

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

SYRIA REGIONAL CRISIS

The activities proposed hereafter are still subject to the adoption of the financing decision ECHO/WWD/BUD/20019/01000

AMOUNT: EUR 260 000 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2019/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annex is to serve as a communication tool for DG ECHO¹'s partners and to assist in the preparation of their proposals. The provisions of the Worldwide Decision and the General Conditions of the Agreement with the European Commission shall take precedence over the provisions in this document.

1. CONTEXT

DG ECHO's Integrated Analysis Framework for 2018 identifies *extreme* humanitarian needs in Syria and *high* humanitarian needs in Lebanon, Jordan and Egypt.

Inside Syria:

The Syria conflict, in its eighth year, continues to cause massive displacement, casualties and tremendous suffering of the civilian population. More than 13 million people remain in need of humanitarian assistance. The conflict is characterised by the blatant violations of International Humanitarian Law (IHL) and widespread human rights abuses by parties to the conflict. The use of indiscriminate weapons on densely populated areas, besiegement and starvation of populations, the deliberate targeting of civilians and civilian infrastructure and humanitarian aid workers, sexual and gender-based violence (SGBV), forced displacements, arbitrary arrests and forced detention, summary executions, widespread contamination of Explosive Remnants of War (ERW), recruitment and use of child soldiers, and severe restrictions of humanitarian access are common in the country.

The year 2018 has seen rapid shifts in territorial control, with Syrian authorities regaining control of large parts of the country. Offensives in Central (Eastern Ghouta, Yarmouk) and South Western governorates (Der'a, Quneitra) have resulted in further acute humanitarian needs and massive displacement of population, with severely limited access to humanitarian assistance. The situation in Idlib, where there are significant numbers of displaced people, remains of particular concern.

Reiterated commitments have not translated into swift and unimpeded access for the delivery of humanitarian aid and the protection of civilians. The availability of services remains limited and livelihood opportunities scarce for vulnerable communities.

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Repeated diplomatic efforts in the UN-sponsored Syria peace talks² and the Astana process have delivered only limited achievements to date. The establishment of so-called De-Escalation Areas (DEAs) under the Astana process has not halted hostilities.

In neighbouring countries:

There are around 3 541 000 registered Syrian refugees in Turkey, 976 000 in Lebanon, 666 000 in Jordan, 251 000 in Iraq and 130 300 in Egypt³. Such numbers exert significant pressure on hosting countries, resources and infrastructures, with increasing social tensions.

In Lebanon and Jordan, security considerations dominate the Syrian refugee discourse. Refugees remain subject to curfews, evictions, arbitrary arrests, forced encampment and other movement restrictions. Some practices continue to pose serious risks to the safety of Syrian and Palestinian Refugees from Syria (PRS) and could amount to refoulement. With varying degrees, the combination of closure of international borders, stricter internal controls and discriminatory security screenings poses important protection concerns.

The living conditions of refugees, despite massive international support and some positive local national policy changes, continue to deteriorate due to major social, economic and legal challenges. Refugees continue to face obstacles to obtain or renew their legal stay, essential to access services and protection. Local regulations reduce their access to livelihood, and the difficulties to comply with host countries' employment legislation contribute to push vulnerable refugees to use negative coping mechanisms.

Resettlement to third countries continues to fall short of the expectations of refugees and host countries; the number of Syrian refugees resettled to third countries has decreased from 47 930 in 2016 to 29 789 in 2017 and stood at 8 945 end of May 2018⁴.

2. HUMANITARIAN NEEDS

1) People in need of humanitarian assistance:

Inside Syria:

There are over 6.1 million internally displaced people (IDPs), 13.1 million people in need of humanitarian assistance (of whom 5.6 million are in acute need), 5.3 million children and 2.9 million people with disabilities (PwD).⁵ 2.3 million still live in Hard To Reach areas (HTR). The conflict has affected all 14 Syrian governorates. Considerable displacement continued uninterrupted in 2018, including tens of thousands people who have been displaced multiple times. Over 438 000 Palestine Refugees in Syria (PRS) still live in the country, of whom 58% have been displaced at least once. While displacements continue to take place, refugees and in particular IDPs are returning to their places of origin. These returns must be safe, voluntary, dignified and sustainable.

² Geneva talks following the 2012 'Geneva Communiqué'

³ UNHCR, August 2018.

⁴ <http://www.unhcr.org/resettlement-data.html>

⁵ HNO 2018.

Access to life-saving assistance remains extremely difficult, while the availability of basic commodities and services is still scarce in most parts of the country. Key civilian infrastructure such as hospitals and schools has been disproportionately affected by the conflict, leading to continued reliance on external humanitarian assistance while negatively impacting the continuity of services to beneficiaries.

In neighbouring countries:

There are 5.6 million registered Syrian refugees (representing the world's largest refugee population) in neighbouring countries (Lebanon, Jordan, Turkey and Egypt). The latter also host a significant number of refugees of other nationalities. According to UNHCR, over 995 000 registered refugees from all origins are hosted in Lebanon, 747 500 in Jordan and 233 000 in Egypt⁶. Lebanon accounts for the world's highest number of refugees per capita (173 refugees/1 000 Lebanese) and Jordan the second highest ratio (87 /1 000). Egypt counts approximately 130 300⁷ Syrian refugees, out of the 233 000 refugees in the country.

The impact of the Syrian refugees on these countries also affects, either directly or indirectly, other refugee populations (e.g. PRS, Palestinian, Iraqi, Yemeni, Sudanese, South Sudanese, Somali, Eritrean, Ethiopian, etc.).

Vulnerable host communities are also deeply affected by the effects of the Syria crisis and will therefore be included in DG ECHO's action in support of Syrian refugees, as resources allow.

2) Description of the most acute humanitarian needs

Inside Syria:

Access to healthcare is severely restricted, with vital medical infrastructures destroyed and medical personnel deliberately targeted. Since the beginning of the conflict, 847 members of medical staff have been killed. Hospitals and medical facilities in the country that are still operational continue to be critically understaffed. Most hospitals are not receiving enough supplies and medicine, nor funding for salaries and running costs to meet their needs, significantly hindering both the availability and the continuity of services. Lack of access to and limited availability of safe water, both in terms of quantity and quality, has continued to affect Syrians disproportionately. Up to 35% of the population relies on unsafe water sources to meet their daily water supply needs⁸. Treated water is scarce and costly due to fuel shortages and destroyed infrastructures. Poor hygiene conditions lead to disease outbreaks, especially in areas of high concentration of IDPs and camps. Destruction of houses has been sustained in major cities and throughout the country's urban and sub-urban areas. Access to education has dramatically declined, with 1.75 million children aged 5 to 17 out of school, and 1.35 additional million at risk

⁶ These statistics reflect only UNHCR-registered refugees – August 2018.

⁷ Ibid.

⁸ HNO 2018.

of dropping out⁹, with repercussions to last for generations to come. Children continue to experience traumatic events and shocks, including separation, loss of family members and grave child rights violations. Children are disproportionately affected by the conflict and are those most vulnerable to negative coping mechanisms, such as child marriage, child labour and child recruitment. Several hundred schools and learning facilities have been damaged or destroyed in airstrikes, which have killed more than 1 000 children and education personnel¹⁰. It is estimated that 1 in 3 schools is no longer operational due to destruction, its being used as a temporary shelter or is contaminated with explosives.

With 8.2 million people exposed to explosive hazards/ERW throughout the country, the scale of contamination inside Syria is unprecedented. Syrians continue to need humanitarian assistance and protection, specialised medical treatment and safe roads to escape conflict zones or return to their place of origin when conditions allow. A huge economic contraction has left the population deprived and destitute, with the proportion of the population living in extreme poverty (on less than USD 1.9 a day) having soared to 69%¹¹. Meanwhile, households' purchasing power and food security continue to decline due to the compounded effects of soaring inflation, unemployment rates and lifted subsidies. The most deprived families are fully dependent on external assistance while they suffer the consequences of limited availability and/or access to basic commodities and services.

In neighbouring countries:

After several years, the protracted nature of the displacement of Syrian refugees has led to the worsening of their economic conditions and to growing protection issues due to widespread use of negative coping mechanisms (notably child labour, early marriage, and transactional sex). The majority of refugees living in host countries still do not have adequate access to public services such as education, health and livelihoods. Stringent controls and arbitrary security screenings continue to raise protection concerns. Humanitarian actors routinely report on cases of deportation and alleged refoulement.

Although substantial progress has been made by regional hosting governments in meeting the objectives of international Conferences in support to Syria and the Region (i.e. London Conference in 2016, the Brussels Conferences I and II in 2017 and 2018 on "Supporting the Future of Syria and the Region"), more need to be done to further enhance the protective environment, and the efficiency and effectiveness of humanitarian responses.

Lebanon

Some progress has been made for the protection of refugees in recent years (i.e. a waiver on residency fees for registered Syrian refugees; facilitation of birth and marriage registration). However a large part of the refugees remains with illegal status and is exposed to greater levels of protection risks (limitations to freedom of movement, due to fear of arrest for example). The lack of status prevents them to access assistance, basic services and employment leading to increased poverty, dependence on debt, and negative

⁹ UNICEF, 2018.

¹⁰ [2018 CPEA report](#).

¹¹ HNO 2018.

coping mechanisms. As much as 43% of school-aged Syrian refugees remain out of school¹².

The coercive environment acts as a push factor, prompting refugees to unsafely return to Syria, while the prevailing conditions for return are still not deemed conducive by humanitarian standards. The number of forced expulsions/evictions of refugees increased in 2017 (13,700 individuals according UNHCR records).

In 2018, a multiplication of organized and localized return initiatives was noticed, while the voluntary nature of returns associated could not be demonstrated. These returns were primarily driven by armed forces and municipalities.

Jordan

81% of the persons-of-concern registered by UNHCR are living in host communities, and 19% are living in camps. Movements in and out of camps are strictly controlled. Acute protection needs remain, although not assessed by tangible indicators.

Some 30 000 Syrian refugees still live with host communities without formal documentation. In March 2018, the Ministry of Interior and the UNHCR launched a regularisation exercise to formalise the status of Syrian refugees residing in urban areas. 21 000 new asylum seekers' certificates were issued. Refugees are living in increasingly precarious environments and salaries from legal work for refugees remain very low.

At the Berm (the country's north-eastern border), approximately 54 000 people, asylum seekers and other mixed populations, have been stranded for over two years following border closure by Jordan. Living in precarious remote settlements in the desert, large majority of these people remain in need of urgent humanitarian assistance. Current restrictions prevent humanitarian actors to ensure adequate and dignified humanitarian assistance. Resettlement opportunities have been restricted due to new political developments.

Egypt

The 233 000 refugees face the challenges of a protracted refugee situation in an impoverished urban setting. Over 90% of all refugees are classified as “severely” or “highly” vulnerable. Among them, there is a very high number of unaccompanied and separated children (UASC). Non-Syrian refugees continue to receive lesser support than Syrians.

The humanitarian situation is worsening due to the deteriorated economic situation, austerity measures and structural access barriers to basic services. In consequence, basic needs, protection of the most vulnerable groups and access to emergency health and education are priority needs.

3. HUMANITARIAN RESPONSE

1) National / local response and involvement

¹² [Brussels II report](#)

Inside Syria:

The delivery of humanitarian aid continues to be hindered by deliberate restrictions posed by all parties to the conflict. The ability of the Syrian regime to deliver public services through various line ministries is limited, while outside regime-controlled areas line ministries are almost totally absent. The Syrian regime facilitates the sporadic delivery of humanitarian aid mostly, but not exclusively, to regime-held areas through the Ministry of Local Administration High Relief Committee. Humanitarian aid is partly channelled through the Syrian Arab Red Crescent (SARC) Society network and volunteers. In addition, more than 200 national NGOs are partnering with the UN in delivering assistance across 6 sub-offices. International NGOs operating from Damascus are subject to administrative limitations in entering into partnerships with national NGOs. Syrian NGOs, as well as local councils, play a crucial role in facilitating and delivering humanitarian assistance in opposition-controlled areas, although often ending up being criminalised. Availability as well as continuity of services, in particular to those most in need, remains a significant challenge inside Syria.

In neighbouring countries¹³:

Lebanon: Authorities have introduced important modifications in their legislation in favour of refugees such as a waiver on the annual residency fees in 2017. However, the implementation of this policy did not appear to be fully consistent.

The partnership paper jointly developed by the Government of Lebanon, the EU and the United Nations for the Brussels II Conference in 2018 included specific steps to be taken to address refugees' protection against risks of forced evictions, returns as well as to improve their legal residency status¹⁴.

Jordan: The crisis requires longer-term holistic solutions that go beyond traditional humanitarian aid. A robust response with preliminary steps towards a longer term structural response with development actors is implemented with increased support to education, health and livelihood.

The Compact Agreement adopted in 2016 between the European Union and Jordan aimed at turning the refugee crisis into a development opportunity. Jordan and the EU also adopted common partnership priorities agreeing to simplify rules of origin requirements to boost job creation opportunities for both Jordanians and Syrian refugees.

Egypt: Despite a relatively sound asylum regulation in place, access to protection, public education and health services for refugees is severely constrained. Multiple barriers exist, predominantly due to the overstretched capacity of the host population itself and to the low quality of services. Local response by NGOs/CSOs has declined over time due to an increasingly restrictive operating environment.

International Humanitarian Response

The EU is the leading donor in the international response to the Syria crisis. Together with its Member States, the EU has mobilized close to EUR 10.8 billion in humanitarian,

¹³ Lebanon and Jordan are not parties to the 1951 Refugee Convention.

¹⁴ <http://www.consilium.europa.eu/media/34145/lebanon-partnership-paper.pdf>

development, economic and stabilisation assistance since the beginning of the crisis. Of this amount, the European Commission/DG ECHO has allocated more than EUR 1.8 billion in humanitarian aid to Syrians in need of lifesaving assistance (both inside Syria and in the region).

By the end of July 2018¹⁵, donor contributions to humanitarian programmes amounted to the following:

- The Humanitarian Response Plan (HRP) had received USD 1.25 billion, or 35.5% of its funding requirements.
- The Regional Refugee and Resilience Plan (3RP) had received USD 2.1 billion, or 37.6% of its funding requirements.
- The Lebanon Crisis Response Plan (LRCP) had received USD 1.24 billion, or 45.0% of its funding requirements.
- The Jordan Response Plan (JRP) received a total of USD 1.7 billion (or 65% of its requirements) in 2017, whilst the 2018 appeal had been funded at 14.5% (only USD 365 million).
- The Egyptian chapter of the 3RP had been funded at 22.3 %¹⁶ (USD 31 million), while the UNHCR component had received USD 19.7 million or 26%¹⁷.

DG ECHO, along with other donors, continues to engage with the UN and Humanitarian Country Team (HCT) on the preparation and focus of the 2019 HRP.

Inside Syria:

Humanitarian access inside the country remains a key constraint for humanitarian actors despite UN Security Council Resolutions 2165 and 2393 on cross-border and cross-line humanitarian access to Syria. In areas under regime control, UN agencies experience relatively better access than INGOs. Only 26 International NGOs (INGOs) are registered to operate in Syria from Damascus. The majority of cross-border assistance continues to be provided by UN agencies and INGOs based in Turkey, Iraq, Jordan and Lebanon working with more than 200 Syrian NGOs/CSOs.

The ‘Whole of Syria’ (WoS) coordination architecture is led by the Regional Humanitarian Coordinator (RHC) in close cooperation with the Resident and Humanitarian Coordinator (RC/HC) in Syria, Lebanon and Jordan. It comprises operations from Damascus and cross-border hubs in Turkey, Jordan and, to a lesser extent, Iraq. The aim of this system is to provide coherent, coherent and multi-sectoral cross-line and cross-border response strategy. The cross-border operation from Jordan into southwest Syria has been *de facto* suspended in July 2018 following the Syrian regime offensive, which led it to retake the majority of areas next to the Syrian-Jordan border.

¹⁵ Financial Tracking System – OCHA – July 2018

¹⁶ Financial Tracking System – OCHA – September 2018

¹⁷ UNHCR, September 2018

In neighbouring countries:

The Regional Refugee and Resilience Plan (3RP) developed under the leadership of national authorities to ensure protection, humanitarian assistance and strengthen resilience of affected population, integrates and is aligned with existing national plans, including the JRP, LCRP and country chapters in Egypt, Turkey and Iraq.

UNHCR leads the inter-agency coordination for the Syrian Refugee Response whilst UNRWA is in charge of the coordination for the assistance to PRS. Despite the existence of coordination fora, the response remains fragmented. The Egypt 3RP is the most underfunded among the concerned countries. INGOs have limited presence in the country.

In Lebanon, the role of INGOs in the global response design is increasingly limited despite some administrative improvements of the regulatory framework.

3. Constraints and DG ECHO response capacity

Humanitarian access remains one of the major impediments to the effective delivery of humanitarian assistance and protection of civilians, including humanitarian workers. Parties to the conflict continue to severely restrict and block humanitarian access. NGOs conducting cross-border operations have been facing growing scrutiny and administrative burdens to operate from neighbouring countries. Renewed efforts should continue to maximise the efficiency and effectiveness of the coordination mechanisms. Restrictive government regulatory frameworks and policies on asylum, assistance and/or registration continue to have a negative impact on the humanitarian response, as well as on the capacity of OCHA to operate in a meaningful and independent manner.

Operations on remote management remain a challenge. The robustness and reliability of innovative approaches to remote management developed as a direct result of the Syria crisis need to be continually monitored and improved. Similarly, support to local partnerships with Syrian CSOs and NGOs has to be more systematic, transparent, accountable and relevant.

DG ECHO's response capacity is articulated around a wide field network and presence in the region's key hubs, a regional office in Jordan and substantive and continued funding, delivering on the EU's commitments to support the Syrian population and neighbouring countries. The organization of the Brussels I (2017) and Brussels II (2018) conferences and the announced Brussels III conference in 2019 are a sign of EU solidarity and commitment toward the support the Syrian population. DG ECHO is uniquely placed to coordinate and liaise with different humanitarian actors as regards the operational strategy for delivery of humanitarian aid and humanitarian advocacy.

4. Envisaged DG ECHO response and expected results of humanitarian aid interventions

DG ECHO response will continue to prioritise life-saving assistance and protection activities solely based on needs. DG ECHO partners should target their assistance to the most vulnerable, wherever they are. The quality of assessments, data gathering and analysis is essential to ensure accurate identification of gaps, prioritisation of response

and coordination across actors. Quality programming, sound management, monitoring and evaluation mechanisms will be essential throughout the programme cycle.

DG ECHO continues to encourage a non-discriminatory “one-refugee” approach aiming to support humanitarian interventions targeting the most severely affected populations in need of protection and assistance, irrespective of their country of origin.

DG ECHO encourages integrated approaches, economies of scale, capacity to react to volatile contexts, geographical coverage, cost-efficiency and effectiveness as well as strong referral systems where appropriate. Adherence to sectorial working group/SPHERE and ECHO standards should be ensured.

DG ECHO will continue to monitor the conditions for IDPs and refugees’ returns to their places of origin, based on the principles of voluntariness, safety and dignity, informed decision and free choice of final destination. As conditions for safe, voluntary, dignified and sustainable returns are still not met inside Syria, DG ECHO recalls that the humanitarian assistance it provides is based on clearly identified needs and vulnerability, not on status.

In the particularly challenging humanitarian context of the Syria crisis, humanitarian advocacy, for example promoting compliance to IHL, including the protection of civilians and humanitarian access, should be further supported. Advocacy activities aiming to uphold a principled humanitarian response, promote humanitarian access and foster the protection of civilians (including that of humanitarian workers) could be supported and, when relevant, integrated in the partner’s response strategy. DG ECHO will support advocacy activities of partners based on demonstrated capacities, expertise and sound strategies, as part of an evidence-based, context-specific advocacy strategy comprising clear and realistic/achievable expected outcomes, advocacy plan, potential risks and related mitigation measures.

In spite of major operational constraints, upholding the principles of humanity, impartiality, neutrality in a pragmatic way remains of paramount importance, given the threats posed to humanitarian workers and principled humanitarian assistance. Advocacy must be grounded on continued presence and service delivery, allowing advocacy messages to reflect realities on the ground. Advocacy needs to focus on engagement with all stakeholders and should be centred on dialogue, with clear objectives.

Finally DG ECHO will continue to work together with other EU services to ensure a coherent and coordinated EU response. Joint Humanitarian Development Frameworks will continue to guide such cooperation.

This HIP covers the humanitarian needs identified in Syria, Lebanon, Jordan and Egypt respectively. Needs of Syrian refugees in Iraq are covered under the HIP for Iraq.

Inside Syria:

DG ECHO response will be implemented based on the EU Strategy for Syria and the operational recommendations agreed upon at the Brussels Conferences on *Supporting the future of Syria and the region*. The recommendations, finalised under the session “How to better deliver assistance: challenges and best practices”¹⁸ and captured under the

¹⁸ http://ec.europa.eu/echo/sites/echo-site/files/syria_conference.pdf

Brussels II Conference's co-chairs declaration and in the document *Situation inside Syria*¹⁹, promote compliance with humanitarian principles and International Humanitarian Law amongst all parties to the conflict, as well as providing concrete operational recommendations to donors, governments and aid organisations. DG ECHO will maintain its focus on multi-sectoral life-saving actions, set within the “do no harm” guiding principle. Partners are expected to provide a Whole-of-Syria needs analysis together with justification, including costing, for the choice of hub(s) and method of delivery. They are encouraged to participate in existing coordination mechanisms. The strategy additionally builds on complementary advocacy actions as part of a humanitarian advocacy framework to sustain operational gains and improve the quality of the response. *Protection* will remain a cross-cutting component across all sectors and as a stand-alone intervention. Specifically, DG ECHO strategy is developed along the following priority actions:

- ***Emergency response and preparedness (First Line Emergency Response / FLER)*** - including access strategies, duly justified contingency planning, severity scales and scenario/hotspots analysis leading to timely ‘triggers’ identification, rapid first line multi-sectoral emergency response capacity to allow for flexible and timely response to emerging needs and sporadic access. DG ECHO's FLER approach provides in-built flexibility in the response so as to address urgent and emerging needs in a flexible, multi-sectoral manner across Syria as per shifting access and evolution of context.
- ***Protection*** - the application of International Humanitarian Law (IHL), International Human Rights Law (IHRL) and International Refugee Law (IRL); protection trends and analysis; safe and equal access to services (protection mainstreaming), including evidence-based advocacy, awareness and communication; support to vulnerable people including Persons with Disabilities (PwDs) and Child Protection; prevention and response to Sexual and Gender-Based Violence (SGBV); Protection against Sexual Exploitation and Abuse (PSEA); Psycho-Social Support (PSS); case-management; humanitarian demining and Mine Risk Education (MRE); access to legal aid and civil documentation.
- ***Health*** - focus on improving access to quality healthcare services and timely assistance to war wounded and victims of violence including trauma care, Primary Health Care (PHC), post-operative rehabilitation care, life-saving obstetric care and reproductive health, physical rehabilitation, Mental Health and Psycho-Social Support (MHPSS).
- ***Education in Emergencies (EiE)*** - DG ECHO will continue to support Education in Emergencies that enables safe access to quality education, with a special focus on Out Of School Children (OOSC) and the provision of Non Formal Education (NFE) to promote reintegration into Formal Education; reduces the vulnerability of children affected by conflict, especially of those affected by negative coping mechanisms, through addressing specific barriers to their access to education. Integrated Child

¹⁹ *Supporting the future of Syria and the region* - Brussels conference, 24-25 April 2018, available at: <http://www.consilium.europa.eu/en/meetings/international-ministerial-meetings/2018/04/24-25/>

Protection activities (identification, case management, PSS, referrals, etc.) will be highly encouraged.

- **Operational coordination** - gaps in assistance provision, including underserved or otherwise neglected communities, need to be addressed; support to common, integrated and targeted approaches to address basic needs and services in a timely manner and, to the extent possible, the identification of transition strategies (such as support to livelihoods) should also be considered and promoted where they respond to life-saving needs.

In addition to **FLEP**, programming in under-served, contested, Hard to Reach, newly accessible areas, and areas with restrictive operational environment/prone to displacement, will be prioritized. **WASH** interventions will be considered with a priority on restoration of access to safe water. For all other sectors, DG ECHO will support activities that respond to specific shocks and needs, with duly justified assessment and targeting. Consideration will be given to the support of protracted needs of IDPs and host communities to reach basic minimum standards where gaps in life-saving assistance provision exist.

To implement this strategy, the following will be considered:

- An overarching emphasis on cost efficiency and effectiveness, including, but not limited to, vulnerability targeting, flexibility of actions responding to newly and/or quickly emerging needs, addressing basic needs with the most appropriate transfer modality (i.e. in kind, voucher or cash), improving inter-hub coordination and harmonisation, capacity building.
- Partners' humanitarian acceptance/access strategies should be explained and address urgent needs. DG ECHO expects that all interventions adhere to basic protection principles of "do no harm", safe and equal access, accountability and participation as well as appropriate considerations for context-specific vulnerabilities (e.g. victims of violence, Persons with Disabilities, etc.). In the context of a crisis where direct implementation is not always feasible, particular attention needs to be paid to the ability and capacity of partners (including that of their Implementing Partners) to safely and impartially deliver humanitarian assistance with adequate control mechanisms in place (e.g. robust management capacities, including of those of local implementing partners, access and monitoring capacities, due diligence, risks analysis, etc.). Robust humanitarian project cycle management will be regarded as a cornerstone of DG ECHO-funded Actions. Special attention will be paid to thorough risk analysis and management across the project cycle, including optimising risk-transfer arrangements. Where remote modalities are considered, due diligence and compliance with DG ECHO-related policy is required. Specific attention to a qualitative partnership/localisation approach should be applied.
- Innovative access strategies and contingency planning which prioritize continuity of services should be the base of operational thinking.
- DG ECHO encourages all partners, when conducting a protection risk analysis (regardless of the intervention) prior and during the implementation phase, to ensure that projects follow protection principles and address key protection risks.

- Activities that address recurring infrastructure costs (e.g. care and maintenance of basic service networks), although recognised as important, are beyond the scope of DG ECHO's scope and capability and will not be given priority.

The strategy illustrated above will be applied to all operational hubs in the spirit of the Whole of Syria approach. Wherever possible and appropriate, DG ECHO will plan a gradual and combined dual track approach towards more resilience-oriented activities together with other EU financial instruments (e.g. European Neighbourhood Instrument - ENI, as appropriate).

In neighbouring countries:

Lebanon

DG ECHO will continue seeking the most effective life-saving and protection assistance for the most vulnerable, while further strengthening the delivery of integrated humanitarian response to address acute and sudden unmet needs.

DG ECHO will explicitly promote models that challenge and enhance efficiency, effectiveness and accountability of the humanitarian response and coordination.

- **Access:** addressing the most basic needs of the most socio-economically vulnerable.
- **Protection:** ensuring improved access to protection, legal assistance and quality services.
- **Advocacy:** stimulating specific changes at policy level and/or addressing critical structural and programmatic gaps in the current response.
- **Education in Emergencies (EiE):** activities that ensure safe access to quality education targeting OOSC and the most vulnerable children.

Jordan

DG ECHO will continue providing humanitarian assistance to undocumented and unregistered refugees, new arrivals, persons stranded in border areas and refugees living in camps or with hosting communities.

Protection will remain a cross-cutting component across all sectors. DG ECHO's priorities will focus on the following:

- **Life-saving humanitarian interventions** for the most vulnerable people as identified by the Vulnerability Assessment Framework (VAF) and on protection grounds. Basic needs assistance is to be transitioned to more predictable and longer-term models as the crisis in Jordan protracts, exploring alternative EU funding.
- **Enable access to basic services** for the most vulnerable if excluded from the government's commitments and/or from development assistance.
- **Health:** While advocating for access to health services and financing mechanism for refugees both in camps and in host communities, transition funding for health care provision will focus on life-saving and reproductive health care.
- **Protection:** legal assistance, including support for documentation and enhancing the protection environment for the most vulnerable children, will remain DG ECHO's focus.

- **Education in Emergencies (EiE):** activities that enable safe access to quality education targeting OOSC and most vulnerable groups.

Egypt

Due to the deterioration of refugees' living conditions and the shrinking of the humanitarian space, DG ECHO will consolidate and slightly expand its response aiming at targeting the most vulnerable refugees with basic assistance for core humanitarian needs.

Whilst Syrian refugees remain DG ECHO's entry point, the most vulnerable among other refugee groups and their host communities might also be assisted.

- **Access to basic services** for the most vulnerable through multi-purpose cash transfer (MPCT).
- **Protection:** focus on core protection activities for the most vulnerable groups including, among others, separated and unaccompanied children and minors.
- **Education in Emergencies (EiE):** activities that enable safe and sustainable access to education targeting OOSC and most vulnerable groups.

Thematic priorities:

The thematic priorities detailed in the **Technical Annex 2019** envisage their mainstreaming into enhanced quality humanitarian interventions. DG ECHO will ensure that partners' proposals comply with thematic priorities as an assessment criterion.

IHL/IHRL/IRL/Protection/Access: DG ECHO will continue **to encourage and support all efforts to influence parties to the conflict to respect IHL, protection of civilians (including humanitarian workers and health personnel) and civilian infrastructures (i.e. schools and hospitals), and improve humanitarian access.** Field-based sustained dialogue and engagement with armed actors, local authorities and power brokers should be considered. DG ECHO is ready to support systemic access negotiation solutions available to all humanitarian actors and in support of timely emergency response across all operations hubs. Basic protection monitoring, trends and analysis within Syria and across borders that act as an early warning for new population movements is encouraged.

Education in Emergencies: Despite progress achieved in preventing Syrian children from becoming a 'lost generation', combined efforts are far from achieving this goal. Within Syria, 3 million children are either out of school (1.75 million) or at risk of dropping out (1.35 million), while more than 1 in 3 schools is either damaged, destroyed or used as a temporary shelter for displaced populations. In Lebanon, 43% of primary school-aged children are out of school, while in Jordan this number stands approximately at 31%²⁰. In both Lebanon and Jordan, DG ECHO will closely coordinate its intervention with other EU instruments such as the ENI and the EU Trust Fund in response to the Syrian crisis, which support structural and education programmes. DG ECHO will advocate and complement development actors' efforts, for example through Non-Formal Education (NFE) and other activities to address emergency-related barriers to quality education so

²⁰ 2018 [Brussels II](#)

that children affected by the crisis can enter (or re-enter) Formal Education. EiE responses target OOSC and those at risk of dropping out through integrated education and child protection actions. Dedicated EiE actions may be considered on a case-by-case basis, where feasible in accordance with each government's policy, supporting primary and secondary levels of education.

Coordination: Effective coordination is essential. The WoS coordination architecture has still to be translated into a more effective coordinated operational response across multiple hubs. Whilst the system should be flexible enough to respond to needs efficiently and effectively, practice to date is relatively static. Effort to enhance efficiency should continue. DG ECHO expects its partners to take an active part in coordination mechanisms (e.g. Humanitarian Country Team, clusters and technical working groups).

4. NEXUS, COORDINATION AND TRANSITION

1) Other DG ECHO interventions:

In April 2018, the EU hosted and co-chaired with the UN the Brussels II Conference on *Supporting the Future of Syria and the Region*, pledging EUR 3.9 billion for 2018, as well as multi-year pledges of EUR 3.2 billion for 2019-2020 for humanitarian and development assistance to Syria, Lebanon, Jordan, Egypt, Iraq and Turkey. Since 2011, DG ECHO has mobilized more than EUR 753 million in humanitarian assistance inside Syria, nearly EUR 519 million in Lebanon, EUR 440 million in Jordan and EUR 11.8 million in Egypt.

2) Other concomitant EU interventions:

The EU and its Member States have been leading the international response to the Syrian regional crisis, mobilizing to date close to EUR 10.8 billion for humanitarian, stabilisation, economic and resilience assistance to support Syrians inside the country and in neighbouring countries (including Iraq and Turkey). A further EUR 2.5 billion for 2018 was pledged by the EU and its Member States at the Brussels II Conference, representing 64% of all pledges.

DG ECHO will also continue to coordinate with other EU instruments in order to bridge humanitarian assistance with development responses through Joint Humanitarian and Development Frameworks (JHDF) to guide financial allocations in priority sectors.

Whilst humanitarian assistance remains crucial in Jordan, there is a need to further advance in the transition to longer-term models to better meet the needs of vulnerable refugees and to enhance access to service provision, in line with national social provision systems. Within this context, coordination with other instruments and donors, as well as complementarities and synergies between humanitarian and development actions is a priority. In Lebanon, a strong nexus between DG ECHO and the Madad Trust Fund and programmatic complementarities and synergies are integral part of DG ECHO programming.

3) Other donors availability:

At the Brussels II Conference, over USD 9.7 billion was raised in pledges – EUR 3.9 billion for 2018 and a further EURO 3.2 billion for 2019 and beyond, out of which two

thirds came from the EU and its Member States. Key non-EU donors include Canada, Norway, Switzerland, Japan and the Gulf countries.

4) **Exit scenarios:**

In **Syria** it is still premature to consider exit scenarios due to a co-existence of both protracted and acute humanitarian needs. The compounded effects of a continued conflict, lack of security and protection, absence or insufficient availability of basic services and commodities, continued large-scale displacement and widespread levels of vulnerability are not conducive to safe, dignified, voluntary and sustainable returns or regular development interventions in a context where the EU does not work with or via the authorities. DG ECHO will nonetheless seek to increase coherence and complementarity with other financial instruments and continue its Joint Humanitarian Development Framework (JHDF) exercise with DG NEAR.

In neighbouring countries DG ECHO **will continue to advocate for durable solutions for refugees** (including resettlement and access to livelihoods) and will call for increased funding and coordination with development donors and hosting governments.

In **Lebanon** and **Jordan**, the needs of refugees entered a care and maintenance phase (both in camps and outside of camps). DG ECHO is reshaping its intervention to favour a swift transfer of responsibilities to stabilisation / resilience / development instruments more adequate to provide long-term development support, in line with the EU strategy framework. (e.g. Instrument contribution to Stability and Peace, European Neighbourhood Instrument (ENI), Instrument for Pre-Accession (IPA), Development Cooperation Instrument (DCI), and EU Trust Fund in response to the Syrian crisis.

In **Egypt**, DG ECHO is building synergies and complementarities with other EU/EC instruments such as the Regional Development and Protection Programme/Asylum, Migration and Integration Fund (RDPP/AMIF) (DG HOME), ENI (DG NEAR), EU Trust Fund for Africa-North Africa window (EUTF NA) and EU Trust Fund in response to the Syrian crisis, but prospects for hand over remain extremely limited.