



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”

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|--|---|-------------------------------------|-------------------------------------|-------------------------------------|
| 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. |

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|----------------|--|---|---|---|---|---|
| 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 |
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| | <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> |
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|--|--|--|--|---|--|---|
| | <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> |
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| | 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> |
|--|---|---|-----------|---------------|---|--|