

## **HUMANITARIAN IMPLEMENTATION PLAN (HIP)**

### **SYRIA REGIONAL CRISIS**

**The full implementation of this version of the HIP is subject to the adoption of the decision amending Decision C(2015) 8936 final and conditional upon the necessary appropriations being made available from the 2016 general budget of the European Union.**

**AMOUNT: EUR 330 000 000**

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2016/01000 (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 ECHO'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.

#### **0. MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP**

##### **First modification (29 March 2016)**

An additional amount of **EUR 130 million** is meant to address the increasing humanitarian needs of displaced people and refugees, covering the dramatic developments, both in Syria as well as in Turkey, Lebanon and Jordan.

Widespread conflict and high levels of violence continued throughout Syria in the past months. Indiscriminate and disproportionate aerial bombings and ground attacks by parties to the conflict, continued to kill, injure and displace civilian populations across the country. Systematic disregard for the rules of international humanitarian law and the obligation of all parties to protect civilians characterized the conduct of hostilities.

Amidst the intensification of fighting and escalation of violence, additional 150,000 Syrians have been forcibly displaced within the country since February. These populations are in need of life-saving assistance all the more since persisting insecurity, the deepening economic decline, and the reduced availability of basic services (in particular health, water and sanitation) have contributed to the exacerbation of the humanitarian needs over the past year. The dramatic situation of over 30,000 people stranded at the border with Jordan and more than 75,000 people at the border with Turkey requires immediate attention. The number of people amassing along the border has risen sharply following the recent intensification of conflict in Syria and is expected to continue increasing.

Following months of intensified fighting, a fragile Cessation of Hostilities agreed on 27th February has drastically reduced violence across the country.

Against this background, humanitarian actors have scaled up immediate life-saving response. UN Agencies have reported that humanitarian access has improved, thus creating new opportunities to deliver assistance in places that have been extremely difficult to reach in a regular manner for a long time. Combining regular aid and specially-organized operations to besieged towns, UN Agencies and partners have delivered urgently needed assistance to more than six million people since the beginning of 2016. Moreover, rapid deployment of additional humanitarian response will be needed as safe and sustained humanitarian access to population in need is progressively granted.

The additional funding will support multi-sectoral life-saving emergency activities including hygiene and winterization items, temporary shelter/NFIs, emergency health and food, with strong focus on assistance in hard-to-reach and besieged areas. Support to existing coordination mechanisms and enhanced emergency surge capacity of partners will also be considered. ECHO will also support the most vulnerable Syrian children with specific informal education and child protection activities based on their needs. Funding will be decided on the basis of absorption capacity and proven readiness to adjust assistance and intervene in immediate life-saving operations.

**Turkey** is the largest host of refugees in the world with over 3.1 million registered, including 2.9 million Syrian refugees. Many of the 90% of Syrian refugees who live outside of camps in urban and rural areas are often surviving under very challenging circumstances with limited access to basic services. Due to the constant escalation of violence in the neighbouring countries together with current border restrictions, it is uncertain what the additional scale of refugee flows from Syria and other countries to Turkey will be in 2016. The humanitarian situation in Turkey is further exacerbated by ongoing curfews and crackdowns in Kurdish areas of the Southeastern Anatolia Region, that have caused a very high number of internal displacements over the past months.

With the additional funding, ECHO's response will modulate its focus on out-of-camp refugees, in urban settings and Southern governorates, as well as to the different populations along the migration route at Aegean coastal areas, where the response will be tailored to the specificities and longevity of the refugees. ECHO will scale up its resource-transfer assistance, and continue to support protection, health and education in emergency interventions coordinated under the framework of the recently established EU Refugee Facility for Turkey.

On the Syrian-Turkish border, the conflict in Aleppo, Syria, is causing the displacement of an estimated 30 000 IDPs just at the border alone, in addition to the existing caseload of 36 000 refugees. Whilst shelter assistance is prioritized, other basic services are lacking. The Turkish government is under pressure to open up the border allow people to cross from Syria, decongest the camps and to allow aid in from the Turkish side. Without concerted international action to end the conflict in Syria, Turkey could face a worst-case humanitarian situation at its Southern border in the months to come. Where feasible, ECHO will support essential needs assistance in principle through cross-border operations from the Turkish side.

**In Jordan**, with the escalation of the conflict inside Syria and the Turkish border restrictions, the number of Syrians seeking to enter the country has risen rapidly in the last months. In November, the number of refugees at the Eastern border doubled from some 5 000 to 10 000 and by the end of December 2015 the figure rose up to 20.000 individuals. As of beginning of March 2016, there are over 40.000 Syrian refugees stranded at the Eastern border in need of urgent humanitarian assistance. During the reporting period approximately 900 individuals (at an average of 100 individuals per day) have been transported to the Azraq Camp. The Government of Jordan has recently confirmed that these would no change to its policy in terms of access to the country due to security reasons.

The Inter-Agency Task Force plan developed by UNHCR, UNICEF, IOM, WFP and ICRC in response to the needs at the border foresees assistance for USD 32 Million for the first 6 months of 2016. While delivering humanitarian assistance at the berm is very costly and challenging due to the logistics and inadequate access to the people in need, it is a life-saving activity that will have to continue if people remain stranded. With additional funding, ECHO is planning to continue to support key partners working in main priority sectors such as registration, food, WASH and protection.

Additionally, ECHO will continue to support the most vulnerable refugees living outside the camps through cash assistance as it is considered the most cost-efficient and dignified modality. Families with children will receive a specific grant to prevent them from relying on negative coping mechanisms, by helping them to cover needs and expenses specific to each child including school transport and complementary school material.

In **Lebanon**, the number of registered Syrian refugees remained stable. ECHO is increasingly concerned about the deteriorating protection space and living conditions of the most vulnerable refugees. According to the UN, some 70 per cent of the over 1 million Syrian refugees in Lebanon now live below the Lebanese extreme poverty line, against 50 per cent estimated in 2014.

Additionally, and following the enforcement of strict regulations by the Government of Lebanon in early 2015, access to Lebanon for those fleeing the conflict in Syria remains close to impossible. For those in country, the high fees and complicated administrative procedures for the renewal of legal residence (including the pledge not to work) are pushing an increasing number of refugees, up to 70%, into illegality. This factor and its impact on the mobility of refugees, coupled with higher exposure to detention, evictions and harassment, raise concerns over the ability of refugees to access aid services, further exposing them to increased vulnerability. With additional funding, ECHO is planning to continue to support key partners working in main priority sectors such as WASH/shelter, basic assistance, health and protection. ECHO will also support specific activities related to non-formal education for refugee children, based on their protection and learning needs.

## **1. CONTEXT**

With unrelenting violence across the Syrian Arab Republic, conflict-related deaths and injuries of civilians and massive internal population displacement continue unabated. Blatant disregard for international humanitarian and human rights law by all parties to the conflict is widespread and pervasive. The humanitarian crisis in Syria has generated intolerable levels of hardship and deprivation, made worse by the virtual collapse of the economy, and with parties to the conflict actively denying access to safer areas, humanitarian assistance and basic services. Access to people in need has not improved in spite of a series of Presidential Statements, UN SC Resolutions 2139 (2014), 2165 (2014) and 2191 (2014).

On the diplomatic front, following the 'Geneva consultations' with all Syrian parties and international stakeholders the special UN envoy, Mr. de Mistura proposed to the UNSC on 29 July two separate tracks: (i) convene four intra-Syrian thematic working groups and (ii) establish an International Contact Group with key regional players.

While diplomatic efforts are ongoing, there are no clear or immediate prospects for a political settlement to this ruinous conflict. In the coming period, violence and instability are expected to prevail with the likelihood of further volatility in the sub-region and beyond. Civilian populations will continue to be caught between warring parties, shifting front lines and closed or tightly managed international borders. Large concentrations of internally displaced persons (IDPs), not least in the coastal regions, are creating tremendous strain on host communities and the capacity of public services, markets and infrastructure to cope; stoking community-based tensions and increasing migratory pressures. The steady degradation of Syria's public services, limited human resources and poor (or nonexistent) maintenance make complementary interventions by development actors more urgent. The lack of a political horizon and the sheer length of the crisis are increasingly leading many civilians to conclude that they have no viable future in Syria.

Major social, economic and developmental effects, coupled with the prevailing security imperative in Lebanon, Jordan, Iraq, Egypt and Turkey, are directly affecting the lives of Syrian

asylum seekers and refugees. In some countries, Syrians face curfews, arbitrary arrests, as well as restrictions on movement and access to services. Some governments are also deporting Syrian asylum seekers and refugees as well as Palestinian Refugees from Syria (PRS) despite serious risks. With varying degrees, the closure of borders with Syria, as well as stricter border controls and discriminatory security screenings are giving rise to important protection concerns.

The living conditions of most asylum seekers and refugees can be expected to deteriorate further as the protection space in host countries shrinks, household savings and resources become exhausted, and as needs continue to outweigh available aid budgets. Social tensions between refugees and host communities will increase as a result of the competition for services and resources. Neighboring countries will require a step-up in support from the international community that goes beyond humanitarian aid to manage what has become an immense protracted refugee crisis. This will require a steadfast commitment to joint programming by humanitarian and development actors, of which the Joint Humanitarian and Development Frameworks (JHDF) of ECHO and NEAR is one example. In its absence, a growing number of persons will risk returning to Syria to eke out an existence there at grave risk or flee to third countries, including in Europe. As contested areas inside Syria are consolidated, large return movements to specific geographical areas cannot be discounted. Efforts to ensure the voluntary nature of these movements will need to be redoubled.

The confluence of these factors will also inevitably lead to greater pressure for much needed (and to date still inadequate) resettlement options in third countries. In 2016, an even larger number of refugees from Syria can be expected to travel to Europe over land and by sea in search of protection. International cooperation and burden-sharing is needed to protect Syrian refugees and address the humanitarian crisis.

## **2. HUMANITARIAN NEEDS**

### *a. Affected people / potential beneficiaries:*

#### Inside Syria:

Since 2011 more than 12 million Syrians have been displaced within (about 8 million IDPs) and outside the country (over 4 million refugees), an estimate that roughly amounts to half of the country's pre-crisis population. All fourteen Syrian governorates have been affected by the conflict, with many displaced multiple times. By mid-year 2015, an estimated one million people were newly displaced as a direct result of the conflict with no sign of reprieve. According to the 2015 INFORM<sup>1</sup> the risk index for Syria is considered very high at 6.67 (10 being the highest).

Although carrying out accurate and timely assessments is a major challenge in Syria, an estimated 12.2 million Syrians are believed to be in need of humanitarian assistance. Of these 5.6 million are children and 4.6 million live in so-called hard-to-reach areas across 127 locations.

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<sup>1</sup> The INFORM risk index measures risk of humanitarian crises and disasters in 191 countries: <http://www.inform-index.org/>

Some 422 000 are trapped in areas besieged by Government forces and non-state armed groups; the majority in Rural Damascus and Deir ez-Zor governorates. Syria is hosting more than 33 000 asylum-seekers and refugees mainly from Iraq, with much smaller numbers of other origins. Following the outbreak of widespread conflict in Iraq, people continue to be displaced to Syria since December 2013.

In neighboring countries:

Refugees from Syria are now the second largest refugee population in the world. More than four million have fled Syria to neighboring countries. With more than 1.9 million Syrian refugees, Turkey today hosts the largest number of Syrian refugees in the world, while Lebanon (1.1 million) and Jordan (629 000) account for the highest refugee per capita ratio worldwide. Egypt is home to 132 000 registered Syrian refugees. Smaller numbers of Syrian refugees have also been registered in the North Africa (24 000) sub-region and the Caucasus.

The breadth of the impact of the Syrian crisis on these countries is also affecting, either directly or indirectly, other refugee populations (i.e. Iraqi, Sudanese, Somali, etc.). Consequently, ECHO encourages a “one-refugee” approach and will aim to support humanitarian interventions targeting all refugees in need of protection and assistance to the same standards and irrespective of their country of origin. In the same vein, vulnerable host communities will not be excluded from ECHO actions in support of Syrian refugees as resources allow.

*b. Description of most acute humanitarian needs:*

Inside Syria:

A frightful feature of the conflict in Syria is the persistent and almost universal disregard of for the rules of war and international humanitarian law by all parties to the conflict. Few civilians are left unscathed by conflict-related violence; as many as 250 000 individuals having perished since the onset of the Syrian war in 2011. Humanitarian space continues to shrink as access to people in need is severely constrained by generalized insecurity, administrative and bureaucratic impediments as well as systematic denials. Civilians have few opportunities of reaching safe areas inside Syria and even scarcer options for asylum with grave repercussions for the most vulnerable, including women and children.

Unprecedented economic contraction has left the population bereft and destitute. The destruction and disrepair of key social and civilian infrastructure coupled with the willful and wanton negligence of the principle of distinction marks the unraveling of essential public services – affecting every aspect of daily life. Of particular concern, systematic assaults on medical professionals, facilities and patients are breaking the country’s health system. In 2014, 57% of public hospitals were only partially functioning or completely out of service, 39% of public health centers damaged and 92% of public ambulances out of service. Nearly half of Syria’s doctors are believed to have fled the country. Security and movement restrictions are also severely hindering access to all forms of medical care, while there is a critical shortage of life-saving medicines and medical supplies.

The water and sanitation network that supports as many as 15 million people is under enormous strain due to damage, disrepair and manipulation as well as increased demand stemming from concentrated population displacement. Treated water is in short supply and fuel shortages have raised water prices. The use of water as weapon of war continues. Securing adequate access to water, both in terms of quantity and quality is a major challenge to prevent recurrent disease outbreaks where water is scarce or unsafe and hygiene conditions are poor.

Household purchasing power continues to weaken in the face of growing unemployment, subsidy reductions and inflation. With three out of four Syrians now living in poverty, the food security situation of poor families continues to deteriorate while their dependence on external assistance rises. WFP estimates that half of the population inside Syria is food insecure. Rapid nutrition assessments conducted in 13 governorates between March and July 2014 found 7.2% global acute malnutrition (GAM) and 2.3% severe acute malnutrition (SAM) rates among children under five. New or updated information is limited.

It is estimated that at least half of the total housing stock has been damaged during the conflict. 95% of those displaced are either paying rent or staying with host families. The remaining 5% - over 200 000 IDPs - are staying in 244 formal or informal tented settlements across the country (mostly in the northern governorates). At the end of 2014, the Syrian Ministry of Local Administration (MoLA) reported 183 270 individuals residing in 997 public collective shelters, although this figure is limited to areas under government control.

In neighboring countries:

The closure of borders with Syria, as well as more stringent controls and discriminatory security screenings (based on place of origin, tribal affiliation, gender and age among others) of civilians fleeing the conflict is an important concern. At the same time, the protection space for more than 4 million Syrian refugees in Lebanon, Jordan, Egypt, Iraq and Turkey is shrinking. Of particular concern are the growing numbers of refugees with illegal status as valid registration documents expire over time as a result of burdensome bureaucratic requirements that are prohibitively expensive. As a result, ever larger numbers of refugees are running the risk of deportation, coerced and forced return, *refoulement* and forced encampment. Access to assistance and services for those without valid documents is also made more difficult, if not impossible. Moreover, there are enormous strains on public services and growing tensions with host communities, particularly in areas of large concentration of refugees. Access to basic services, such as a health and education, is becoming more difficult over time as governments curb their support or are unable to keep pace of growing demand.

Refugees across the sub-region are widely spread across urban, semi-urban and rural settings with only 15% residing in formal camps. Despite enormous efforts and resources expended, living conditions of refugee populations are still precarious at best. The majority of refugee families are still living in substandard and often unsanitary conditions. Generalized restrictions on access to labour markets have made the majority of refugees dependent on external support to cover their basic needs. This has worsened over time as savings and household resources are consumed, resulting in growing risks of exploitation and widespread use of hazardous and negative coping mechanisms (including child labour).

### 3. HUMANITARIAN RESPONSE

#### *a. National / local response and involvement*

##### Inside Syria:

The Syrian Arab Republic Government (SARG) - primarily through the Syrian Arab Red Crescent (SARC) with its 14 governorate branches, 80 sub-branches and network of volunteers, and various line ministries (MoLA, MoSA, MoH, etc.) - facilitates the delivery of humanitarian aid mostly, but not exclusively, to government-held areas. In addition, as many as 120 national NGOs are authorized to partner with the United Nations through 175 branches across six hubs in Damascus, Homs, Tartous, Aleppo, Qamishli and As-Sweida. International NGOs operating from Damascus however are not permitted to enter into partnerships with national NGOs or to establish new sub-offices.

The delivery of humanitarian aid remains subject to important restrictions and controls. Restrictions on movements, including visa approvals, and burdensome administrative procedures imposed on humanitarian actors by the SARG continue to delay or limit the delivery of assistance. Requests to SARG for the facilitation of interagency convoys to besieged, hard-to-reach and other areas located across conflict lines in Syria often remain unanswered or put on hold. Constraints with regards to needs assessments and post distribution monitoring are another important limiting factor.

From outside Syria, local councils, hundreds of civil society organizations and Syrian NGOs are crucial in facilitating humanitarian assistance across borders with neighbouring countries – primarily from Turkey, Jordan and Iraq. Deliberate interference and restrictions by all parties to the conflict and those exerting territorial control continue to prevent aid delivery.

##### In Lebanon:

Amid recurrent political crises, the Government of Lebanon has struggled to play a leading role in the response. However, 2015 has been a turning point. First indications in the second part of 2015 show that the Government wants to be in the driving seat. This has been long called for and it will certainly come with its own set of challenges. Preserving the autonomy and efficiency of the humanitarian response while working closely along GoL' steer will be a key issue for the operation in 2016.

In Lebanon, national authorities confirmed that they will not accept new refugees as per the 31 December 2014 General Security Office (GSO) circular on entry regulations and the 8 January 2015 presentation of “humanitarian criteria” by the Lebanese Ministry of Social Affairs (MoSA). The regulations, which came into force on January 5th 2015, motivated a request to UNHCR to “de-register” those refugees who had entered the country since that date., These criteria are extremely restrictive (unaccompanied minors and disabled people with custodian in Lebanon, onwards journey and emergency medical care) and reflects a de facto border closure for Syrians seeking safe asylum –even though entries are still possible for other motives (tourism, etc.). PRS have faced limitations on their access to Lebanese territory since August 2013.



Of particular concern are registration requirements as well as the verification exercise to be undertaken by MoSA which may lead to more de-registered refugees. Since the beginning of the operation, ECHO has supported an approach based on vulnerability criteria and not on status. All PRS with 3 month renewals and Syrian refugees who had entered illegally and have regularized their status for 6 months will not be allowed to renew again. For Syrian refugees who entered legally and regularized their stay for an additional 6 months, options for renewal are yet uncertain

#### In Jordan:

The Ministry of Interior is responsible for all refugee related issues in Jordan, including those related to PRS. The Minister of Planning and International Cooperation (MOPIC) approves humanitarian aid projects in coordination with relevant line Ministries. With the creation of the Syrian Crisis Response Platform and the launch of the Jordan Response Plan (JRP), MOPIC requirements for project approvals have become somewhat less restrictive than in the past, thus reducing implementation delays. The requirement to include a minimum 30% of Jordanian vulnerable families in all refugee-related programming continues to strain limited humanitarian aid budgets.

Despite affirmation by the Government of Jordan (GoJ) that borders with Syria are open, the number of returns outnumber new entries since end September 2014. PRS are not allowed entry. Since April 2015 a steady average of between 1 000 and 2 500 civilians – predominantly women and children - end stranded at the Syria-Jordan border in extremely poor conditions, unable to seek asylum. Humanitarian organizations continually report on cases of deportation, possible refoulement and forced encampment.

Movements in and out of camps are strictly controlled, while the dismantling of informal refugee settlements continues to take place. As the protection environment becomes more restrictive and assistance decreases, it is anticipated that more refugees will opt to move to Azraq camp or return to Syria at great risk. The cabinet's decree of November 2014 stating that Syrian refugees are required to pay health fees equivalent to those applied to non-insured Jordanians for all types of services provided by the Ministry of Health (MOH) has had a negative impact on access to healthcare (in particular secondary care). Similar government measures for other public services are expected. The GoJ facilitates cross border assistance into Syria by humanitarian actors both within and outside of the remit of UN SCR 2165/2191.

#### In Turkey:

The Government of Turkey (GoT), primarily through the Turkish National Disaster Management Authority (AFAD) and the Turkish Red Crescent (TRC), manages 25 camps hosting some 260 000 refugees. The Directorate-General for Migration Management (GDMM) is charged with registration and other assessment/profiling related responsibilities.

The GoT formally offers free access to public education and health for off-camp refugees, albeit with limitations in terms of capacity, physical accessibility and language barriers to mention a few. Efforts to integrate Syrian refugees are underway, but these still do not match the sheer

scale and scope of the challenge. Municipalities at the province and district level offer key social services for refugees while local communities continue to host most of the off-camp Syrian population, now present in all provinces in Turkey. Many Syrian and Turkish NGOs support relief efforts without interference from authorities and often in partnership with international humanitarian aid agencies.

While the Temporary Protection Regulation (October 2014) includes provisions for work permits for Syrian refugees, the Council of Ministers and the Ministry of Labour have yet to agree on the administrative procedures for the issuance of these permits. In the second half of 2015, statements by GoT officials have shed doubt on the scope of the proposed regulation, but the final determination remains to be seen.

Turkish authorities closed border points with Syria on 8 March 2015. Exceptions include wounded persons and their medical escorts, medical emergencies, delivery of humanitarian goods, authorized trade and officially sanctioned trips. Syrian citizens are in principle still allowed to cross into Syria at official border crossings, but movements into Turkey for Syrian passport holders or with valid travel documents are tightly controlled. The GoT facilitates cross border assistance into Syria by humanitarian actors both within and outside (with restrictions) of the remit of UN SCR 2165/2191.

#### In Egypt:

The refugee crisis in Egypt has been classified as a forgotten crisis by ECHO in 2015 due to limited international attention and low levels of funding for humanitarian actions. Syrian refugees in Egypt face a situation akin to poor Egyptians with the added difficulties of not being able to access the labour market and a particularly challenging bureaucratic environment to regularize their stay. A large number of refugees, particularly those living in the poorer urban areas received assistance from local charities until the wholesale crackdown on charitable organizations during the course of 2013.

For registered refugees, the Government has opened up access to the state-run education and health facilities. Discrimination is rife however. Public schools are reportedly over-crowded and whilst health consultations are free, a 50% contribution for medicines and other fees are prohibitive for many.

After June 2013, Egyptian authorities began restricting visa renewals for Syrians and requesting a valid visa prior to entering the country. Since then, the flow of Syrian refugees to Egypt has dropped, causing major issues for family reunification and exacerbating protection issues, including cases of detention and deportation. The number of Syrian refugees trying to reach Egypt by land through Sudan is on the rise, reflecting desperate attempts for family reunification.

The situation of PRS and their treatment in Egypt is heavily dependent on the dynamics of the relationship between Egypt and Palestine; as a result PRS have faced discriminatory treatment regularly. UNRWA has a liaison office in Cairo, but cannot register PRS due to its lack of formal mandate in the country. The Government does not allow PRS to be registered with UNHCR. As a result, the protection situation and living conditions of PRS in Egypt are extremely precarious.

### In Iraq:

The Kurdish Regional Government of Iraq facilitates cross border assistance into Syria by humanitarian actors outside of the remit of UN SCR 2165/2191. The United Nations has not yet asked the Government of Iraq to render the Al-Yaroubiyah crossing point functional under UN SCR 2165/2191. ECHO supports regular and objective feasibility assessments of this crossing point by the United Nations Monitoring Mechanism (UNMM) and others and in an effort to increase the humanitarian footprint in Eastern and Northeastern Syria.

### *b. International Humanitarian Response*

The latest Syria Crisis appeals request over USD8.4 billion to meet the needs of 18 million people in Syria and across the region:

- The 2015 Syria Strategic Response Plan (SRP) has a budget of USD 2.9 billion. Following a “Whole-of-Syria” approach, the Syria SRP integrates humanitarian efforts from within the country and across its borders.
- The 2015-2016 Regional Refugee and Resilience Plan (3RP), with a budget of USD 5.5 billion, combines life-saving humanitarian and long-term interventions to help boost the capacities of countries in the region as they continue hosting millions of Syrian refugees. The 3RP aims at providing direct assistance to close to 6 million refugees and host communities. Currently, it is projected that up to 4.27 million refugees will be in countries neighbouring Syria by the end of 2015.
- The Syria Crisis appeals for 2015 also include programmes of assistance for Palestine refugees in and from Syria with a budget of USD 415.4 million.

By end-August 2015, donor contributions to humanitarian programmes for the Syria Crisis amounted to USD 3.35 billion. The Syria appeal has received USD 908 million, or 31% of its funding requirements. The UNHCR-led 3RP has received USD 1.6 billion, representing 35% of its total budget.

### Inside Syria:

UN Security Council Resolution 2139 (2014) “urges the Syrian authorities to promptly facilitat(e) safe and unhindered humanitarian access (...) through the most effective ways, including across conflict lines and, where appropriate, across borders from neighbouring countries in accordance with the UN guiding principles of humanitarian emergency assistance.” Despite being in force since February 2014, there has been little improvement if not wholesale rollback on access inside Syria.

In areas under government control, UN Agencies have relatively better direct access to affected areas than INGOs although consistent access to affected populations remains a significant challenge. UN Agencies operate from a limited number of sub-offices and can partner with local NGOs/CBOs in addition to SARC. Only 14 INGOs are registered to operate in Syria from Damascus, a small number relative to the scale and scope of the crisis, with limited capacity to operate, including with a reduced number of international staff.

In addition, number of (zero-point and others) border crossing points continue to be used by international and Syrian NGOs and some UN agencies providing assistance inside Syria from neighbouring countries.

Through the unanimous adoption of resolutions 2165 (2014) and 2191 (2014), the UN Security Council has specifically authorized UN agencies and their partners to use border crossings with Turkey, Jordan and Iraq (Bab al-Salam, Bab al-Hawa, Al-Ramtha and Al-Yaroubiyah) to deliver humanitarian assistance to people in need inside Syria. The SARG is notified in advance of each shipment and the UNMM was established to oversee loading in neighbouring countries and confirm the humanitarian nature of consignments. There has been a very gradual scale-up of assistance provision by UN agencies from Turkey and Jordan, while the Iraq crossing point has been on hold since the adoption of UN SCR 2165. The majority of humanitarian assistance delivered cross-border to mostly opposition-controlled areas continues to be provided by international and Syrian NGOs. The aggregate differential value of cross-border activities by UN agencies still remains to be seen.

In late 2014, under the leadership of the Regional Humanitarian Coordinator (RHC), a single coordination system (dubbed the “Whole-of-Syria”) encompassing operations from Damascus and the cross-border hubs of Turkey, Jordan and a lesser degree activities from Iraq and Lebanon delivered the first response plan aimed at capturing all assistance delivery through regular, cross line, and cross border operations. Arduous coordination efforts have since been ongoing to harmonize needs, response and gaps analysis across sectors and that integrate assessments led from Damascus and through cross-border operators. The translation of these efforts into a coherent, harmonized, multi-sectoral strategy and response across the country is still outstanding.

In neighboring countries:

The Regional Refugee and Resilience Plan (3RP) was developed under the leadership of national authorities to ensure protection, humanitarian assistance and to strengthen the resilience of the affected population. The 3RP integrates and is aligned with existing and emerging national plans, including the Jordan Response Plan to the Syria Crisis, the Lebanon Crisis Response Plan, the Iraq Strategic Response Plan (SRP), and country responses in Turkey and Egypt. A similar effort is expected in 2016.

UNHCR is leading the inter agency coordination for Syrian Refugee Response while UNRWA is in charge of the coordination for the assistance to Palestinian Refugees from Syria (PRS). Sector coordination relies on working groups (Education, Protection, Health, Shelter, WASH, Food, NFIs). Despite the existence of coordination fora, a fully integrated, harmonized and streamlined response to refugee needs is still lacking. In 2014 the United Nations created the position of UN Resident and Humanitarian Coordinator (RC/HC) in Jordan and Lebanon to lead the Humanitarian Country Team (HCT).

Funding constraints are becoming a major limiting factor as needs remain stable or multiply and contributions by development actors are still insufficient to adequately complement humanitarian interventions or fully replace humanitarian aid budgets in certain sectors as appropriate.

*c. Constraints and ECHO response capacity*

The fall-out of the Syria crisis on its population and the sub-region has reached dramatic proportions that by all accounts will only worsen in the coming months and has been further complicated by the unexpected ascendancy and rapid proliferation of the Islamic State of Iraq and the Levant (ISIL). The viability of the Syrian state and the stability of neighbouring countries, in particular Lebanon and Jordan, but also Turkey is at stake. A sudden deterioration of the security environment is a permanent concern.

Populations' needs largely outweigh and surpass the capacity of humanitarian actors to respond, both physically and financially. Conflict-related as well as deliberate access constraints inside Syria and to a lesser extent in neighbouring countries (e.g., Aarsal in Lebanon, Kurdish municipalities of Turkey, etc.) are expected to increase and harden over time. Finite humanitarian aid budgets pale in comparison to the sheer scale of identified needs, and demonstrate the necessity of complementary and joint programming with development actors.

Restrictive, unclear and cumbersome government policies on asylum, assistance and registration will continue to have a negative impact on the pace, coherence and viability of the response.

The accountability of remotely managed operations conducted in a volatile operating environment is a persistent concern. The robustness and reliability of innovative approaches to remote management developed as a direct result of the Syria crisis need to be continually examined and improved. Similarly, support to local partnerships with Syrian CBOs and NGOs, the cornerstone of the response inside Syria, has to be made more systematic and relevant.

The "Whole-of-Syria" coordination architecture, although a positive development in principle, has yet to be translated into a more effective coordinated response beyond de-confliction. The system should be nimble and flexible enough to respond to needs efficiently and effectively. Information sharing and management continues to be an important limiting factor. Diffused leadership and promising, but still limited strategic guidance is also of concern and will need to be remedied.

ECHO's response will not be sufficient to cover all of the most urgent needs in Syria and in the region. Therefore, life-saving activities will be prioritized and partners will be required to clearly demonstrate systemic solutions to identified problems in order to ensure the widest coverage possible to assist the most vulnerable.

*d. Envisaged ECHO response and expected results of humanitarian aid interventions:*

ECHO's strategy for Syria and its neighbouring countries will maintain a clear focus on the following elements and hinges upon the full and active participation in existing coordination mechanisms of all partners, without exception:

- Protection – particularly the application of International Humanitarian, Human Rights and Refugee Law and access, including evidence-based advocacy, awareness and communication;
- Emergency response and preparedness, including contingency planning and first line multi-sectorial emergency response capacity;
- Health with a focus on improving access to quality services and assistance to war wounded;
- Addressing gaps in assistance provision including underserved or otherwise neglected communities;
- Support to common, integrated and targeted approaches to address basic needs and services and to the extent possible the identification of transition strategies.

In achieving this strategy the following will also be considered:

An overarching emphasis on cost efficiency and effectiveness, including, but not limited to, vulnerability targeting, addressing basic needs with the most appropriate transfer modality (i.e. in kind, voucher or cash), improved geographical coordination, capacity building and partnerships. Activities that address recurrent infrastructure costs (i.e. care and maintenance of basic service networks), although recognized as crucial, are beyond the scope of ECHO's resources and capability and will not be given first priority.

Effective coordination is essential, including with development actors and various funding streams. ECHO supports the Inter-Agency Standing Committee's Transformative Agenda (ITA) and encourages partners to demonstrate their engagement in implementing its objectives, to take part in coordination mechanisms (e.g., Humanitarian Country Team/Clusters) and to allocate resources to foster the ITA roll-out. ECHO expects partners to participate in all relevant coordination mechanisms and to contribute to information sharing, gap analysis, planning and operations implementation (whether in Syria or neighbouring countries). Timely and regular reporting into UNOCHA's Financial Tracking Service (FTS) is also required.

In the technical annex to this HIP, operational recommendations in protection, health, water and sanitation, food security and basic assistance will further guide partners to increase the impact and coherence of the proposed interventions.

Thematic issues:

*IHL/IHRL/IRL/Protection/Access*

While recognizing that beyond advocacy and negotiation humanitarian actors can do little to affect the willingness of parties to the conflict to abide by international legal norms, ECHO

encourages every effort to do so. Informed and prudent advocacy and communication on grave violations of International Humanitarian, Human Rights and Refugee Law (see above) is encouraged and will be supported. Field-level interventions aimed at engaging with parties to the conflict specifically on IHL may be considered.

Where not yet effective, ECHO will continue to advocate for and seek to support the development of comprehensive protection strategies inside Syria and in neighbouring countries. Elsewhere, ECHO will support protection initiatives inside Syria and in neighbouring countries designed to monitor, identify and address protection risks and violations either directly (stand-alone) or in an integrated manner by achieving protection outcomes through other programme activities and protection sensitive targeting. Decisions on specific activities to support will be based on a clear analysis of protection threats, vulnerabilities and capacities, i.e. on the needs and demand in that specific context rather on the supply of services. Basic protection monitoring and referral within Syria and across borders that are joined up in both directions as an early warning for new population movements (including returns) and can trigger an appropriate response is encouraged and will be given priority.

Protection monitoring and referral at borders and within neighboring countries combined with counseling and access to legal services for asylum seekers and refugees as well as outreach and services for persons with specific needs, including victims of violence, psychological trauma and distress will also be supported. ECHO expects that all interventions (no matter what sector) adhere to basic protection principles of safe and equal access as well as appropriate considerations for special vulnerabilities (e.g. victims of violence, persons with disabilities, etc.).

During the implementation of this HIP, special attention will be given to relevant aspects related to migration and displacement, advocacy, international humanitarian law and humanitarian access. Access to people in need and the ability of civilians to reach safer areas inside Syria is severely constrained. Negotiated solutions with parties to the conflict are ad hoc and uneven. In an effort to increase the reach and footprint of humanitarian actors, sustained engagement with armed actors, local authorities and powerbrokers is required from the ground up across the country.

To that end, and as a priority, 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. To intensify humanitarian diplomacy and seek ways to improve access and protection; regional stakeholders should be engaged and contacts at local level should be promoted in order to promote humanitarian principles and build local consensus on guidelines for the delivery of aid.

#### *Forced displacement and migration*

ECHO will prioritize the timely delivery of appropriate emergency assistance for newly displaced populations (IDPs, asylum seekers and refugees). Integrated and coordinated solutions that provide a harmonized first-line response to new displacement will be given priority.

According to the United Nations High Commissioner for Refugees (UNHCR), the majority of an estimated 300 000 refugees/migrants who arrived in Europe by land or sea in January-August 2015 are of Syrian origin. Frontex reports a trend of larger numbers of Syrians using the Eastern European routes. A growing number of Syrian asylum seekers can be expected as smuggling networks expand, the conflict in Syria festers, living conditions for Syrians further deteriorate and their guarantee of protection gradually erodes. These trends are unlikely to be reversed in the absence of an end to the conflict.

Clearly, protection concerns are rife and risk becoming worse as transit or launch-pad countries implement harsher penalties under growing political pressure. Conditions of administrative detention are poor at best as local law enforcement struggle to cope with rapidly growing numbers. The push and pull factors behind these migratory flows are complex and multi-faceted. A collective effort is needed to identify and fill knowledge gaps as they relate to migratory flows, Syrian refugees, humanitarian assistance and protection. Particular attention will be paid to migration flows through and from Turkey and Egypt. In complementarity with other EU instruments initiatives, small-scale demonstrative actions that integrate evidence-based operational advocacy to better inform policy and practice, will be considered on a case-by-case basis.

#### *Education (in emergencies)<sup>2</sup>*

ECHO will provide further support to meet the mounting needs of children in conflict affected contexts that are out of school or risk education disruption. Within this HIP project addressing education and child protection will be funded. ECHO will favour education in emergency projects in areas where the % of out-of-school children is particularly high, there are grave child protection concerns and where other sources of funding available are limited. Complementarity and synergies with other EU services and funding instruments will be sought. In addition, complementarity and synergies with funding provided by the Global Partnership for Education is encouraged.

#### *Communication/Visibility*

Partners will be expected to ensure full compliance with visibility requirements in accordance with the applicable contractual arrangement as well as with specific visibility requirements agreed-upon in the Single Form, forming an integral part of individual agreements. In particular, this includes prominent display of the EU humanitarian aid visual identity on EU funded project sites, relief items and equipment and the acknowledgement of the funding role of and the partnership with the EU/ECHO through activities such as media outreach and digital

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<sup>2</sup> ECHO will look into covering gaps in needs of children in conflict-affected contexts who are out of school or face risk of education disruption. Within this HIP, small-scale innovative projects addressing education and child protection with a clear link to other instruments and development funds will be considered. Nevertheless, educational needs related to the Syria crisis will continue to be primarily addressed through other EU funding mechanisms, such as the 'Madad' Trust Fund and the European Neighbourhood Instrument led by DG NEAR. To avoid overlap, all ECHO funded projects will be complementary to those funded through other EU funding mechanisms directed towards education in emergencies and the No Lost Generation initiative.



communication. Further explanation of visibility requirements can be consulted on the dedicated visibility site: <http://www.echo-visibility.eu/>

#### Inside Syria:

ECHO's response inside Syria will rest upon a four-pillar strategy that includes negotiated access, emergency response, protection, accountability and support to partnerships. It will be applied to all operational hubs, including regular and cross-line operations from Damascus, and all possible cross-border operations from neighbouring countries and methods of delivery - direct and remote management.

Secondary consideration will be given to support the protracted needs of IDP and host populations to reach basic minimum standards where gaps in life-saving assistance provision exist. Addressing vulnerability to avoid life-threatening conditions will also be considered. Good practice in terms of assessment, vulnerability targeting, choice of adapted transfer modalities and post distribution monitoring will be sought.

ECHO's response will not be sufficient to cover all of the most urgent needs in Syria. Therefore, protection, health and wash activities will be given the highest priority and partners will be required to clearly define targeting criteria and set priorities so as to ensure that assistance reaches the most vulnerable. For the NFI/Shelter sector, ECHO will only consider supporting activities that respond to a specific shock with duly justified targeting.

Partners are expected to provide an all-of-Syria analysis in their proposals and justification, including costing, for the choice of hub and method of delivery.

Concerted efforts by partners to increase the existing humanitarian footprint inside Syria are sorely needed. ECHO will support a limited number of partners with proven contacts and an appetite to respond to spearhead humanitarian acceptance/access strategies. Careful and sustained engagement with all parties to the conflict, and without exception, to negotiate humanitarian access to underserved or otherwise neglected populations will be pursued. Assistance strategies will address urgent needs with the aim of building acceptance and providing integrated responses to entrapped populations over time. Basic information collection and, to the extent possible protection monitoring, will aim to increase the visibility of humanitarian needs in these areas. Allocations will follow a phased approach consistent with access growth. Where remote modalities are considered, due diligence will be required.

Ensuring the timely, adequate and appropriate provision of humanitarian assistance to newly displaced populations is a priority. ECHO will seek to support immediate emergency relief in a coordinated, harmonised and integrated manner. To that end, systemic and joined-up approaches that aim to cover specific geographic areas prone to or anticipated recurrent displacement are encouraged. Triggers for assistance and assistance packages able to cover newly displaced basic needs for a minimum period are to be defined with and by relevant Clusters/Technical Working Groups. Multi-sectorial needs assessments should be mainstreamed in order to facilitate targeted follow up actions as required.

ECHO will support protection initiatives as described under the thematic issues (above). In the context of a crisis where direct implementation is minimal, particular attention will be paid to the ability and capacity of partners (or their field-based operational partners) to safely and impartially deliver appropriate humanitarian assistance with adequate control mechanisms in place. Robust humanitarian project cycle management will be considered as a cornerstone of ECHO-funded operations. Special attention will be paid to thorough risk analysis and management across the project cycle, including eliminating risk-transfer to partners. Demand-driven and sustained support to partnerships will be encouraged.

Wherever possible and as the situation allows ECHO together with the Directorate General for European Neighbourhood and Enlargement Negotiations (DG NEAR) will plan a gradual and combined transition towards more resilience oriented activities.

#### In Lebanon:

ECHO will support protection initiatives as described under the thematic issues (above). ECHO will seek the most effective planning of resources so that life-saving and basic assistance is guaranteed to the most vulnerable segment of the population (defined as 50% of the total refugee population in the preliminary results of the 2015 Vulnerability Assessment of Syrian Refugees (VaSYR)). To that end, ECHO will support multi-purpose cash assistance to be channeled through a single modality (i.e. one-card). Assistance may be extended to non-registered refugees reluctant to register because of protection concerns. Eligibility to assistance is to be decided based on vulnerability criteria and not on status.

Support for neglected or otherwise underserved refugee populations to reach basic minimum standards (shelter, WASH) will be considered. Integrated approaches within and between organizations that seek economies of scale and maximize geographic coverage are encouraged to reduce operational costs. Provision of assistance is conditioned on strict adherence to standard operating procedures developed by the relevant sector working groups. It is important to promote cost effective approaches especially for care and maintenance, fostering links with municipal systems and the use of the appropriate technologies, arbitrating best placed donors between ECHO or longer-term donors.

In 2016, ECHO will continue to focus on health care while encouraging a more cost efficient approach to hospital care factoring in its positioning the latest discussion in the health sector as well as a gap analysis. Secondary health care remains a severely underfunded service and may require a sustained ECHO involvement. Support to primary health care will be decided considering the added value of an international partner to improve the quality of care or the understanding of the situation (i.e. with an emphasis on relevant data collection and analysis). The provision of rehabilitative services and responding to the needs of people living with disabilities and/or special needs will also be considered. In 2016, ECHO will continue to focus on secondary health care while encouraging a more cost efficient approach to hospital care. The provision of rehabilitative services and responding to the needs of people living with disabilities and/or special needs will also be considered.

#### In Jordan:

ECHO will support protection initiatives as described under the thematic issues (above). ECHO will focus its support on life-saving humanitarian interventions (basic needs, health) for the most vulnerable refugees living in camps and urban settings as defined by the Vulnerability Assessment Framework (VAF) and on protection grounds (unregistered refugees, etc.).

Attention will be paid to improving access to health care for refugees, either for being unregistered, with expired certificates or unable to cover the non-subsidized fees. Provision of reproductive health services, comprehensive management of SGBV cases, treatment of chronic diseases and support to the disabled will also be considered. Ensuring the timely, adequate and appropriate provision of humanitarian assistance to new arrivals (including the war wounded) and persons trapped in border areas will be a priority for ECHO. Although ECHO acknowledges outstanding needs in Shelter and WASH and following major investments done in the past, these sectors are not identified as a priority for 2016 unless significant changes occur.

In Turkey:

ECHO will support protection initiatives as described under the thematic issues (above). ECHO will continue to focus on covering the basic needs of neglected and underserved out-of-camp refugees with the dual aim of short-term humanitarian relief while also supporting social cohesion and integration of refugees with their host communities.

The identification and development of assistance models that can prove effective in increasing the visibility of humanitarian needs and addressing gaps in the overall response is encouraged. These could include small-scale innovations with a demonstrative effect that can be brought to scale with support from other instruments or in collaboration with the GoT. Ensuring the timely, adequate and appropriate provision of humanitarian assistance in response to new influx of refugees – both small and large scale – will be a priority for ECHO. Coordinated, harmonized and integrated emergency relief in close collaboration with all relevant authorities is expected.

Egypt and other potential countries:

The needs of Syrian refugees in Egypt are covered under this HIP. However, ECHO support will only be considered for emergency priority needs and in comparison with existing identified needs in the countries bearing the largest brunt of the crisis. The decision to support humanitarian operations in these countries will be made on a case by case basis.

#### **4. LRRD, COORDINATION AND TRANSITION**

*a. Other ECHO interventions:*

The needs of Syrian refugees in Iraq will be addressed under the 2016 Iraq HIP and will follow the same operational recommendations as the 2016 Syria HIP. Under, the 2015 Children of Peace decision, ECHO is supporting 4 projects for emergency education of Syrian refugees in Turkey and Iraq.

*b. Other services/donors availability:*

The EU has been leading the international response to the crisis with over €3.6 billion mobilized collectively, including humanitarian aid, stabilization and macro-financial assistance (Commission's humanitarian aid: EUR 881m). At the Third International Pledging Conference in Kuwait (31 March 2015), the EU collectively pledged €1.1 billion, with EUR 500 million coming from the EU budget (EUR 200 M humanitarian aid, EUR 300 M resilience and stabilization assistance). This means a doubling of the EU pledge (2014: EUR 550 M) and a tripling of the Commission's pledge (2014: EUR 165 M).

Complementarities between actions supported by the Instrument contributing to Stability and Peace (IcSP), the European Neighborhood Instrument (ENI), the Instrument for Pre-Accession (IPA) and the newly established “Madad” EU Trust Fund and humanitarian funding in response to the Syrian crisis has been sought since the onset of the response and is continually under review. The combination of refugee-focused emergency interventions, interventions targeting host communities and those in support of host governments, aims to ease social tensions and facilitate a transition process from relief to development. Future financial allocations will be guided whenever possible by the Jordan, Lebanon, Turkey and Syria JDHF currently being developed by ECHO and DG NEAR.

*c. Exit scenarios*

While it is too early to consider exit scenarios, the move towards a strategic division of labour with other financial instruments based on a regional strategy will be reinforced. In neighbouring countries where no new arrivals are recorded and the needs of refugees are entering a care and maintenance phase (in camp and outside of camps), a handover of ECHO to stabilization / development instruments (IcSP, ENI, IPA, DCI, Madad EUTF, etc.) that are better placed to provide long-term development support will be sought. ECHO will continue to advocate for durable solutions for refugees in neighbouring countries (including resettlement and access to livelihoods) and will call for increased funding from development donors to address the structural nature of the crisis.