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**COMMISSION IMPLEMENTING DECISION**

**of 30.11.2018**

**on the special measure in favour of the Syrian population for 2018**

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## on the special measure in favour of the Syrian population for 2018

THE EUROPEAN COMMISSION,

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

Having regard to Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, amending Regulations (EU) No 1296/2013, (EU) No 1301/2013, (EU) No 1303/2013, (EU) No 1304/2013, (EU) No 1309/2013, (EU) No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, and Decision No 541/2014/EU and repealing Regulation (EU, Euratom) No 966/2012<sup>1</sup>, and in particular Article 110 thereof,

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 action<sup>2</sup> and in particular Article 2(1) thereof,

Whereas:

- (1) In order to ensure the implementation of the special measure in favour of the Syrian population for 2018 it is necessary to adopt an annual financing Decision which constitutes the annual work programme, for 2018. Article 110 of Regulation (EU, Euratom) 2018/1046 establishes detailed rules on financing Decisions.
- (2) The envisaged assistance is deemed to follow the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU<sup>3</sup>.
- (3) The Commission has adopted a special measure for the Syrian population which aims to preserve the prospects for an inclusive political transition, by supporting civic participation and promoting people's rights as avenues for peace and stability in Syria. This special measure falls under the Joint Communication to the European Parliament and the Council ‘‘Elements for an EU strategy for Syria’’<sup>4</sup>.
- (4) The objective pursued by this measure to be financed under the European Neighbourhood Instrument<sup>5</sup> is to help the Syrian population to cope with the effects of the crisis and prepare the grounds for a sustainable peace. It is composed of a single action entitled ‘‘Preserving the prospects for peace and stability in Syria through an inclusive transition’’. This action will contribute to preserving the prospects for an inclusive political transition in Syria, by supporting civic participation and promoting

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<sup>1</sup> OJ L 193, 30.7.2018, p. 1.

<sup>2</sup> OJ L 77, 15.3.2014, p. 95.

<sup>3</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

<sup>4</sup> Joint communication of the European Commission and the High Representative to the European Parliament and the Council ‘‘Elements for an EU strategy for Syria’’. JOIN (2017)11 of 14/03/2017.

<sup>5</sup> 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.

people's rights. It will do so through the achievement of three specific objectives: (i) Syrian individuals and civil society organisations are better aware of their rights and work is supported to document and/or redress violations, (ii) UNRWA is able to continue providing core services to its beneficiary population, (iii) transparent, inclusive and accountable services are delivered in areas not controlled by the regime. The measure will be implemented either in direct management through grants and Administrative Arrangement with the Joint Research Centre or in indirect management. The action will benefit the population of Syria and avoid benefits accruing to the Syrian regime that would legitimize its national and local governance apparatus.

- (5) 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 has been maintained under the European Neighbourhood Instrument<sup>6</sup> (ENI) through various special measures in complementary to humanitarian assistance in sectors such as education, livelihoods and civil society. This will be revised should the situation evolve towards a post-crisis state-building and reconstruction scenario. Taking into account the crisis situation and the need to respond to the increasing needs, a declaration of crisis was issued in February 2012. Since then, the declaration has been annually extended due to the deteriorating situation. The most recent prolongation was issued in July 2018 and will be valid until June 2019.
- (6) The Commission should acknowledge and accept contributions from other donors in accordance with Article 21(2) of Regulation (EU, Euratom) 2018/1046, subject to the conclusion of the relevant agreement. Where such contributions are not denominated in euro, a reasonable estimate of conversion should be made.
- (7) It is appropriate to authorise the award of grants without a call for proposals and to provide for the conditions for awarding those grants.
- (8) The Commission should authorise the eligibility of costs as of a date preceding that of submission of a grant application, which is prior to the date of adoption of this Decision, for reasons of extreme urgency in crisis management aid or in other exceptional and duly substantiated emergencies, whereby an early engagement by the Union would be of major importance.
- (9) Pursuant to Article 4(7) of Regulation (EU) No 236/2014 indirect management is to be used for the implementation of the programme.
- (10) Entities and persons entrusted with the implementation of Union funds by indirect management shall ensure a level of protection of the financial interests of the Union as referred to in Article 154(3) of Regulation (EU, Euratom) 2018/1046.
- (11) To this end, such entities and persons are to be subject to an assessment of their systems and procedures in accordance with Article 154(4) of Regulation (EU, Euratom) 2018/1046<sup>7</sup> and, if necessary, to appropriate supervisory measures in accordance with Article 154(5) of Regulation (EU, Euratom) 2018/1046.

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<sup>6</sup> 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).

<sup>7</sup> Except for the cases of Article 154(6) of Regulation (EU, Euratom) 2018/1046, where the Commission may decide, not to require an ex-ante assessment.

- (12) It is necessary to allow for the payment of interest due for late payment on the basis of Article 116(5) of Regulation (EU, Euratom) 2018/1046.
- (13) The special measure provided for in this Decision is in accordance with the opinion of the European Neighbourhood Instrument Committee established under Article 15 of the financing instrument referred to in recital 2.

HAS DECIDED AS FOLLOWS:

*Article 1*

***The programme***

The special measure in favour of the Syrian population for 2018, as set out in the Annex, is adopted.

The special measure shall include the following action: "Preserving the prospects for peace and stability in Syria through an inclusive transition".

*Article 2*

***Union contribution***

The maximum Union contribution for the implementation of the measure for 2018 referred to in Article 1 is set at EUR 31,000,000 and shall be financed from the appropriations entered in the following line of the general budget of the Union:

(a) budget line 22.040103 of the general budget of the Union for 2018: EUR 31,000,000

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

The implementation of this Decision is subject to the availability of the appropriations provided for in the draft general budget of the Union for 2018 as adopted by the budgetary authority.

*Article 3*

**Methods of implementation and entrusted entities or persons**

The implementation of the actions carried out by way of indirect management, as set out in the Annex, may be entrusted to the entities or persons referred to or selected in accordance with the criteria laid down in point 5.3.2.1., 5.3.2.2., 5.3.2.3., 5.3.2.4., 5.3.2.5 of the Annex.

*Article 4*

**Flexibility clause**

Increases or decreases not exceeding 20% of the initial contribution set in the first paragraph of Article 2 and which do not cause the total contribution to exceed EUR 10 million, 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 for the purposes of Article 110(5) of Regulation (EU, Euratom) 2018/1046, provided that these changes do not significantly affect the nature and objectives of the actions.

The authorising officer responsible may apply the changes referred to in the first paragraph. Those changes shall be applied in accordance with the principles of sound financial management and proportionality.

#### *Article 5*

#### *Grants*

Grants may be awarded without a call for proposals in accordance with the conditions set out in the Annex. Grants may be awarded to the bodies referred to in the Annex selected in accordance with point 5.3.1.1., 5.3.1.2., 5.3.1.3., 5.3.1.4., 5.3.1.5

The eligibility of costs prior to the submission of grant applications and which is prior to the date of adoption of this Decision shall be authorised as of the date set out in the Annex.

Done at Brussels, 30.11.2018

*For the Commission*  
*Johannes HAHN*  
*Member of the Commission*



ANNEX

of the Commission Implementing Decision on the special measure in favour of the Syrian population for 2018

**Action Document for "Preserving the prospects for peace and stability in Syria through an inclusive transition"**

**INFORMATION FOR POTENTIAL GRANT APPLICANTS**

**WORK PROGRAMME FOR GRANTS**

This document constitutes the annual work programme for grants in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014, in the following sections concerning grants awarded directly without a call for proposals: 5.3.1 “Grants – direct award (direct management)” (grants 1 to 6).

<b>1. Title/basic act/ CRIS number</b>	Preserving the prospects for peace and stability in Syria through an inclusive transition CRIS number: ENI/2018/041-403	
<b>2. Zone benefiting from the action/location</b>	The action shall be carried out at the following location: Syria	
<b>3. Programming document</b>	n/a	
<b>4. SDGs</b>	<u>Main Sustainable Development Goals (SDGs):</u> 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. 11. Make cities and human settlements inclusive, safe, resilient and sustainable. <u>Secondary SDGs:</u> 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. 5. Achieve gender equality and empower all women and girls.	
<b>5. Sector of intervention / thematic area</b>	n/a	DEV. Aid: YES

<b>6. Amounts concerned</b>	<p>Total estimated cost: EUR 32,250,000.</p> <p>Total amount of EU budget contribution: EUR 31,000,000.</p> <p>This action is co-financed by potential grant beneficiaries for an indicative amount of EUR 1,250,000.</p>			
<b>7. Aid modality(ies) and implementation modality(ies)</b>	<p>Project Modality</p> <p>Direct management – grants –direct award.</p> <p>Indirect management with international organisations, public law bodies, private law bodies with a public service missions including Member State Agencies or international organisations such as , United Nations High Commissioner for Refugees (UNHCR), Office of the High Commissioner for Human Rights (OHCHR), United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), World Bank (WB), United Kingdom Department for International Development (DFID) and/or Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)).</p>			
<b>8 a) DAC code(s)</b>	<p>110 – Education, 150 – Government and Civil Society, 160 – Other social infrastructure and services, 311 - Agriculture, 430 – Other multisector, 910 – Administrative costs (non-sector allocable).</p>			
<b>b) Main Delivery Channel</b>	<p>20000 – Non-Governmental Organisations (NGOs) and Civil Society</p> <p>21000 – International NGOs (INGOs).</p> <p>41000 – United Nations agency, fund or commission (UN).</p> <p>44000 – World Bank Group (WB).</p>			
<b>9. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	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"/>
<b>10. Global Public Goods and Challenges (GPGC) thematic flagship</b>	<p>n/a</p>			

## SUMMARY

After seven years of conflict in Syria, the proposed Action aims at **preserving the prospects for an inclusive political transition, by supporting civic participation and promoting people's rights as avenues for peace and stability in Syria.**

The specific objective will be **to strengthen the resilience and protect the rights of the Syrian population and its civil society organisations, promote dialogue and social cohesion.** The action will benefit the population of Syria and avoid benefits accruing to the Syrian regime that would legitimize its national and local governance apparatus. The focus of this action will be on non-regime held areas.

The action is in line with the political objectives set in the *Council Conclusions* of 16 April 2018<sup>1</sup> as well as in the *Joint Communication on Elements for an EU Strategy for Syria*<sup>2</sup> that underpin them, and it aims at translating them into a conflict-sensitive, politically and operationally efficient assistance programme.

## 1 CONTEXT

### 1.1 Country context

The military reaction of the Syrian regime to the peaceful political uprising in 2011 has led to a protracted civil war supported and exacerbated by a number of external actors. The continuation of the war created a patchwork of largely segregated geographical regions, run by different actors. Over the last two years, the Syrian regime has steadily expanded its military and administrative control over key areas, whilst the geographic space occupied by the 'opposition' and other actors has been sizably reduced.

In spite of successive United Nations (UN) led peace talk rounds, the Geneva Communiqué of 2012, United Nations Security Council Resolution (UNSCR) 2254, and the efforts of the International Syria Support Group and its working groups, no agreement between the parties in conflict has been reached to put an end to the war. The first months of 2018 continued to witness high levels of violence. The declaration of four de-escalation areas (DEAs) in early 2017 as part of the Astana process has succeeded neither in ending the conflict nor in increasing humanitarian access. All opposition areas remain under severe pressure from the combination of military pressure and the offer of local deals by the regime and its allies. The escalation of violence on the ground has been systematically pursued by the Syrian regime and its allies, as well as by violent extremist groups and elements of the armed opposition, including through the so-called 'local reconciliation agreements', one-sided surrender agreement used by the regime to re-impose and secure its administrative and military control over areas taken over from the opposition.

The Syrian population remains incredibly vulnerable, not just to conflict but also to political and social engineering through forced evacuations, and gross violations of human rights and international humanitarian law. The unwillingness of the Syrian regime to engage in a comprehensive political process and address the above issues is likely to cause more instability in the long-term, with wider disruptive consequences regionally and

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<sup>1</sup> [http://www.consilium.europa.eu/media/33736/syria-conclusions-7956\\_18.pdf](http://www.consilium.europa.eu/media/33736/syria-conclusions-7956_18.pdf)

<sup>2</sup> <https://eeas.europa.eu/sites/eeas/files/celex3a52017jc00113aen3atxt.pdf>

internationally, including in the context of Internally Displaced Persons (IDPs) and refugees returns.

Of the pre-conflict population of Syria (approx. 23 million), more than 12.6 million people have at some point been forced to flee their homes of which 6.1 million are estimated to be internally displaced, often suffering multiple displacement, inside Syria. Estimated casualties vary between 321,358 and 470,000. Some 5.6 million people have sought refuge and safety in neighbouring countries. Inside Syria, 13.1 million people (i.e. three quarters of the remaining population) are in direct need of humanitarian assistance, including more than 6.1 million internally-displaced<sup>3</sup>.

The Syrian economy has been severely affected by the conflict and the mushrooming of war economies, which often reinforce the regime's patronage structures, as well as profiteering armed groups and opportunistic business actors. The country's Gross Domestic Product (GDP) has contracted significantly (by 63% between 2010 and 2016). Meanwhile, seven years of conflict have taken an enormous toll on the civilian population in Syria. The economic and human development of Syria has been reversed by 40 years.

Violations of international humanitarian law, such as the continued deliberate attacks on civilian infrastructure, including water distribution systems, medical facilities and schools, have led to severe shortages and disruptions of essential services, including health care, safe water and education. Access and delivery of assistance is difficult. At household level, families suffer shattered lives and livelihoods; coping strategies have been exhausted, resourcefulness has been stretched to the absolute limits, and hence families are resorting to unsustainable and unsafe means of survival, including forced and/or early marriage, child labour, child recruitment, survival sex, temporary marriages, and other forms of negative coping mechanisms<sup>4</sup>.

### **1.1.1 EU Policy Framework**

The action is framed by the Council Conclusions adopted by the Foreign Affairs Council (FAC) on 3.4.2017, which endorsed the EU Strategy on Syria<sup>5</sup> and its objectives in six key areas. As confirmed in the latest Council Conclusions adopted by the Foreign Affairs Council (FAC) of 16 April 2018<sup>6</sup>, the EU aims, in addition to responding to the humanitarian needs of the population, to increase the resilience of civilians in view of the protracted nature of the conflict and to facilitate the search for solutions that preserve the perspectives of a credible political transition and underpin an inclusive and comprehensive peace.

EU assistance combines cross-border assistance with support from inside the country. The EU will not engage in early recovery/stabilisation efforts that could support political or social engineering, nor will it assist in reconstruction efforts until a comprehensive, genuine and inclusive political transition is firmly under way.

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<sup>3</sup> 2018 Humanitarian Needs Overview: <https://hno-syria.org/#downloads>

<sup>4</sup> HNO Syria 2018.

<sup>5</sup> The EU strategy is composed of the above mentioned Council conclusions and the Joint communication by the High Representative and the Commission to the European Parliament and the Council on Elements for an EU Strategy for Syria of 14.03.2017 JOIN (2017)11. For non-EU languages (Arabic, Kurdish, Russian, Farsi and Turkish): [https://eeas.europa.eu/headquarters/headquarters-homepage/22659/elements-eu-strategy-syria-joint-communication\\_en](https://eeas.europa.eu/headquarters/headquarters-homepage/22659/elements-eu-strategy-syria-joint-communication_en). For EU languages: <http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1490605315863&uri=CELEX:52017JC0011>.

<sup>6</sup> [http://www.consilium.europa.eu/media/33736/syria-conclusions-7956\\_18.pdf](http://www.consilium.europa.eu/media/33736/syria-conclusions-7956_18.pdf).

The action is in line with the approaches and principles as set out in the following documents:

- The Joint Communication of 7 June 2017 on a Strategic Approach to Resilience in the EU external action<sup>7</sup>, as well as the EU Action Plan for Resilience in Crisis Prone Countries 2013-2020<sup>8</sup>;
- The EU Communication on Conflict Prevention and the Communication on Empowering Local Authorities in partner countries for enhanced governance and more effective development outcomes<sup>9</sup>;
- The OECD/DAC Principles of Good International Engagement in Fragile States<sup>10</sup> and the related 2007 EU Communication towards an EU response to situations of fragility<sup>11</sup> as well as the "Do Not Harm approach";
- The EU Communication (2016) Lives in dignity: from aid-dependency to self-reliance, Forced Displacement and Development<sup>12</sup>;
- Brussels II Conference on 'Supporting the future of Syria and the region': co-chairs declaration<sup>13</sup>.
- The Communication on Education in Emergencies and Protracted Crises of 18 May 2018<sup>14</sup>.

The action addresses several of the objectives laid out in the EU Action Plan on Human Rights and Democracy (2015-2019)<sup>15</sup>, in particular under chapter III on ensuring a comprehensive human rights approach to conflicts and crises. It also aims at integrating steps laid out in the EU framework for transitional justice.

### 1.1.2 Stakeholder analysis

The focus of the interventions will be non-regime held areas. Only a limited number of activities aiming at reinforcing the rights of the people will be held in regime areas (in this case reinforced monitoring will be put in place).

Identified actors that could have a stake in the action:

Stakeholders	Level of engagement with the action
Residents and IDPs in targeted areas including the most vulnerable such as women, disabled, youth and children.	<ul style="list-style-type: none"> <li>• Primary target groups and beneficiaries of the proposed action.</li> <li>• Involvement in participatory planning, implementation</li> </ul>

<sup>7</sup>[https://eeas.europa.eu/sites/eeas/files/join\\_2017\\_21\\_f1\\_communication\\_from\\_commission\\_to\\_inst\\_en\\_v7\\_p1\\_916039.pdf](https://eeas.europa.eu/sites/eeas/files/join_2017_21_f1_communication_from_commission_to_inst_en_v7_p1_916039.pdf)

<sup>8</sup> [http://ec.europa.eu/echo/files/policies/resilience/com\\_2013\\_227\\_ap\\_crisis\\_prone\\_countries\\_en.pdf](http://ec.europa.eu/echo/files/policies/resilience/com_2013_227_ap_crisis_prone_countries_en.pdf)

<sup>9</sup>[https://ec.europa.eu/europeaid/sites/devco/files/communication-local-authorities-in-partner-countries-com2013280-20130515\\_en\\_4.pdf](https://ec.europa.eu/europeaid/sites/devco/files/communication-local-authorities-in-partner-countries-com2013280-20130515_en_4.pdf)

<sup>10</sup> <https://www.oecd.org/countries/somalia/48697077.pdf>

<sup>11</sup>[https://ec.europa.eu/europeaid/sites/devco/files/communication-eu-response-to-fragility-com200764320071025\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/communication-eu-response-to-fragility-com200764320071025_en.pdf)

<sup>12</sup>[http://ec.europa.eu/echo/files/policies/refugees-idp/Communication\\_Forced\\_Displacement\\_Development\\_2016.pdf](http://ec.europa.eu/echo/files/policies/refugees-idp/Communication_Forced_Displacement_Development_2016.pdf)

<sup>13</sup> <http://www.consilium.europa.eu/en/press/press-releases/2018/04/25/brussels-ii-conference-on-supporting-the-future-of-syria-and-the-region-co-chairs-declaration/>

<sup>14</sup>[http://ec.europa.eu/echo/files/news/Communication\\_on\\_Education\\_in\\_Emergencies\\_and\\_Protracted\\_Crises.pdf](http://ec.europa.eu/echo/files/news/Communication_on_Education_in_Emergencies_and_Protracted_Crises.pdf)

<sup>15</sup> [https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/action-plan-on-human-rights-and-democracy-2015-2019\\_en.pdf](https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/action-plan-on-human-rights-and-democracy-2015-2019_en.pdf)

<b>Stakeholders</b>	<b>Level of engagement with the action</b>
	<p>and – where feasible – monitoring.</p> <ul style="list-style-type: none"> <li>• Engagement in local participatory processes, civil society dialogues and social cohesion activities at local level.</li> </ul>
<p>Community-based local grassroots initiatives and civil society organisations.</p>	<ul style="list-style-type: none"> <li>• Primary reference and target group.</li> <li>• Implementers and beneficiaries of the proposed action and its outputs: delivery of livelihoods support, light rehabilitation of infrastructure, capacity building, provision of education services, etc.</li> <li>• Key stakeholder in the formulation, planning, implementation and monitoring of activities.</li> <li>• Engagement of non-state providers of public and social services in non-regime held areas into more centralised and strategic coordination and planning exercises.</li> <li>• Empowerment, capacity building, advocacy capacity, campaigning, etc.</li> <li>• Vehicle to enhance women participation and empowerment.</li> <li>• Community representation and accountability.</li> <li>• Involvement in information and documentation, as well as local dispute resolution to support "dealing with the past" and transitional justice at the community level in Syria.</li> </ul>
<p>Local economic stakeholders</p>	<ul style="list-style-type: none"> <li>• Indirect beneficiaries of the programmes and multipliers for programmes outcomes: the programmes will enhance their capacity to employ and therefore economically empower community members and play a positive role in trust building across community divides through economic exchanges.</li> </ul>
<p>Local authorities (local councils, provincial councils, technical directorates and the Syrian Interim Government) in opposition-held areas.</p>	<ul style="list-style-type: none"> <li>• An indirect target group in terms of empowerment, capacity building, accountability, outreach, coordination of services provision, and involvement in planning, implementation and monitoring of EU funded activities.</li> </ul>
<p>Armed groups</p>	<ul style="list-style-type: none"> <li>• Reduce interference and influence on the provision of services by civilian authorities.</li> <li>• Enable access.</li> </ul>
<p>Syrian refugees and diaspora organisations</p>	<ul style="list-style-type: none"> <li>• Will be part of dialogue activities to reduce divisions between Syria-based civil society organisations (CSOs) and Syrian CSOs and actors outside Syria.</li> </ul>
<p>International Community</p>	<ul style="list-style-type: none"> <li>• Direct and indirect coordination on humanitarian and non-humanitarian issues.</li> <li>• Advocate for access to hard to reach areas and rights' protection.</li> </ul>
<p><b>Implementers</b></p>	<p><b>Engagement with the action</b></p>

Stakeholders	Level of engagement with the action
International NGOs, Syrian CSOs and NGOs, UN Agencies	<ul style="list-style-type: none"> <li>• Syrian CSOs and NGOs need to play an integral part in the formulation and preparation of activities inside Syria.</li> <li>• Implementation, coordination, monitoring and provision of feed-back/qualitative support to activities in service provision, civil society dialogue, analysis and research, and (where relevant) on the continuum between humanitarian and non-humanitarian aid.</li> <li>• The willingness to work more with Syrian NGOs will have to be assessed vis-à-vis the different levels of implementing capacity compared to INGOs and UN agencies.</li> </ul>

### 1.1.3 Priority areas for support/problem analysis

The conflict in Syria has started as a peaceful uprising against the continued human rights violations and restrictions on civil liberties and personal freedoms by the authoritarian and brutal regime including before 2011, as Syrians suffered from the risk of forced disappearance, arbitrary arrest, torture and violent repressive tactics against, at times, entire population groups.

At the same time, and despite a massive exodus of Syrian activists, there is space for civic activities in Syria. Syrian CSOs have in many parts replaced local administrations in the delivery of essential services such as health and education. New, grassroots oriented-CSOs and civic initiatives started to operate during the conflict and added to a number of consolidated pre-conflict CSOs that remained active and relatively free to operate. It is essential to maintain space for Syrian civil society, reduce fragmentation and ensure that CSOs receive adequate and sustainable support to increase prospects for an inclusive peace and prevent a return to a *status quo ex ante*.

The armed confrontation between fragmented opposition groups, regime forces and listed terrorist groups has resulted in a strong increase in violence and polarisation across the country with massive human rights and international humanitarian law violations by all sides as well as the use of chemical weapons as documented by Organisation for the Prohibition of Chemical Weapons' (OPCW) reports.

In view of Syria's long history of forced disappearances, violent, repressive behaviour by security forces towards the population, there is a need to support initiatives that address war crimes, crimes against humanity and violation of human rights and humanitarian law.

Since 2013, different EU instruments (Democracy and Human Rights (EIDHR), Instrument for Stability (IfS)/Instrument contributing to stability and Peace (IcSP), European Neighbourhood Instrument (ENI) have been supporting the preparations for a future process of transitional justice in Syria by supporting the collection and analysis of evidence related to potential crimes under international criminal and humanitarian law. Needs for transitional justice initiatives are nonetheless many and extend to local reconciliation and dialogue initiatives between families/tribes/communities to exploring possibilities of citizen-led initiatives for bridge-building.

All sectors of the Syrian population are exposed to significant protection risks on a daily basis. According to the Humanitarian Needs Overview (HNO) 2018, approximately 83% of assessed communities reported the lack or loss of civil documentation as a concern and described it not only as a barrier to accessing support services, but also exacerbating their freedom of movement, restricting the possibility to register vital family events, and rendering housing, land and property claims and transactions extremely difficult. Of key importance is the critical link between civil documentation and the protection of housing land and property rights, noting that an estimated 57% of communities reported Housing Land and Property rights (HLP) issues as a major concern, with the former often a pre-requisite for the latter. Internally displaced persons, some often facing multiple displacement and many citing the confiscation or loss of civil documentation, are a particularly vulnerable group and require specialised protection services. With increasing IDP returns, the need to scale up on ongoing support to the HLP and civil documentation sector, is critical.

As part of the protection nexus, Psycho-Social Support (PSS) needs are massive. In the course of seven years of violent conflict, Syrians have been traumatised in many ways. Only a few properly trained psycho-therapists exist in Syria, unable to cope with the needs. This is exacerbated by the fact that PSS, well factored into the international response to the crisis, has mainly been able to deliver very basic short-term activities. Not addressing psychological trauma is likely to continue and perpetuate low scale (domestic and other) violence for generations to come in Syria.

A particular cause for psychological trauma is Sexual and Gender-based Violence (SGBV). SGBV was present in Syria before the uprising and it has since increased exponentially in scale and severity<sup>16</sup>. Before 2011, SGBV occurred mostly in Syrian communities (primarily in the form of domestic violence, early marriage, and sexual harassment of boys and girls). Since the revolution, SGBV has been used as a weapon of war, mostly by the Syrian regime, but also by opposition or other armed groups, including the Islamic State of Iraq and al-Sham (ISIS), for example in Syrian prisons and detention centres<sup>17</sup>. Action should be taken to enhance the protection of vulnerable populations and enhance access to psychological support treatment of SGBV survivors. Local advocacy initiatives might raise awareness on the rights of victims of SGBV. A broad society-wide approach is nonetheless needed. SGBV is a symptom, the treatment of the symptom requires specialised PSS, but to address the cause one needs to better understand gender and war dynamics: without a change in masculinities women empowerment in the short term might actually increase SGBV rather than reduce it. Any response will need to work on gender identities, positive masculinities, but also on the strengthening of women's roles in their respective communities, their access to economic resources as well as women's possibility to set the agenda of public discussions. Enhancing women's access to power in any transition period or process is therefore crucial.

As Syria extends into its eight year of violent conflict, its citizens, across the various conflict-geographies in Syria, continue to experience the multi-dimensional impact of the crisis on their day to day lives. The conflict continues to erode the development of sustainable and diversified livelihoods, destroying local economies and with it the traditional social safety nets and coping mechanisms of host families and local communities, with a rising number of

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<sup>16</sup> <http://syriaaccountability.org/wp-content/uploads/Societal-Attitudes.pdf>.

<sup>17</sup> Human Rights Council, 37<sup>th</sup> session, 26Feb – 23Mar 2018, Agenda item 4, Human rights situations that require the Council's attention: "*I lost my dignity*": Sexual and gender-based violence in the Syrian Arab Republic - Conference room paper of the Independent International Commission.

female-headed households and disabled people particularly at risk. Longer-term recovery in critical public service sectors, including health and education is largely undermined, whilst safe access to protection, food, water, shelter and other essential services remains precarious. In the face of this daily reality, social tensions between host communities and those internally displaced remain high, often playing out in competitive and hostile behaviour patterns. In this context, it remains critically important to support alternative solutions to mitigate the risk of further displacement and to maintain Syria's human capital, by building the resilience of households and communities to cope with the changed environment in a dignified and viable way, through the provision of support to communities particularly affected.

The situation for Syria's child and youth population is particularly desperate. It is estimated that 60% of the country's population (almost 11 million people) are aged 24 and below. An estimated 2.8 million children in Syria are currently displaced and 5.3 million children are in need of humanitarian assistance<sup>18</sup>. 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. The education system is severely affected by the conflict, with limited access to education and undermined educational achievement.

In opposition-held areas, the situation is particularly dire. According to the latest available report<sup>19</sup>, on a sample of 3,373 schools only 41% are considered safe; 94% of the schools are in need of heating fuel, and 82% lack educational materials, while up to 50% of the teachers' salaries depend on donors' aid. Governance structures responsible for education provision in these areas are almost completely dependent on donors' support, as they cannot rely on tax revenues and have very little own resources<sup>20</sup>. The use of different types of curricula and the delivery of certificates that are not recognised in the whole country further complicate the picture.

The population living in extreme poverty has soared to 69%, with youth **unemployment** (15-24 years) estimated at 75%<sup>21</sup>. The conflict has stretched to the limit the resilience of individuals, households and communities to sustain their livelihoods, whereby consecutive displacements, the destruction of civilian infrastructure and breakdown of social service provision, the loss of jobs and breakdown of markets and economic networks have all contributed to increased hardship and the erosion of individual, communal and societal coping capacity. An estimated 6.5 million Syrians are currently food insecure, whilst a further 4 million are at risk of becoming acutely food insecure. It has become increasingly apparent however that as the conflict evolves, both the political and socio-economic context of different regions in Syria vary tremendously, with the local context at community, sub-district and district level requiring detailed analysis and understanding, in order to provide a tailored and highly relevant, community-needs driven and conflict-sensitive response.

In this context, the plight of **Palestine Refugees in Syria (PRS)** is of particular concern. During the crisis, Palestine refugees can rely on relatively low resilience and coping mechanisms and have become one of the most vulnerable groups in Syria. Of the 560,000

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<sup>18</sup> <https://hno-syria.org/data/downloads/full.pdf>.

<sup>19</sup> Thematic report "Schools in Syria", Assistance Coordination Unit (ACU), May 2017.

<sup>20</sup> The schooling system is inadequate in ensuring inclusion and well-being of children in the current conflict context: even if mental troubles and disability have become major problems in Syria, more than 70% of the teachers do not receive training on psycho-social support, and children with special needs are present in less than a half of the schools.

<sup>21</sup> HNO 2018, Early Recovery and Livelihoods <https://hno-syria.org/data/downloads/full.pdf>

Palestine refugees registered with The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) in Syria, 438,000 remain in the country<sup>22</sup>. Following years of exposure to armed violence, some 254,000 Palestine refugees have been internally displaced and struggle to survive under extreme conditions; an estimated 30,600 are trapped in Hard-to-Reach or besieged locations<sup>23</sup>. UNRWA estimates that over 95% (418,000 people) of all registered Palestine refugees are in need of regular food assistance. As coping mechanisms have been exhausted by the impact of hostilities, Palestine refugees continue to rely heavily on UNRWA to meet their basic needs and enjoy a measure of protection.

## 2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
<p>Deterioration of the security situation precluding resilience and peace-building efforts and access to areas of implementation.</p> <p>A military "solution" to the conflict prevails in the short-term, altering some of the variables on which the intervention is based.</p> <p>In areas falling back under the regime's control, both opposition governance structures and local CSOs might suffer a massive wipe out or exclusion/evacuation.</p>	<b>H</b>	<p>Partners chosen have experience implementing actions in such context. They maintain a regular monitoring of conflict dynamics in areas of interventions and undertake periodic assessments of the operational contexts in order to respond to changes.</p> <p>Flexibility has to be built into planning and budgeting processes, agreements and contracts to allow for modifications during the implementation.</p> <p>Enhanced analysis and research are in place to provide timely information and propose options. Detailed conflict, stakeholder, and local governance analyses identify interests, needs, incentives, and potential shared benefits in order to better mainstream conflict-sensitive approaches.</p>
<p>Increased control on space and resources by the Syrian regime and other parties to the conflict / Parties to the conflict act as spoilers to the action.</p> <p>Opposition-controlled areas come under greater influence by radical Islamist groups (such as Daesh or</p>	<b>H</b>	<p>Demonstrating the benefits of the interventions for the local population and highlighting the rationale of the assistance provided for the benefit of the Syrian population.</p> <p>In case of takeover by regime forces, radical Islamist groups, or third countries' occupying forces, support modalities will be re-assessed and – if</p>

<sup>22</sup> Source: UNRWA.

<sup>23</sup> Source: UNRWA and Syria HNO.

<p>Hayat Tahrir al-Sham) or third countries' occupying forces.</p>		<p>the conditions for EU support are not there anymore – support will be withdrawn altogether.</p> <p>Assistance empowers civilian structures to gain legitimacy and withstand the pressure exerted by armed groups.</p> <p>Implementing partners' engagement and dialogue with key neighbourhood and local security actors / armed groups.</p>
<p>The response to the needs of civilians may contribute to legitimizing entities that the EU should not support.</p>	<p><b>H</b></p>	<p>As part of their rules of engagement in any area, implementing partners have the obligation not to give in to requests by illegitimate entities, such as the regime and UN listed terrorist groups. A clause on the compliance with the EU Restrictive Measures is inserted in all contracts signed and a mechanism is being set up for its monitoring.</p> <p>Increased provision of <i>analysis and research</i>, third-party monitoring activities and City Profiling, will be available to the European Delegation to Syria. Any activity will be approved only if it demonstrates a clear value added in protecting people's rights and preventing political or social engineering.</p> <p>The political/opportunity costs of not engaging will also be factored in. Disengaging might be a lost opportunity to protect space for local civil society and counter the narrative of the regime or other actors.</p>
<p>Communities and local governance structures in opposition-controlled areas lack capacity to lead medium- to longer-term early recovery and stabilisation efforts.</p>	<p><b>M</b></p>	<p>Strong emphasis will be put on local level analysis and participatory planning processes to ensure best possible involvement / buy-in to the assistance offered. Assessment during the inception phase will help identify and address any capacity gap.</p> <p>Complementary support to local governance structures initiated under the SM 2016 and 2017 will still be on-going</p>

		to reinforce such capacity in opposition-held areas.
<p>Activities aimed at promoting dialogue results in a protection or reputational risks for participants.</p> <p>Promoting dialogue in the current context dilutes the emphasis on truth-seeking, accountability, and redress/restitution.</p>	<b>M</b>	<p>A two-tier approach to transitional justice started under the SM 2017 and involves both the legalistic track focussed on accountability and documentation, and a dialogue/reconciliation track.</p> <p>A gradual approach will be followed only involving stakeholders that feel ready to enter such dialogues. A neutral mediation and physical environment will also be provided not to put people at risk inside the country.</p>
<p>Cross-border access to Syria is more and more constrained. UN SCR 2393 is not renewed.</p> <p>The regulatory environment in Turkey does not facilitate the operations of INGOs and Syrian NGOs from the north inside Syria.</p>	<b>H</b>	<p>Contingency plans are in place by implementing partners to relocate their operations should cross-border access be reduced. Activities from Iraq and/or cross-line from Damascus might see an increase compared to activities cross-border from Turkey and Jordan.</p>
<p>Remote management and oversight of implementation of activities: monitoring and evaluation cannot be addressed properly given the difficulty for EU Delegation staff to ensure a proper field presence. Financial risk and aid diversion.</p>	<b>M</b>	<p>Selected implementing partners have robust compliance systems with established internal monitoring and management structures, partnership with local actors and triangulation of sources.</p> <p>At contract level, arrangements and methodologies for due diligence checks, supervision and more frequent reporting are precisely defined.</p> <p>Third party monitoring contract/s in place financed under the Global Allocation.</p> <p>It should also be noted that the parameters followed in the delivery of our non-humanitarian assistance allow controls and checks over what is provided, how, to whom and who else could benefit from the assistance provided. Risks of aid diversion and of unintended political steering are accordingly low.</p>
<b>Assumptions</b>		

- Security considerations allow for the movement of implementers' staff and mitigation measures are in place to protect them.
- Equipment and supplies necessary to the implementation of the projects are available in the local or regional markets.
- Local institutions, community, and armed groups remain open to external project interventions that alleviate the conditions in which the civilian population lives.
- Effective and reliable local Syrian partners can be identified, whose capacities have been built throughout seven years of conflict.

### 3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

#### 3.1 Lessons learnt

##### Engagement at the local level in opposition-held areas.

Governance structures in opposition-held areas, local communities and CSOs need to be engaged at all levels to ensure coherence and the sustainability of activities. For example, coordination with health, education and agricultural technical services at local and provincial levels is necessary to ensure timely technical support to all targeted beneficiary groups and a wide application of international and national standards without political or other bias. Maintaining and fostering technical skills that are lodged in technical directorates of the country in a post-conflict scenario will be needed to avoid the continued fragmentation.

Strengthening local participation in planning, implementation, and monitoring is also essential to ensure transparent and accountable local governance structures in the perspective of decentralisation as foreseen under Legislative Decree 107/2011<sup>24</sup>. This requires a granular understanding of the needs of local populations, and mechanisms of outreach and feedback.

##### Implementing partners

Donors and international implementers must contend with a complex security environment, significant language barriers and information gaps, and a burgeoning but fragmented Syrian civil society that in many cases lacks professionalization. This has resulted in a massive amount of resources spent on intermediary structures which sometimes provide little added-value in terms of direct project implementation, and to significant resentment and loss of opportunities for empowerment on the part of local Syrian organisations. Effective assistance must have a strong local component. Empowering Syrian partners for the direct implementation of projects has the dual benefit of increasing their capacities and of building Syrian ownership.

The UNRWA remains the most effective implementing partner to address the needs of the Palestinian refugees inside Syria.

##### Monitoring and information needs

The war situation in Syria prevents most donors from directly monitoring and evaluating projects on the ground. Monitoring and evaluation is done remotely with a triangulation of information coming from different sources. In the last two years the situation has evolved rather positively: with the protraction of the conflict and all donors facing the same situation, some firms and NGOs have developed capacities in the domain of *third party monitoring and*

<sup>24</sup> <http://parliament.gov.sy/arabic/index.php?node=5575&cat=4390>

*evaluation.* The EU Delegation to Syria relies on a service contract for this purpose, thus having a better insight on the results and impact achieved by the projects funded. In addition, the Delegation can count on increased availability of analytical services (started under the SM 2017) on general trends in Syria per topic and situational developments per location, specifically tailored to meet EU needs. Moreover, The Delegation receives information as well from Syrian NGOs and CSO partners.

### **3.2 Complementarity, synergy and donor coordination**

The EU continues to ensure a clear complementarity between humanitarian, and development/resilience assistance and its various funding instruments through the Joint Humanitarian Development Framework (JHDF). The proposed action is co-ordinated with actions funded through European Civil Protection and Humanitarian Aid Operation (ECHO) (for the humanitarian response) and the Service for Foreign Policy Instruments (FPI) (through the Instrument contributing to Stability and Peace (IcSP)) so that complementarities and synergies are enhanced. For example, longer term education programmes funded on the ENI complement ECHO-funded education in emergency projects. Moreover, DG NEAR has been closely coordinating with FPI, not only through their daily work at the EU Delegation to Syria, but also through the joint design of programmes and close involvement during programmes' implementation (for instance in the fields of education and local governance) where sequencing and complementarities between programmes are constantly pursued.

Increased synergies will be sought between work with civil society in Syria and the EU-funded Syria Peace Process Support Initiative (SPPSI) working with various Syrian CSOs particularly in areas such as human rights and democracy, giving a voice to civil society groups in the search for a political solution to the Syrian conflict, support for transitional justice organisations as well as media and outreach support. The SPPSI main aim is to link those initiatives with the political negotiations, while the ENI's larger portfolio can cover broader groups and initiatives inside Syria. Coordination is needed for both, improving the funding capacities but also getting the best results from both initiatives.

Actions foreseen under SM 2018 are following-up or complementing the portfolio of projects funded under ENI since 2011 in education, livelihoods, transitional justice and accountability, and support to civil society. Directorate-General for International cooperation and Development (DEVCO) thematic budget lines such as CSO-LA, EIDHR and Pro-Act are also directly managed by the EU Delegation to Syria thus facilitating coordination between instruments.

Donor coordination meetings are organised by the EU Delegation to Syria at field level (Beirut, Amman or Gaziantep) to exchange views on operational developments and challenges, local partners and priorities. The EU leads an on-going donor mapping exercise that provides an overview of assistance to Syria beyond humanitarian aid. The most recent exercise was completed in April 2018. Specific thematic working groups in the fields of livelihoods, governance, transitional justice, as well as housing, land and property rights (HLP), are an additional platform to coordinate and create synergies among donors' interventions inside Syria from a thematic and geographic perspective.

The latest and 11th meeting of the Core Donors Group on the Syria crisis was chaired by the Commission in February 2018. The Group aims to provide a degree of donor co-ordination for non-humanitarian aid in the Syria crisis and ensure effective linkage with humanitarian aid. It has been held at roughly twice yearly intervals since 26 October 2012.

### 3.3 Cross-cutting issues

The following issues will mainly be cutting across the present action:

**Human Rights:** This action explicitly takes account of human rights and directly supports rights holders throughout the foreseen projects with an aim of achieving greater respect, protection, promotion and fulfilment of human rights. The action is designed and implemented following a rights-based approach, e.g. by focusing on social inclusion and empowerment of the most marginalised.

**Gender equality:** Achieving gender equality and eliminating all forms of discrimination based on sex are mainstreamed throughout all the action. More specifically, a gender-specific focus will be included in activities such as transitional justice, education, employment, civil society dialogue, HLPs, livelihoods etc. Considering the changing demographics and the prevalence of female-headed households as a consequence of the conflict, vulnerable women will receive specific attention throughout the intervention. Specific attention will be attributed to tackling issues arising from SGBV cases.

**Inclusion:** All assistance programmes will mainstream an inclusive approach to project-design and implementation with a specific focus on vulnerable groups such as the disabled and wounded, but also children, widows and women head of household, people affected by mental problems or psycho-social distress, ex-fighters, and, more broadly, the Syrian youth. Programmes should encompass specific measures and outreach activities for such categories and include specific targets to the extent possible.

**Capacity development:** A central premise of the action is that it can best contribute to achieve defined outcomes through the development of the capacities of individuals, communities and civic groups. This is foreseen through direct empowerment around essential services, livelihoods and social protection, and through complementing the capacities of duty bearers to identify needs and respect, protect, and fulfil those rights.

**Sustainability:** While the war context and modalities of operations in Syria, even today, make sustainability of initiatives a difficult undertaking, an increased focus on resilience, combined with a stronger focus on enhancing the participation and empowerment of local Syrian partners, not only in the implementation but also in the design of specific activities, should enhance the prospects of local initiatives becoming more sustainable.

**Social cohesion:** Seven years of conflict have created an enormous strain on community-cohesion. In diverse communities trust between neighbours of different ethnic and sectarian belonging is low, suspicion reigns. In socially homogenous communities many Syrians have reverted back to a local identity rather than a Syrian one, strengthening the ethnic or religious dimension of such local identities. This has led to a closed mind-set and is making interaction and communication across communities difficult. Such fragmentation can be a real obstacle to peace, and imprudent project implementation can in the worst case even spark community conflict. Resilience focused projects will therefore base programming of activities on the deepest possible analysis of community dynamics, consultation with local stakeholders, and will ensure that implementation on the ground contributes to community peace-building.

**Conflict-sensitivity:** as aid in conflict contexts does not always prove neutral, a special focus is maintained on the DO NO HARM concept and its operationalisation, to better ensure that the assistance provided can maximise its contribution to peace and human security in Syria whilst minimizing risks of aggravating conflict dynamics.

## 4 DESCRIPTION OF THE ACTION

### 4.1 Objectives/results

#### 4.1.1 Overall Objective

The Action aims at preserving the prospects for an inclusive political transition by supporting civic participation and promoting people's rights as avenues for peace and stability in Syria.

#### 4.1.2 Specific Objective

**To strengthen the resilience and protect the rights of the Syrian population and its civil society organisations, promote dialogue and social cohesion.**

This programme remains relevant for the Agenda 2030. It contributes to the progressive achievement of Sustainable Development Goals 16 (*Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels*) and 11 (*Make cities and human settlements inclusive, safe, resilient and sustainable*), but also promotes progress towards Goals 4 (*quality education*), and 5 (*gender equality and women's empowerment*). This does not imply a commitment by the country benefiting from this programme and it will not be implemented with the involvement of representatives of the Syrian regime.

### 4.2 Main activities

**Expected Result 1:** Syrian individuals and civil society organisations are better aware of their rights and work is supported to document and/or redress violations.

Indicative activities:

- a) Civil and HLP documentation: Legal analysis of civil documentation matters across Syria with a specific focus on non-regime held areas; review and verification of documentation; reinforce Syrian CSOs active in the field and their coordination with international agencies; provision of legal advisory services and services on civil documentation (including birth certificates, marriage certificates, national identity cards); coordination of HLP and Civil Documentation Working Groups.
- b) SGBV/Women empowerment: prevention of SGBV through campaigns, fora and civic education; documentation of cases according to international standards allowing for criminal prosecution and support to the needs of survivors (victims' associations) from a medical and psychological points of view; build the advocacy capacities of women's group for the adoption of policies that mitigate and fight this type of violence and its effects on reconciliation and peacebuilding efforts in Syria.
- c) CSO support: strengthen Syrian CSOs' capacities for services provision and support to local resilience, social cohesion and confidence building, justice, accountability and human rights issues, specifically inside Syria, but also with a view to engage refugees, IDP communities and all those affected by the conflict in platforms dealing with transitional justice and related obstacles to peace and reconciliation.
- d) Context analysis tools: robust diagnoses of stakeholders, conflict drivers, spoilers and stability factors to help identify barriers to building resilience and recovery and to provide communities of IDPs/refugees with the tools to make informed choices; production and updating of damage needs and functionality assessments and city and neighbourhood profiles for well-tailored responses that could also inform the planning of a post-settlement phase.

**Expected Result 2:** UNRWA is able to continue providing core services to its beneficiary population.

Indicative activities:

Provision of services in the area of basic education (with a specific focus on inclusion), vocational training, health, psycho-social support, cash assistance and access to micro-credit loans for self-entrepreneurship or consumption to vulnerable Palestinian refugees and Syrians (where applicable).<sup>25</sup>

**Expected Result 3:** Transparent, inclusive and accountable services are delivered in areas not controlled by the regime.

Indicative activities:

a) *Strengthening access to primary and secondary education services in non-regime-held areas:* provision of teaching and learning materials; support to improve the quality of learning, through learning outcome assessment and specialised teachers training; inclusion through special support to disabled children in school; payment of stipends for teachers, head teachers, school staff and staff of Education Directorates and Education Assemblies; support to CSOs active in the field in their coordination with existing governance structures in the education sector.

b) Improve the *quality and inclusiveness of service delivery* in areas such as skills development, psycho-social support, support to youth, entrepreneurship and business training, livelihoods support, access to micro-credit loans, economic empowerment schemes amongst others, as identified by local participatory assessments.

The existence of inclusive, independent and representative governance structures at the local level will be a determining factor in the choice of localities for intervention.

### **4.3 Intervention logic**

The proposed assistance aims at (a) working on specific issues that could facilitate an inclusive post-conflict transition; (b) fostering resilience of individuals and organisations as a way to preserve the space for community participation and empowerment and (c) continuing the support to local governance in progressively shrinking non regime -held areas.

This three-pronged approach will ultimately increase the chances of an inclusive political process, and enable intra-Syrian confidence-building, dialogue, social cohesion and (in prospect) reconciliation processes inside the country.

The strategy targets key issues that have proven to be politically relevant for a potential transition and offer an impact beyond geographies (i.e. HLP, accountability, transitional justice, cohesion etc.), while maintaining space for Syrian civil society as agent of social and political change. Enhancing CSOs capacities in various fields of work in Syria is crucial for preparing the ground for socially sustainable longer-term recovery processes.

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<sup>25</sup> In Syria, UNRWA schools provide basic education (primary and lower secondary) to Palestinian children until the 9th grade. Upper secondary education is not included in UNRWA mandate in Syria. UNRWA offers formal vocational training (TVET) in UNRWA TVET centres to 15-18 years old Palestinian students.

The action follows a right based approach to programming by focusing on contributing to defend those rights (property, civil documentation etc.) that would help increase the resilience of the most vulnerable.

The design keeps in mind the specific value added of EU financial support vis-à-vis EU humanitarian assistance in all areas of work, in particular education and livelihoods.

In order to ensure actions' effectiveness and policy coherence the EU Delegation to Syria will:

- regularly analyse ground dynamics and political/war economy elements, to enable a continuous re-assessment of the local context, anticipate possible developments, and embed a conflict-sensitive approach.
- timely adapt the Action to substantive military and political changes on the ground that are likely to occur throughout 2018 and beyond;
- maintain control over the assistance provided (through close steering, monitoring and choice of locations, implementing partners and modalities) and ensure due diligence, including compliance with the EU Restrictive Measures in order not to extend any direct or indirect benefit to persons or entities designated under the EU sanctions lists;
- Leverage community driven actions to maximise the transformational/peace-building effect of activities inside communities.

Should significant political progress be achieved in 2018, the proposed intervention logic allows envisaging additional support and easily scaling up activities, based on the main streams of work presented. On the contrary, should the conditions not be met for the delivery of our assistance in accordance with the agreed parameters, the EU is ready not to use committed non-humanitarian funds (humanitarian assistance is provided purely on a needs-basis and following criteria of humanity, impartiality, neutrality and independence).

## **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.

### **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 48 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**

The envisaged assistance to Syria is deemed to follow the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU<sup>26</sup>.

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<sup>26</sup> [https://eeas.europa.eu/headquarters/headquarters-homepage/8442/consolidated-list-sanctions\\_en](https://eeas.europa.eu/headquarters/headquarters-homepage/8442/consolidated-list-sanctions_en)

### **5.3.1 Grants: direct awards (direct management)**

#### **5.3.1.1 Grant 1: direct award for the support to civil society and dialogue (direct management)**

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

The grant proposed will contribute to the achievement of expected result 1 (c), particularly for strengthening CSOs' capacities for social cohesion and confidence-building, particularly through service provision.

- (b) Justification of a direct grant.

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals can be granted as the country is in a crisis situation referred to in Article 2(21) FR . The sensitivity of the work to be carried out under this grant justifies resorting to a direct award. The maximum indicative amount of the EU contribution for such grant is EUR 3 million and the grant may be awarded to sole beneficiary or to a consortium of beneficiaries (coordinator and co-beneficiaries).

- (c) Eligibility conditions.

Potential beneficiaries of funding should be: legal persons, non-profit-making type of organisations such as civil society organisations (CSOs) or NGOs, 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 No 232/2014.

- (d) Essential selection and award criteria.

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

The essential award criteria are relevance of the proposed action vis-à-vis expected result 1(c) (point 4.2), design, effectiveness, feasibility, sustainability and cost-effectiveness of the proposed action.

The beneficiary (and co-beneficiaries) will also need to demonstrate the capacity to work with partners in Syria.

- (e) Maximum rate of co-financing.

The maximum possible rate of co-financing for this grant is 90%.

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.

- (f) Indicative trimester to conclude the grant agreement.

Third quarter of 2019.

### **5.3.1.2 Grant 2: direct award for work on SGBV and women empowerment (direct management)**

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

The grant proposed will contribute to the achievement of expected result 1 (b), particularly to work on SGBV prevention, victims' medical and legal assistance, coordination of psychosocial support efforts, and women empowerment.

- (b) Justification of a direct grant.

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals can be granted as the country is in a crisis situation referred to in Article 2(21) FR. The nature of the work to be carried out the nature of the action requires a specific type of beneficiary for its technical competence and specialisation. The maximum indicative amount of the EU contribution for such grant is EUR 2.5 million and the grant may be awarded to sole beneficiary or to a consortium of beneficiaries (coordinator and co-beneficiaries).

- (c) Eligibility conditions.

Potential beneficiaries of funding should be: legal persons, non-profit-making type of organisations such as civil society organisations (CSOs) or NGOs, 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 No 232/2014.

- (d) Essential selection and award criteria.

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

The essential award criteria are relevance of the proposed action vis-à-vis expected result 1(b) (point 4.2), design, effectiveness, feasibility, sustainability and cost-effectiveness of the proposed action.

The beneficiary (and co-beneficiaries) will also need to demonstrate the capacity to work with partners in Syria.

- (e) Maximum rate of co-financing.

The maximum possible rate of co-financing for this grant is 90%.

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.

- (f) Indicative trimester to conclude the grant agreement.

First quarter of 2019.

### **5.3.1.3 Grant 3: direct award to the Commission for International Justice and Accountability (CIJA) (direct management)**

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

The grant proposed will contribute to the achievement of expected result 1 (c) to support the work on criminal justice and accountability, and particularly for the documentation of crimes by all sides.

- (b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to the Commission for International Justice and Accountability (CIJA), for its technical competence and specialisation in the domain of documentation of violations for criminal prosecution purposes, and in view of the Memorandum of Understanding (MoU) established for this purpose with the International, Impartial and Independent Mechanism to Assist in the Investigation and Prosecution of Persons Responsible for the Most Serious Crimes under International Law Committed in the Syrian Arab Republic since March 2011 (IIIM).

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals can be granted because the country is in a crisis situation referred to in Article 2(21) FR. The maximum indicative amount of the EU contribution for such grant is EUR 1 million.

- (c) Essential selection and award criteria

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

The essential award criteria are relevance of the proposed action vis-à-vis expected result 1(c) (point 4.2), design, effectiveness, feasibility, sustainability and cost-effectiveness of the proposed action.

- (d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 90%.

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

Fourth quarter of 2018.

- (f) Exception to the non-retroactivity of costs

The Commission authorises the eligibility of costs prior to the submission of the grant application as of 01.07.2018.

### **5.3.1.4 Grant 4: direct award to iMMAP (direct management)**

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

The grant proposed will contribute to the achievement of expected result 1 (d) for the analysis of conflict dynamics (diagnoses of stakeholders, conflict drivers, spoilers and stability factors)

to help identify barriers to building resilience and recovery; damage needs and functionality assessments and city and neighbourhood profiles.

(b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to iMMAP. The nature of the action requires a highly specialised technical competence, that iMMAP has shown in the implementation of the EU-funded contract currently on-going (ENI/2017/383-670). The work builds in fact on an existing partnership with iMMAP, and the sensitivity of the context in which the work will take place and of the information managed suggests that the EU should build on the existing partnership, as iMMAP has proved a reliable partner in dealing with the sensitivities involved in this work.

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals can be granted because the country is in a crisis situation referred to in Article 2(21) FR. The maximum indicative amount of the EU contribution for such grant is EUR 2.8 million.

(c) Essential selection and award criteria

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

The essential award criteria are relevance of the proposed action vis-à-vis expected result 1(d) (point 4.2); design, effectiveness, feasibility, sustainability and cost-effectiveness of the proposed action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 90%.

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.

The beneficiary (and co-beneficiaries) will need to demonstrate the capacity to carry out activities in Syria.

(e) Indicative trimester to conclude the grant agreement

Fourth quarter of 2019.

**5.3.1.5 Grant 5: direct award to CARE (direct management)**

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

The grant proposed will contribute to the achievement of expected result 1(c) - particularly for strengthening CSOs' capacities in support to community resilience - and 3(b) related the provision of quality and inclusive support in the area of livelihoods.

(b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to CARE and co-beneficiaries. The nature of the action requires a specific type of beneficiary for its technical competence and specialisation, which CARE and the Syria Resilience Consortium have shown in the implementation of the

EU-funded contract currently on-going (ENI/2016/375-197). The work builds in fact on an existing partnership with the Syria Resilience Consortium, also supported by other donors (including EU Member States, and the sensitivity of the context in which the work will take place suggests building on the existing partnership.

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals can be granted because the country is in a crisis situation referred to in Article 2(21) FR. The maximum indicative amount of the EU contribution for such grant is EUR 5 million.

(c) Essential selection and award criteria

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

The essential award criteria are relevance of the proposed action vis-à-vis expected result 1(c) and 3(b) (point 4.2), design, effectiveness, feasibility, sustainability and cost-effectiveness of the proposed action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 90%.

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

Fourth quarter of 2018.

### **5.3.1.6 Direct Management – Administrative Arrangement with the Joint Research Centre (JRC)**

The Administrative Agreement proposed will contribute to the achievement of expected result 1(d) for context analysis tools, particularly in relation to damage needs and functionality assessments, and city and neighbourhood profiles.

In line with Council Conclusions of 26 April 1994 on the role of the Joint Research Centre (JRC), the JRC can be entrusted with the execution of the remote sensing and analysis to support the intervention described under section 5.3.1.4, through an administrative arrangement, for a maximum amount of EUR 400,000.

## **5.3.2 Indirect management**

### **5.3.2.1 Indirect management with the United Nations High Commissioner for Refugees (UNHCR)**

A part of this action with the objective of contributing to expected result 1(a) may be implemented in indirect management with the UN High Commissioner for Refugees (UNHCR).

The implementation entails the development of the activities foreseen in the civil documentation component, notably with reference to legal analysis of civil documentation matters across Syria, review and verification of documentation, provision of legal advisory services and services on civil documentation, coordination of HLP and Civil Documentation Working Groups. This implementation is justified because civil documentation is a core mandate of UNHCR, which for this reason also chairs the working group on the same topic.

This gives them a great value added in terms of cutting edge work on the issue but also in terms of coordination with other donors and implementing partners.

The entrusted entity would carry out the budget-implementation tasks and be responsible for the award and management of contracts (grants and procurement) to third parties. The entrusted entities can execute these tasks through NGOs or other organisations, according to their respective capacities and previous experiences in specific sectors and areas of intervention. Appropriate provisions will be included in the delegation agreement/s.

#### **5.3.2.2 Indirect management with the Office of the High Commissioner for Human Rights (OHCHR)**

A part of this action with the objective of contributing to the achievement of expected result 1(c) may be implemented in indirect management with the Office of the High Commissioner for Human Rights (OHCHR). The implementation entails strengthening Syrian CSOs capacities on justice and human rights issues, with a view to engage refugees, Internally Displaced Persons (IDP) communities and all those affected by the conflict in platforms dealing with transitional justice and related obstacles to peace and reconciliation. This implementation is justified as the issues to be dealt with are the core mandate of OHCHR, which for this reason is already implementing at present a similar project on the European Instrument for Democracy and Human Rights (EIDHR). This gives them a great value added in terms of cutting edge work on the issue but also in terms of coordination with other donors and implementing partners.

The Delegation Agreement should enter into effect upon the termination of the current support to OHCHR, i.e. in the third quarter of 2019. The entrusted entity would carry out the budget-implementation tasks and be responsible for the award and management of contracts (grants and procurement) to third parties.

#### **5.3.2.3 Indirect management with the World Bank**

A part of this action with the objective of contributing to the achievement of expected result 1(d) may be implemented in indirect management with the World Bank.

The implementation entails analytical work to help identify barriers to building resilience and recovery; damage needs and functionality assessments and city and neighbourhood profiles; and the work to be carried out under the tripartite collaboration between the World Bank, The EU and the UN Inter-Agency Task Force (IATF), in a complementary fashion to the grant foreseen in section 5.3.1.4 and administrative arrangement with JRC. This implementation is justified because of the specific expertise by the World Bank and to strengthen the partnership with the EU on the analytical aspects of post-agreement planning work.

The entrusted entity would carry out the budget-implementation tasks and be responsible for the award and management of contracts (grants and procurement) to third parties. The entrusted entities can execute these tasks through NGOs or other organisations, according to their respective capacities and previous experiences in specific sectors and areas of intervention. Appropriate provisions will be included in the delegation agreement/s.

If negotiations with the above-mentioned entrusted entity fail, these activities may be implemented in direct management in accordance with the implementation modalities identified in section 5.3.1.4 and/or 5.3.1.6.

#### **5.3.2.4 Indirect management with the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)**

A part of this action with the objective of contributing to the achievement of expected result 2 may be implemented in indirect management with the UNRWA.

The implementation entails the development of the activities under UNRWA's mandate in the domains of basic education, vocational training and self-entrepreneurship, health and psycho-social support, through different modalities. This implementation is justified because of the unique mandate by the UNRWA in providing services to Palestine refugees.

The entrusted entity would carry out the budget-implementation tasks and be responsible for the award and management of contracts (grants and procurement) to third parties. The entrusted entities can execute these tasks through NGOs or other organisations, according to their respective capacities and previous experiences in specific sectors and areas of intervention. Appropriate provisions will be included in the delegation agreement/s.

The Commission authorises that the costs incurred by the entrusted entity may be recognised as eligible as of 15.12.2018 (not before the end of the current EU-funded programme (ENI/2015/366-410)), in order to ensure smooth operation of activities.

#### **5.3.2.5 Indirect management with the UK Department for International Development (DFID)**

A part of this action with the objective of contributing to the achievement of expected result 3(a) may be implemented in indirect management with the UK Department for International Development (DFID) .

The implementation entails the development of the activities related to increasing access to primary and secondary education services in non-regime-held areas, including through strengthening the governance of the education sector. This implementation is justified because it builds upon an on-going multi-donor support to the education sector in opposition areas implemented through DFID (Manahel programme).

The entrusted entity would carry out the budget-implementation tasks and be responsible for the award and management of contracts (grants and procurement) to third parties.

If negotiations with the above-mentioned entrusted entity fail, these activities may be implemented in indirect management with the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ).

#### **5.3.3 Changes from indirect to direct management mode due to exceptional circumstances**

If, due to circumstances outside of the Commission's control, the action foreseen under 5.3.2.1 cannot be implemented with the UNHCR, the Contracting Authority would resort to the direct award of a grant with an organisation that could provide enough guarantees in terms of expertise needed to carry out activities in the domain of civil documentation.

If negotiations with the World Bank for the implementation of the activities foreseen under 5.3.2.3 fail, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in section 5.3.1.4 (iMMAP) and/or 5.3.1.6 (JRC).

#### 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, subject to the following provisions.

In accordance with Article 8(3) and Article 9(2)(a) of Regulation (EU) No 236/2014 , and with regard to the cross-border 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, Jordan, and Lebanon. 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

Component	EU contribution (million EUR)	Indicative third party contribution (million EUR)
<b>5.3.1 - Direct Grant (direct management)</b>	<b>14.7</b>	<b>1.25</b>
<i>5.3.1.1 CSO support in media and dialogues</i>	3.0	
<i>5.3.1.2 SGBV / Women empowerment</i>	2.5	
<i>5.3.1.3 Justice &amp; accountability</i>	1.0	
<i>5.3.1.4 Context analysis tools</i>	2.8	
<i>5.3.1.5 CSO support for local resilience and social cohesion</i>	5.0	
<i>5.3.1.6 Administrative arrangement</i>	0.4	
<b>5.3.2 – Indirect Management with International Organisations</b>	<b>16.3</b>	
<i>5.3.2.1 Civil &amp; HLP documentation</i>	2	
<i>5.3.2.2 Human rights &amp; TJ</i>	2.5	
<i>5.3.2.3 Context analysis tools</i>	0.3	
<i>5.3.2.4 Support to Palestine Refugees</i>	7	
<i>5.3.2.5 Support to education</i>	4.5	
<b>Evaluation, Audit</b>	<b>0<sup>27</sup></b>	<b>N.A.</b>

<sup>27</sup> Will be covered by another Decision.

<b>5.10 – Communication and visibility</b>	<b>0<sup>28</sup></b>	<b>N.A.</b>
<b>Contingencies</b>	<b>0</b>	<b>N.A.</b>
<b>Total</b>	<b>31</b>	<b>1.25</b>

### **5.6 Organisational set-up and responsibilities**

Under direct management, the EU Delegation to Syria would be responsible for monitoring the projects' implementation. Under indirect management, this would be sub-delegated to UN or Member States agencies. In any case, considering the political sensitivity of any actions in Syria, the EU delegation to Syria will maintain close steering and monitoring of all projects, regardless of management modalities. This could take the form of steering committees for specific components of the action.

Considering the suspension of bilateral cooperation, no role is foreseen for the Syrian authorities in the organisational set-up of the action. Instead, the EU Delegation to Syria will ensure that Syrian stakeholders (such as Syrian CSOs) are closely associated to project steering or evaluation and by means of consultations.

### **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. Quarterly project updates and strategic discussions on specific issues will be requested in contracts signed. The use of most up-to-date technologies and methods for better needs assessment, information gathering- and sharing in remote management context will be promoted in all contracts.

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 logframe matrix (for project modality). 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, such as the *Third-Party Monitoring* system).

### **5.8 Evaluation**

Having regard to the nature of the action, a mid-term evaluation might be carried out for this action or its components contracted by the Commission.

It will be carried out for learning purposes at various levels (including for policy revision and at sector levels), taking into account in particular the fact that enhanced assessment will guide future support inside Syria.

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<sup>28</sup> The budget for each component includes communication and visibility.

The Commission shall inform the implementing partner at least two months 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 evaluation reports shall be shared with key stakeholders, including EU MS. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, 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 Requirements for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Nonetheless, it has to be noted that most of the activities implemented in Syria are politically sensitive and present risks for the implementing partners and the beneficiaries. Hence implementing partners might be exempted from a fully-fledged application of standard visibility requirements. For all actions that might allow some communication and/or visibility to take place, implementing partners will consult with the EU Delegation to Syria regarding the profile and visibility appropriate for the specific activity.

## **6 Only for project modality PRE-CONDITIONS**

Perspectives for an acceptable political settlement in Syria have rarely been as unclear as at the time of writing. Currently quite different scenarios are possible for Syria and by the time implementation of the Special Measure (SM) 2018 for Syria will start; the situation may have changed fundamentally. This SM 2018 will therefore require sufficient flexibility in order to

react to changes that are likely to occur inside Syria in the next 8-10 months. In view of the above, should the conditions not be met for the delivery of our assistance in accordance with the agreed parameters, the EU should be ready not to use committed non-humanitarian funds.

## APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing Decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall Objective: Impact	To preserve the prospects for an inclusive political transition by supporting civic participation and promoting people's rights as avenues for peace and stability in Syria	Degree of cohesiveness and inclusiveness of different sectors of the Syrian civil society  Post-agreement planning work continues and approaches are piloted in specific domains			- Humanitarian Needs Overview (OCHA)  - Urban / City Profiles  Project interim and final reports  - Other assessments	Syrian civil society divisions are not permanent and can be overcome.  Syrian civil society, collectively, can play a role inside Syria to influence political Decisions, at least at the local level.
Specific objective: Outcome	To strengthen the resilience and protect the rights of the Syrian population and its civil society organisations, promote dialogue and social cohesion.	# of Syrian CSOs better equipped to contribute to rights protection, including HLP  # of Syrian CSOs involved in local and cross community dialogue activities  % of TJ projects with a cross community or broader dialogue component	TBD-2018 the baseline will be collected at project level and target will be measured at project end	TBD	- Sector studies and evaluations - context analysis reports - donor mappings - public perception surveys	Local institutions, community, and armed groups welcome external project interventions.  Effective and reliable local Syrian partners can be identified, whose capacities has been built throughout seven years of conflict.

		<p>% of PRS provided with multi-sector support</p> <p># of local governance structures in non-regime held areas able to deliver inclusive services, transparently and efficiently</p> <p>% of the population serviced with response programmes that promote inclusive and locally-led processes</p> <p>Perceived decrease in the adoption of negative coping strategies among youth (such as joining gangs and armed groups, theft and security-related activities)</p>				
<b>Result 1</b>	Syrian individuals and civil society organisations are better aware of their rights and work is supported to document and/or redress violations	<p># of legal assistance (and referrals) offered by CSOs on human rights cases, including HLP and civil documentation</p> <p>% increase in awareness of human rights issues and violations (including HLP) among targeted population</p> <p># of cases of violation of IHL reported</p> <p># of SGBV cases treated, including full support to the survivors; # of women benefitting from</p>	TBD-2018 The baseline will be collected at project level and target will be measured at project end	TBD	<ul style="list-style-type: none"> <li>- Project outputs</li> <li>- annual reports</li> <li>- assessments and evaluations</li> <li>- context analysis reports</li> <li>- donor</li> </ul>	<p>The different segments of the Syrian population remain interested in collaborating and enjoy some space of self-expression; the country is not permanently divided.</p> <p>Willingness of actor inside Syria to engage meaningfully in protection topics.</p> <p>Sufficient access to the field and to information is ensured</p>

		<p>empowerment initiatives</p> <p># of joint initiatives, meetings, seminars, workshops that create space for dialogue and encounter, joining actors from different population segments and showing their tangible engagement</p> <p># of CSOs involved in local level inclusive planning processes that deliver targeted and accountable services</p> <p># urban analysis processes and products developed and shared with key PAP interlocutors</p>				
<b>Result 2</b>	<p>UNRWA is able to continue providing core services to its beneficiary population.</p>	<p>% of Palestinian refugees granted full access to basic education and TVET</p> <p>% of Palestinian refugees having access to health care and psycho-social support</p> <p># Palestinian refugees and vulnerable Syrians having access to micro-credit services and # Palestinian refugees having access to cash assistance.</p>	<p>TBD-2018</p> <p>Baseline will be collected at project level and target will be measured at project end</p>	TBD	<ul style="list-style-type: none"> <li>- Project outputs</li> <li>- project reports</li> <li>- assessments and evaluations</li> <li>- context analysis reports</li> </ul>	<p>UNWRA can continue to operate in Syria and has access to Palestinian communities.</p> <p>Sufficient access to the field and to information is ensured</p>

<b>Result 3</b>	Transparent, inclusive and accountable services are delivered in areas not controlled by the regime.	<p># of people and CSOs involved in local inclusive planning processes that deliver targeted and accountable services</p> <p>Level of satisfaction of end user of public services</p> <p>% of children enrolled and retained in education services</p> <p>% increase of children with special needs included in basic education</p> <p># of people benefitting from jobs creation, livelihoods and micro credit activities</p> <p>% of people in targeted community who experience an improvement in their livelihoods</p> <p># of youth reintegrated into targeted communities and abandoning negative coping strategies</p>	TBD-2018 Baselines will be collected at project level and target will be measured at project end	Regular attendance is ensured for at least 80% of the children in the communities covered by the education component	<ul style="list-style-type: none"> <li>- Project outputs</li> <li>- project reports</li> <li>- assessments and evaluations</li> <li>- context analysis reports</li> <li>- (where available)public perception surveys</li> </ul>	<p>The conflict developments allow the safe provision of education services</p> <p>The situation in Syria allows area-based service delivery.</p> <p>Sufficient access to the field and to information is ensured</p>
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