

**ANNEX 1**

of the Commission implementing Decision on the 2014 special measure for the Syrian population "

**Action Document for "Support for people in Syria affected by the crisis – Phase II"****1. IDENTIFICATION**

Title/Number	Support for people in Syria affected by the crisis – phase II CRIS number: ENI/2014/037-726		
Total cost	Total estimated cost: EUR 18,000,000 Total amount of EU budget contribution: EUR 15,000,000 It is expected that grant beneficiaries will contribute up to EUR 3,000,000 in joint co-financing.		
Aid method / Management mode and type of financing	Call for proposals Direct management – grants		
DAC-code	430	Sector/s: 43010	Support to livelihoods Education and vocational training Health and psychosocial support Independent media Promoting dialogue Building capacity and networking of Syrian civil society organisations

**2. RATIONALE AND CONTEXT****2.1. Summary of the action and its objectives**

The present Decision will endorse the call for proposals 2014/135-829<sup>1</sup> that has been launched in June 2014 under the suspension clause. It follows in the same steps as the previous call for proposals (133-773<sup>2</sup>) launched in 2012 and pursues, in a very difficult political and security situation inside of Syria to "help people in Syria cope with the effects of the crisis and to facilitate a peaceful and democratic transition." A

<sup>1</sup> <https://webgate.ec.europa.eu/europeaid/online-services/index.cfm?do=publi.welcome&nbPubliList=15&orderby=upd&orderbyad=Desc&searchtype=RS&aofr=135829>.

<sup>2</sup> <https://webgate.ec.europa.eu/europeaid/online-services/index.cfm?do=publi.welcome&nbPubliList=15&orderby=upd&orderbyad=Desc&searchtype=RS&aofr=133773>.

wide scope of activities is foreseen to allow grant projects a maximum of flexibility to respond to shifting needs on the ground.

## 2.2. Context

The Syrian conflict is having a devastating and lasting impact on Syria and across the region. With the conflict entering its fourth year, the needs of the affected populations for assistance, including 10.8 million people inside the country and more than 3 million refugees plus their overstretched host communities in neighbouring countries, are of an unprecedented scale. The number of conflict-related deaths has surpassed 191,000 individuals.

In 2013, the Syria crisis has transformed itself from a humanitarian emergency to a multidimensional and protracted crisis directly affecting 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. All actors involved in the response agree that this massive challenge requires a comprehensive regional response not only including humanitarian aid but also longer-term structural support to host countries and communities through development instruments, especially as no political solution to the crisis are in sight in the short-term.

In response to the crisis the EU (including its Member States) has so far mobilised EUR 2.8 billion of assistance since the start of the conflict (EUR 1.5 billion from the EU budget and EUR 1.3 billion from EU Member States), making it the main donor in addressing the consequences of this crisis. In 2013 only, the Commission made an exceptional effort of EUR 685 million, notably thanks to the EUR 400 million additional package mobilised in the frame of the Joint Communication "Towards a comprehensive EU approach to the Syrian crisis"<sup>3</sup>.

This assistance has allowed for urgent delivery of humanitarian assistance and supported the national and local capacities to deliver services for those affected by the crisis (Education, health, basic services such as water and waste management services, support to livelihoods, etc.), both inside Syria and in the neighbouring countries. In Turkey, until now, needs have been mostly covered by Turkey's national funds; only limited funding of EUR 13 million has been provided so far under the Instrument for Pre-accession which is designed mainly for institution building and not for emergency assistance.

The majority of the European Commission development assistance has been funded by the European Neighbourhood and Partnership Instrument<sup>4</sup> (ENPI) through a series of special measures for Syria, Lebanon and Jordan. This support has focused mainly on education, health and livelihood sectors and is expected to ensure that: 2.5 million children affected by the crisis are able to continue to go to school; 50,000 young people benefit from vocational or life-skills training; that 425,000 of the most vulnerable men, women and children have improved access to health services; that 760,000 of the poorest people affected by the crisis receive livelihood support; that the capacity of 85 local Syrian civil society organisations (CSOs) is improved; and that more than 1,100 activists, bloggers and journalists are trained.

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<sup>3</sup> JOIN(2013) 22 of 24 June 2013.

<sup>4</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2006:310:0001:0014:EN:PDF> .

In December 2012 a first ENPI funded call for proposals (CfP 133-773) "*Support for the Syrian population affected by the crisis*"<sup>5</sup> was launched and resulted in the award of 10 grants<sup>6</sup> for an amount of EUR 9.1 million in Syria, Lebanon and Jordan.

### **2.3. Lessons learnt**

Since the launch of the last call for proposals on Syria<sup>7</sup> the situation concerning the implementation of activities inside of Syria has not improved. Obtaining information about the situation on the ground continues to be very difficult as the operation of international media and different organisations is limited by the regime or other armed groups. There are serious limitations for European NGOs to work directly in Syria at the moment. Obtaining authorisation for new organisations is nearly impossible. It is not possible for the EU to foresee any sustained direct monitoring in the short and medium term. In the same reasoning as for the last call for proposals (133-773), it is therefore suggested to support ongoing successful projects that are implemented by partners with a solid track record and a long experience of working inside of Syria and/or partners who can credibly demonstrate that they have access to reliable networks of Syrian partners that can implement the proposed activities. In view of the rapidly shifting security situation and the volatility of refugees flows, also inside of Syria, it is considered best to keep the scope of sector activities large and to remain as flexible as possible in order to be able to respond to changing needs not only in a timely fashion but also as durably as possible.

Currently the EU Delegation Syria is financing a number of grant projects that were selected under the 2012 call for proposals. While it is too early to evaluate results from those projects, the experience of managing them including knowledge of problems they encounter on the ground, adds to lessons learnt and is a bonus to the Delegation when assessing the viability and credibility of proposals received under the new call for proposals.

### **2.4. Complementary actions**

Grant projects supported through the present decision will complement already ongoing activities in Syria: grants funded through the thematic budget lines, as well as other EU funded projects implemented through United Nation's Children Fund (UNICEF), United Nations Development Programme (UNDP), and United Nations Relief and Works Agency (UNRWA), mainly active in the education and early recovery sector in Syria.

The grant projects will be complementary to humanitarian activities in the designated sectors and selected projects will need to demonstrate added value in the Linking Relief, Rehabilitation and Development (LRRD) framework. Grant projects may also be of added value in areas where larger donors/implementing agencies have access difficulties.

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<sup>5</sup> In the previous CfP "Syrian population" was taken to mean both; i) people living in Syria at the time of the start of the crisis in March 2011 (i.e not just people of Syrian nationality but also including Palestinian and Iraqi refugees among others) and; ii) people of Syrian nationality who may be living in Syria or abroad.

<sup>6</sup> Two grants were submitted under CfP 133-773 and placed on a reserve list. They were subsequently financed under the EIDHR instrument.

<sup>7</sup> See C(2013)6795 adopted on 10/10/2013.

European Commission's Directorate General for Humanitarian Aid and Civil Protection is one of the principal actors in mobilising humanitarian assistance to Syrians. With a view to a particularly sensitive working environment and to avoid possible overlapping in EU assistance, particular care will be taken to ensure that specific actions are decided in complementarity with EU humanitarian assistance.

The Syria Recovery Trust Fund (SRTF), which has been established in 2013 and is currently funded by a number of EU Member States and non EU-countries aims at funding larger scale rehabilitation projects inside Syria. There are gaps in addressing smaller scale actions that can respond to dynamically evolving need.

The projects will – where appropriate and operationally necessary – be coordinated with other actions implemented by other donors, in support of – or directly by - the Interim Government or any other structure of the National Coalition of Syrian Revolutionary and Opposition Forces.

## **2.5. Donor coordination**

The EU Delegation can no longer participate in donor coordination inside Syria.

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

- The informal "core group" on donor coordination 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 coordinated by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA).
- In addition, coordination 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 coordination 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 coordination meetings based in Damascus.

There is very close and regular internal coordination 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"<sup>8</sup> helps provide the framework for coordinating all aspects of the EU response to the crisis.

In addition, the revised "Syria Humanitarian Assistance Response Plan" (SHARP) provides a coordinated response strategy for all UN agencies and humanitarian actors.

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<sup>8</sup> JOIN (2013) 22 final of 24.06.2013.

However coordination at the regional/international level is not as important as coordination between the grant recipients and other implementers on the ground for grant projects implemented in a country that is behind a smokescreen. The EU Delegation tries to play the role of facilitator in the best possible way given the adverse circumstances of being evacuated to Brussels: A CSO consultation meeting was hosted in Brussels by the EU Delegation on the 9<sup>th</sup> of April 2014 in order to get the best possible input in the preparation of the guidelines for the call for proposals and a special session was held for CSOs active in Syria that are funded by the EU in order to encourage information sharing and best practices between different implementing partners.

Many CSOs active in Syria attend OCHA hosted Humanitarian Coordination/Working Groups, either in Gaziantep, Beirut, Amman or Damascus. However, designated coordination groups on non-humanitarian activities are generally lacking and the EU services try to play a coordinating role where they can. To that end, the EU common workspace in Gaziantep hosts regular EU coordination meetings to coordinate assistance in project form by EU bilateral donors. However the role of the EU Delegation remains again limited.

As a general rule and given the interest of the EU and its implementing partners to keep a low profile when operating in the country and not to put at risk project staff, it will be up to identified partners to decide what level of coordination suits best for each situation.

The call for proposals has been prepared and will be implemented in close cooperation with EU humanitarian aid, linking relief, rehabilitation and development for medium-term planning.

### **3. DETAILED DESCRIPTION**

#### **3.1. Objectives**

The global objective of the call for proposals is *to help people in Syria cope with the effects of the crisis and to facilitate a peaceful and democratic transition.*

There are three priorities for this call for proposals (CfP):

Priority 1: Addressing development needs (i.e. non-humanitarian) and increasing the resilience of people in Syria.

Priority 2: Contributing to development and social cohesion at community level.

Priority 3: Capacity building and coordination of CSOs in Syria.

#### **3.2. Expected results and main activities**

Intended results remain the same as those of the previous CfP: low-risk, high-impact projects of varying sizes addressing the short and medium-term needs of the Syrian population affected by the crisis.

Indicative activities (listed according to priority) may include:

**Priority 1 Addressing development needs (i.e. non-humanitarian) and increasing the resilience of people in Syria.**

- Support to income generating activities (IGAs) (technical, financial support) for both IDPs and host communities.
- Support to social protection safety nets, activities targeting the most vulnerable (with a focus on IDPs, vulnerable children, including orphans).
- Support to education activities (trainings of teachers, pedagogical support, small scale rehabilitation and equipment etc.).
- Non formal or informal education services (remedial classes, schools clubs etc.) with a focus on preventing the radicalisation of youth.
- Provision of vocational training services, especially for young people and in sectors relevant for the reconstruction of the country.
- Providing relevant medium term health related services (not including humanitarian activities).
- Providing psychosocial support services (building on and complementing existing humanitarian activities which focus on therapeutic support).
- Support to recreational, cultural and artistic activities as a means increasing resilience.
- Training of relevant actors (teachers, community members etc.) on psychological assistance.
- Financial support to third parties (sub-granting).

**Priority 2 Contributing to development and social cohesion at community level.**

- Promoting community level mediation, dialogue and reconciliation.
- Supporting community level coping mechanisms that contribute to peace-building.
- Supporting the empowerment of women at all levels of society.
- Addressing underlying causes of gender-based violence (GBV) including through awareness-raising.
- Design support mechanisms to deal with GBV trauma at individual and community level (building on and complementing existing humanitarian activities).
- Measures to enhance the wellbeing and development of children.
- Promoting cultural and artistic activities as a means of reconciliation and strengthening national unity.

- Trainings and networking of journalists and support to the professionalisation of media actors.
- Training and networking of citizen journalists and social media activists.
- Support to independent media.
- Protection of cyber activism.
- Conferences, seminars, fora (where these meetings are a means rather than the objective itself).
- Studies and assessments on constitutional issues, human rights and legal issues, etc.
- Financial support to third parties (sub-granting).

**Priority 3 – Capacity building and coordination of Civil Society Organisations (CSOs) in Syria.**

- Undertaking and maintaining a mapping of CSOs' activities and CSO capacity building initiatives in Syria.
- Carrying out a needs assessment of Syria CSOs.
- Training in the roles and comparative advantages of CSOs (membership, accountability, funding opportunities, sound financial management).
- Improving coordination and dialogue among individuals, CSOs and between CSOs and other stakeholders.
- Setting up a database of training that has been provided to which organisation / persons.
- Working with other CSO to arrive at standard training modules / curriculum and a division of labour.
- Networking (establishing NSA networks and representative bodies, links to international NGOs, and academia, exchange visits and secondments to/from other CSOs in the region or Europe).
- Training on all aspects of project cycle management and grant applications (problem analysis, stakeholder analysis, log frames, sound financial management and audit, monitoring and evaluation, procurement principles, visibility).
- Training on CSO management issues (leadership, governance, accountability, sound financial management, internal structures).
- Training on advocacy (negotiation techniques, communication, public and media relations, support in publishing policy paper on specific issues).
- Training on CSOs' roles in human rights, legal issues and humanitarian and development principles.

- Training on the mainstreaming of gender and other cross cutting issues.
- Financial support to third parties (sub-granting).

### **3.3. Risks and assumptions**

#### Assumptions:

- EU continues with its policy objective of continuing to support the Syrian population;
- Beneficiaries in Syria is in favour of EU-funded projects;
- Syrian Government or military groups do not close down foreign-funded projects;
- Partners in Syria receive support and authorisation to carry out work by local authorities;
- Security situation does not deteriorate to a point where project activities are no longer possible;
- Partners provide accurate information on project evolution and delivery;
- Partners continue to be able to implement actions in compliance with EU instructions and policies;
- The crisis situation and therefore the needs of the population will not substantively change throughout the implementation period.

It needs to be acknowledged that projects supported via the CfP will most probably be of much higher risk than projects in normal circumstances. Interference on part of government or deterioration of the security situation will be constant risks to projects funded under this Decision.

The mitigating measures proposed are to work with solid organisations with proven track record and with ongoing programmes and/or solid networks in the country.

### **3.4. Cross-cutting issues**

All grant projects funded through the present Decision will need to:

- Fully integrate gender aspects into the project's objectives, activities and objectively verifiable indicators (OVIs).
- Demonstrate how they will support and promote human rights and fundamental freedoms (i.e. right to life, freedom of expression and association, equal rights, tolerance, human dignity, principles of non-violence).

In addition, each project will have to demonstrate clearly what their innovative solutions, experiences and added value are to master the variables of an unclear security situation and how exactly and by which criteria final beneficiaries will be selected and how results will be monitored.



### 3.5. Stakeholders

Initiatives to be supported will be identified and designed in close collaboration with the implementing partners, which will predominately be international/national CSOs.

Implementing partners will be encouraged to work as much as possible in cooperation with local CSOs, in order to help this sector survive through the crisis. Re-granting will be allowed for this purpose.

Principal stakeholders will therefore be local community actors inside of Syria and beneficiaries will be the local communities they are active in.

## 4. IMPLEMENTATION ISSUES

### 4.1. 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.

### 4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out is 48 months from the date of entry into force of the financing agreement or where none is concluded, from the adoption of this Action Document, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

### 4.3. Implementation components and modules

#### 4.3.1. *Grants: call for proposal "Support for people in Syria affected by the crisis – phase II" (direct management)*

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

The priorities are to address development needs (i.e. non-humanitarian) and to increase the resilience of people in Syria; to contribute to development and social cohesion at community level and; to build capacity and coordination of CSOs in Syria as described under sections 3.1 and 3.2.

- (b) Eligibility conditions

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

- be a legal person **and**
- be non-profit-making **and**
- be a specific type of organisation such as: Civil society organisations (CSOs) **and**

- be directly responsible for the preparation and management of the action with the co-applicant(s) and affiliated entity(ies), not acting as an intermediary **and**
- be established in; i) a Member State of the European Union **or**; ii) a country that is a beneficiary of the Instrument for Pre-Accession Assistance II set up by the Council Regulation (EU) No 231/2014 of 11 March 2014 **or**; iii) a Member State of the European Economic Area **or**; iii) a developing country and territory which are not members of the G-20 group or a partner country or territory covered by the European Neighbourhood Instrument Regulation (EU) No 232/2014.

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is 80%.

The maximum possible rate of co-financing may be up to 100% 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 essentiality of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative trimester to launch the call

The CfP was launched in June 2014 using the Suspension clause.

(f) Exception to the non-retroactivity of costs

Requests for exception of the non-retroactivity of costs will be made on a project by project basis if required.

#### **4.4. Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

In accordance with the Article 9(2)(a) of the Regulation (EU) No 236/2014 and with regard to the regional nature of this action, 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 responsible 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.

#### 4.5. Indicative budget

<b>Module</b>	<b>Amount in EUR thousands</b>	<b>Third party contribution (indicative, where known)</b>
4.3.1. – Call for proposals " <i>Support for people in Syria affected by the crisis – phase II</i> " (direct management)	15,000	3,000
4.7. – Evaluation and audit	0	N.A.
4.8. – Communication and visibility	0	N.A.
Totals	15,000	3,000

The costs for evaluation/audit and communication/visibility will be included in the project budgets.

#### 4.6. Performance monitoring

The performance of the project will be closely monitored by the project implementing body. Appropriate reporting and reviewing measures will be built into each contract/agreement to ensure close follow-up on part of the Commission. The Commission reserves the right to carry out verification missions as needed.

The performance monitoring will have to be achieved using a mix of reporting by contractors, third-party verifications, EU Delegation staff missions to take part in activities that take place outside of Syria and financial verifications. Other Monitoring and Evaluation solutions may be agreed on. Innovative monitoring solutions adapted to the context are strongly encouraged by the EU Delegation Syria.

External results oriented monitoring missions may also be carried out by the Commission.

#### 4.7. Evaluation and audit

All evaluation and audit contracts will be awarded and implemented by the European Commission in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question. According to the implementation modalities, initiatives could also be subject to an annual financial and system audit launched by the European Commission as well as in some cases results oriented monitoring.

If deemed necessary, an external final evaluation, covering all the activities of the action, will be carried out in accordance with European Commission procedures, if the security situation allows access to Syria.

#### **4.8. 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 before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, 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.