---	--	---	--	---	---

	<p>SO2 R2.1 Improve Palestine refugees' employability and support for increased livelihoods prospects</p>	<p>2.1.1 Number of Palestine refugees who graduate from short-term courses 2.1.2 Number of job-seekers registered (male/female) 2.1.3 Number of new Engaging Youth centres opened. 2.1.4 Number of pupils using e-portal, TV and YouTube distance-learning lessons 2.1.5 Percentage of graduates employed or continuing their studies among active job seekers (male/female) 2.1.6 Number of new microfinance loans issued (disaggregation by Syrian/Palestine refugee, male/female, young entrepreneurs).</p>	<p>2.1.1 – 1958 2.1.2 – 1762 female, 868 male 2.1.3 – 0 2.1.4 – 220 2.1.5 - 30% male, 20% female 2.1.6 – 0</p>	<p>2.1.1 – 2100 2.1.2 – 2000 female, 1000 male 2.1.3 – 4 2.1.4 – 500 2.1.5 - 32% male, 22% female 2.1.6 – 3,275</p>	<p>Engaging Youth project reports Results-Based Management (RBM) system reports The microfinance department's monitoring and evaluation reports generated through the programme's client information system.</p>	<p>Refugees remain able to access vocational training centres. Suitable rented locations are available at estimated price. Current economic contraction ongoing and unemployment remains high. Availability of funds to finance project activities. Availability of operational, financial and LMIS infrastructure to implement microfinance activities in efficient manner. Availability of Social Performance system. Risk rating: Low</p>
--	--	--	--	---	--	---

	R2.2 – Provide financial support to targeted communities to assist and sustain return of Palestine refugees to camps and gatherings	2.2.1 Number of returning families provided with a one-off returnee grant	2.2.1 – 0	2.2.1 – 5,000	Cash distribution lists, finance records, money transfer company reconciliations.	<p>Availability of money transfer outlets and banks.</p> <p>Banks and financial institutions are capable of delivering services and financial data in a timely and efficient manner.</p> <p>Refugees continue to be allowed to return to camps and gatherings.</p> <p>Risk rating: Low</p>
--	---	---	-----------	---------------	---	--