

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

SYRIA REGIONAL CRISIS

The full implementation of this version of the HIP is conditional upon the approval of the transfer by the Budgetary Authorities

AMOUNT: 239 497 177

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2022/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annexes¹ is to serve as a communication tool for DG ECHO²'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

3rd Modification – 11 October 2022

This Modification consists of a top-up of EUR 20 000 000 in view of the sharply deteriorating food security situation in in Syria and Lebanon.

In **Syria**, 64% of the population are facing food insecurity (13.9 million), with 12 million facing acute food in security and 1.9 million people at risk of sliding into food insecurity. In August 2022, WFP reported that food prices in Syria were 36% higher than in January, and 85% more compared to the same time last year. Out of the USD 1.7 billion required under the 2022 Humanitarian Response Plan (HRP) for the Food Security sector, only USD 309.7 million (18%) has been received. An additional EUR 15 million has been allocated to address food security needs in Syria.

In **Lebanon**, the impact of the economic crisis continues to erode resilience amongst refugees and Lebanese alike. Russia's war of aggression against Ukraine and its impact on wheat prices (+12% in September 2022) comes as an aggravating factor, in addition to the continued depreciation of the Lebanese Lira (LBP) and the lifting of the fuel subsidy by the Central Bank. Since the beginning of 2022, food prices have increased by 30% and since the start of the crisis in October 2019 by more than 2 000%. The continuing rise in food prices, coupled with mounting challenges to access basic services and shrinking purchasing power, is making life increasingly difficult for the 54% of Lebanese and 88% of Syrian refugees who are vulnerable and in need of assistance³. An additional EUR 5 million has been allocated to address food security needs in Lebanon.

The indicative amount of EUR 1 million initially allocated to Lebanon for Disaster Preparedness has been transferred to another crisis HIP as the needs in Lebanon will be

¹ Technical annex and thematic policies annex.

² Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO).

³ WFP Situation Report, August 2022

covered by the IFRC pilot Programmatic Partnership action ‘Accelerating local action in humanitarian and health crises’.

2nd Modification – 5 August 2022

This modification is intended to transfer EUR 2 997 177 to be allocated to the IFRC pilot Programmatic Partnership action ‘Accelerating local action in humanitarian and health crises’.

1st Modification – 30 March 2022

In **Lebanon**, the multiple crises show no signs of abating. The Multi-Sector Needs Assessment (MSNA) endorsed by the humanitarian community shows increasing humanitarian needs across the population. The United Nations has set the Number of People in Need at 2.478 million people (2.214 million Lebanese, 180 000 Palestinian refugees and 78 000 migrants), while in addition 90% of the 1.5 million Syrian refugees remain extremely poor. Access to food and health services are among the most prominent concerns. Three quarters of Lebanese households report difficulties paying medical bills and medicines, 41% reduce meals to cope with increasing prices and loss of income. The impact of the war in Ukraine on wheat imports is already being felt and will further aggravate the food crisis: Until now, 81% of wheat was imported from Ukraine and 15% from Russia. Unparalleled increases in global prices, including fuel and gas, will affect the most vulnerable even more.

An additional EUR 20 million has been allocated to Lebanon to address multi-sector needs and life-saving interventions. Special focus will be on areas and communities with proven high food insecurity, highly insufficient access to health care or with specific protection concerns. Partnerships with local initiatives are highly encouraged.

CONTEXT

The protracted crisis in Syria continues to generate humanitarian needs unparalleled in scale, severity and complexity. Inside Syria, the humanitarian situation has deteriorated massively over the past twelve months, mainly due to the unresolved political crisis, ongoing conflict, the sharp economic downturn, the effects of the COVID-19 pandemic and a severe water crisis affecting millions across the country, amplified by the worse drought in Syria in 70 years. The number of people in need of life-saving assistance has reached an unprecedented 13.4 million people in 2021. 12.4 million people are food insecure, 6.7 million people are internally displaced, and 2.4 million children are out of school.⁴ The context remains highly volatile and complex, broadly characterised by three sub-contexts: Northwest, Northeast and Southern/Central Syria, with each of them experiencing various levels of conflict intensity, access dynamics, constraints and humanitarian needs.

While the UN Security Council Resolution 2585 (2021) authorising cross-line and cross-border assistance to Northwest Syria has been renewed in July 2021, humanitarian access to Northwest Syria remains difficult. The ceasefire agreed between Turkey and Russia in

⁴ Humanitarian Needs Overview (HNO 2021).

March 2020 remains fragile, with continued shelling and violence reported across the region. 3.5 million people are in need of humanitarian assistance in the region. Around 2.7 million people are IDPs, many of them forcibly displaced several times.

In Northeast Syria, close to 650 000 people remain displaced, including around 130 000 living in 10 IDP camps. The discontinuation of UN support to cross-border assistance from Iraq through the Yaroubia crossing point continues to pose significant challenges to the provision of critical services, notably in the health sector.

The situation in the Government-controlled areas in Central and Southern Syria is marked by increased poverty levels and continued access constraints. Increased levels of violence have been observed in the second half of 2021, notably in the Dera'a Governorate. Life remains a daily struggle, with limited access to basic goods, services and livelihood opportunities, increasing financial hardship and eroding coping capacities. There are more than 3 million people still displaced and 8.1 million people in need of humanitarian assistance.

There are some 5 575 000 million registered Syrian refugees in neighbouring countries, the largest refugee population worldwide, including 3 630 000 in Turkey, 850 000 in Lebanon, 662 000 in Jordan, 242 000 in Iraq and 130 000 in Egypt. Lebanon accounts for the world's highest number of refugees per capita, with refugees making up a third of the population. Jordan has the second highest ratio, at 87 refugees per 1 000 inhabitants.

In **Lebanon** the severe political, socio-economic and financial crisis has sharply increased vulnerabilities among refugees and Lebanese alike. 78% of the Lebanese population is now considered poor, and 36% as extremely poor.⁵ The unstable situation has a negative influence on the political discourse with regard to the presence of an estimated 1.5 million Syrian refugees. Inter- and intra-communal tensions are rising. Perceptions of aid bias towards refugees adversely affects the delivery of humanitarian aid. Despite government efforts to address protection needs, refugees remain subject to curfews, evictions, arbitrary arrests, and movement restrictions, and with limited access to livelihood opportunities. Deportations of Syrians and Palestinian Refugees from Syria (PRS) without due process and procedural safeguards are on the increase and amount to *refoulement*.

In **Jordan**, the protracted crisis is characterised by the presence of refugee populations both in camps and in urban settings. Forced relocations to Azraq camp/Village 5, where 10 000 refugees are residing with no freedom of movement, have continued. The registration of non-Syrian refugees was suspended in early 2019, further restricting their protection space. Some 83% of refugees live below the poverty line.⁶ COVID-19 lockdown measures have further exacerbated the lack of access to livelihood opportunities, in particular for urban refugees. Half of refugee children could not access remote learning platforms and Sexual and Gender-Based Violence (SGBV) has increased. While the number of people stranded in Rukban/the 'Berm' has decreased to an estimated 10 000 people, protection and lack of access to health services remain issues of concern.

DG ECHO's Integrated Analysis Framework for 2021 identified extreme humanitarian needs in Syria, and high humanitarian needs in Lebanon and in Jordan. The vulnerability

⁵ Emergency Response Plan, Lebanon, 2021/2022, UNOCHA.

⁶ UNHCR Fact sheet (February 2021).

of the population affected by the crisis is assessed to be very high in Syria, and high in Lebanon and Jordan.

	SYRIA	LEBANON	JORDAN
INFORM Risk Index	7.3/10	5/10	4.4/10
Vulnerability Index	7.7/10	6.2/10	6.1/10
Hazard and Exposure	8.7/10	4.6/10	3.3/10
Lack of Coping Capacity	5.7/10	4.3/10	4.3/10
Global Crisis Severity Index⁷	4.9/5	3.7/5	2.9/5
Projected conflict risk	9.7/10	5.5/10	3.3/10
Uprooted People Index	10/10	10/10	10/10
Humanitarian Conditions	4.9/5	3.2/5	2.6/5
Natural Disaster Index	5.7/10	5.2/10	4.2/10
HDI Ranking⁸ (value)	0.567	0.730	0.723
Total Population⁹	17 500 657	6 825 44	10 203 14

HUMANITARIAN NEEDS

1) People in need of humanitarian assistance:

The Syria crisis continues to generate massive levels of needs across the region. On the one hand, there is large-scale displacement of populations internally and in neighbouring countries, leading to both life-saving emergency needs in active conflict settings, and on the other hand more protracted emergency needs in places of asylum. Needs in terms of protection, access to basic health and WASH services, shelter, education, food assistance and livelihoods are all increasing, in a context where socio-economic vulnerabilities and the COVID-19 pandemic are further exacerbating an already dire humanitarian situation across the region.

	SYRIA¹⁰	LEBANON	JORDAN
People in need of humanitarian assistance	13.4 million, including: 1.48 million in catastrophic need, 4.51 million in extreme need	3.6 million, including: 1.5 million displaced Syrians 1.9 vulnerable Lebanese ¹¹	758 330 registered refugees ¹²
Refugees and IDPs	6.7 million IDPs, including: 2.7 million in Northwest Syria 0.65 million in Northeast Syria 3.35 million in Government	1.5 million displaced Syrians 19 930 refugees of other nationalities	670 637 Syrians, and 87 693 refugees of other nationalities 2 175 491 Palestinian Refugees from Jordan

⁷ INFORM. Available at: <http://www.inform-index.org/Global-Crisis-Severity-Index-beta>

⁸ Humanitarian Development Index (HDI), United Nations Development Programme.

⁹ World Bank data, as of 2020. Available at: <https://data.worldbank.org/indicator/SP.POP.TOTL>

¹⁰ Humanitarian Needs Overview Syria (HNO 2021).

¹¹ Emergency Response Plan, UNOCHA.

¹² Jordan: Statistics for Registered Persons of Concern (UNHCR, August 2021).

	controlled areas 438 000 Palestine Refugees from Syria	180 000 Palestinian Refugees from Lebanon 27 700 Palestine Refugees from Syria	17 000 Palestine Refugees from Syria
People in need of health services	12.4 million	3 009 700, including 1 365 000 Syrian refugees	756 878 refugees
Food insecure people	12.4 million, of which 1.3 million severely 1.8 million at risk	2 314 700 are food insecure, including 1 320 000 Syrian refugees	514 615 Syrian refugees
People in need of WASH support	12.2 million	2 688 072 are in need of water and sanitation services, including 990 000 Syrian refugees	129 000 refugees incl. population in Rukban/the 'Berm'
People in need of shelter support	5.88 million	1 951 700, including 855 000 Syrian refugees	320 799 Syrian refugees
Children in need of Education in Emergencies	6.9 million people in need of emergency education assistance 2.45 million school-aged children out of school 1.6 million at risk of dropping out	1 185 023 are in need of education-related support, including 687 661 Syrian refugees 40% of school-aged Syrian refugees remain out of school	238 038 school-aged Syrian refugees 92 399 out of school

2) Description of the most acute humanitarian needs

2.2.1 Health

Syria: Only 58% of hospitals and 53% of Primary Healthcare Centres are fully functional. The main needs include comprehensive primary healthcare, trauma, post-operative care, physical rehabilitation, life-saving obstetric and reproductive health, Mental Health and Psychosocial Services (MH/PSS) and secondary health care. The cost of health services, lack of health staff, medicines, supplies, as well as the fear of exposure to COVID-19 remain main barriers to access health. Disrupted water networks and waste management, displacement, insufficient shelter solutions and food insecurity contribute to expose populations to epidemic-prone diseases. Chronic malnutrition remains one of the major public health and development concerns in Syria, where more than 600 000 children and one out of three displaced children are stunting every year. The COVID-19 pandemic puts additional strain on the health system. The vaccination rollout remains slow due to a low level of awareness, and is prone to delays due to a lack of equipment, as well as logistics and security constraints.

Lebanon: The public health system is near collapse, most notably regarding secondary and tertiary care. Many outpatient departments, radiology and laboratory departments are closed. Substantial reductions of 60%-80% in imports of medicine and medical supplies are leading to significant shortages in essential drugs. Health professionals are leaving the health service or the country. The vast majority of Lebanese and refugees are unable to afford available healthcare. While this situation has been further exacerbated by the COVID-19 pandemic, non-COVID-19-related mortality and morbidity has increased significantly.

Jordan: The provision of health services in the refugee camps remains the sole responsibility of external aid donors, with acute gaps in primary healthcare and in Sexual and Reproductive Health. While refugees living in urban areas can access healthcare services at a subsidised rate, this still represents an unaffordable cost due to worsening economic conditions and a lack of livelihood opportunities. The provision of life-saving assistance in Rukban/the ‘Berm’ remains paramount.

2.2.2 Protection

Syria: 13.1 million people in Syria are in need of protection assistance, and severe protection risks are reported at community level in all governorates. Critical gaps and challenges remain in terms of freedom of movement and humanitarian access, SGBV, early/forced marriage, arbitrary arrests and detention, forced disappearances and conscription, access to civil documentation, and Housing, Land and Property (HLP) rights. This leaves vulnerable groups such as children, adolescent girls and boys, persons with disabilities¹³, male and female survivors of sexual violence, the elderly, but also young men, increasingly exposed to significant protection risks. In areas directly affected by hostilities, attacks on civilians and civilian infrastructure including hospitals and schools, displacement, movement restrictions, grave violations against children, loss of assets and livelihoods, SGBV and contamination by explosive hazards continue. About one third of populated communities are estimated to be contaminated by mines and unexploded ordnances (UXOs), and 11.5 million people in Syria are estimated to be exposed to related risks.

Lebanon: An increasingly large part of the UNHCR registered refugee population does not have access to legal residency (84% in 2021), and therefore lacks legal status. This exposes them to higher levels of protection risks, including limitations to freedom of movement, and hampers their access to assistance, basic services and employment. Obstacles to obtain or renew legal stay remain and are further exacerbated by the COVID-19 pandemic, with the latter also negatively affecting resettlement schemes to third countries. Increasing social tension between Lebanese and Syrians may prompt greater calls for Syrians to return and for host communities to demand better access to humanitarian assistance. Increasing poverty and the accumulation of debt has prompted an increase in child labour, child marriage and SGBV.

Jordan: Registration (including renewal) and provision of legal assistance is a priority to protect refugees and allow them to access basic services. Around 30 000 Syrian and 7 000 non-Syrian refugees lack proper documentation, putting them at risk of detention, forced relocation to camps or deportation. SGBV is also a major protection concern.

2.2.3 WASH

Syria: WASH systems have suffered from damages related to hostilities, limited or absence of maintenance, continuous drain of technical staff and poor water resources management. WASH infrastructures and service provision in many parts of Syria require significant repair and operational support.¹⁴ More than 7 million people are highly dependent on humanitarian assistance for access to sufficient and affordable safe water,

¹³ Estimated at 3.7 million in Syria or 27% of the total population (HNO 2021).

¹⁴ Ibid.

adequate sanitation, and solid waste management and/or hygiene supplies.¹⁵ In 2021, the situation has further deteriorated, with many areas experiencing a serious water crisis generated by a severe drought and climate change, lower water levels in the Euphrates and significant deficiencies in main water stations, exacerbating humanitarian needs and putting millions at immediate risks.

Lebanon: Mainly due to structural shortcomings, over 3 million people in Lebanon, including the large majority of the Syrian refugee population, are at risk of losing access to safe water. Water shortages will force households to increasingly rely on unsafe and more expensive alternatives such as collecting untreated water from springs or use of water trucking.¹⁶ Access to water is jeopardised further by shortages in electricity and fuel for the generators that power water pumps. Dependence on fossil fuels needs to be reduced, including through investment in greener solutions.

Jordan: Around 10 000 Syrians stranded in Rukban/the ‘Berm’ are in need of access to safe water and sanitation.

2.2.4 Food Security and Livelihoods (FSL)

Syria: The situation in Syria has drastically deteriorated in 2021, with an estimated 14.2 million people in need of food and agriculture assistance, including 1.3 million people considered as severely food insecure.¹⁷ There are wide-ranging needs for support, ranging from emergency food assistance to targeted livelihood opportunities to help beneficiary households to become self-reliable (e.g. agricultural input, technical capacity-building). This situation is further exacerbated by the economic and COVID-19 crises, whose main consequences include the loss of livelihoods, reduction in purchasing power and massive inflation of food prices.

Lebanon: 88% of refugee households live below the survival minimum expenditure basket and 36% of Lebanese live in extreme poverty. The depreciation of the local currency by 90% since October 2019, and high inflation (400% on food SMEB, have put many households at serious risk: 50% of the Syrian households (with borderline and emergency food consumption thresholds) and 22% Lebanese households are food insecure¹⁸). The economic collapse contributes to reduced livelihood opportunities in a strongly restrictive labour environment for refugees.

Jordan: Close to 83% of the refugee population live below the poverty line¹⁹ mainly due to a lack of access to livelihood opportunities which has been further exacerbated by the COVID-19 crisis.

2.2.5 Shelter and Non-food Items

Syria: 5.88 million people are estimated to be in need of shelter support inside Syria. IDPs and returnees are disproportionately affected. Nearly 50% of returnees live in damaged buildings, and an estimated 26% of IDPs reside in damaged and/or unfinished buildings, public buildings such as schools and other non-residential buildings, with increasing risks

¹⁵ HNO 2021.

¹⁶ UNICEF Lebanon: Urgent WASH Needs (August 2021)

¹⁷ HNO 2021.

¹⁸ Emergency Response Plan, Lebanon, 2021/2022, UNOCHA.

¹⁹ UNHCR Factsheet (February 2021).²⁰ HNO 2021.

in terms of protection and public health. The lack of emergency NFIs also remains critical, with the overall number of people in need increasing to 4.69 million in 2021.

Lebanon: The large population suffering from inadequate shelter includes economically vulnerable Lebanese, and Syrian and Palestinian refugees throughout the country. Temporary shelter arrangements remain important to tackle protection, safety and emergency needs, as economic pressure drives more people to use less expensive shelter options, which are often of substandard nature are prone to shocks and hazards, and generate more waste by having to be replaced more frequently.

2.2.6 Education in Emergencies

Syria: Education continues to be greatly affected by the conflict. Access remains limited, with 2.45 million children aged 5 to 17 out-of-school and 1.6 million at risk of dropping out.²⁰ Lack of security and safe school premises, unaffordable schooling costs, child labour, shortage of qualified personnel, the use of schools for non-educational purposes such as emergency shelter all affect education services, particularly in northern Syria. Needs are expected to further increase in 2022 also due the COVID-19 pandemic.

Lebanon: 2020/2021 has seen education interrupted for over 1 200 000 school-aged children, both Lebanese and refugees, of which 400 000 have received no education at all.²¹ It is also noted that an estimated 40% of Syrian children remain out of school with 30% that have never attended any form of learning (VASYR 2021). Access, retention, quality learning and transition from non-formal to formal education faces bottlenecks. A combination of socio-economic and administrative constraints keeps many children out of school.

Jordan: The dire economic conditions, exacerbated by the COVID-19 crisis, increase the risk of children dropping out of school and being exposed to child labour and early marriage. This was already raised as a concern by UNHCR, WFP and UNICEF in their Multi-sectoral Rapid Needs Assessment (April 2020) which also highlighted that 26% of children were experiencing increased levels of domestic violence. With almost 240,000 school aged refugees, of which over 90,000 are out of school, this is an issue where continued support makes a difference to the lives of these vulnerable children.

2.2.7 Disaster Preparedness and Disaster Risk Reduction

Syria: Syria continues to rank among the most at-risk countries, with active conflict still affecting the country, notably in the North but also in South Syria. Large-scale displacements continue to occur, and rapid response is required to cater for relevant emergency needs. Moreover, natural disasters such as floods, droughts and epidemics frequently affect local populations. In case of sudden disasters, humanitarian actors need to remain able to provide first-line emergency response in a flexible manner.

Lebanon: Lebanon is vulnerable to a wide range of natural and human-induced hazards. In particular the 2020 Beirut port explosions exposed vulnerability in response and preparedness of Lebanese authorities and local communities. It showed shortcomings in terms of linkages with humanitarian coordination and response structures. Other threats are forest fires, floods and chemical hazards.

²⁰ HNO 2021.

²¹ Lebanon Emergency Response Plan 2021 - 2022 (August 2021)

Jordan: Jordan is vulnerable to recurrent flash floods during the period October-January followed by landslides. In addition, Jordan is drought prone in summer and this exacerbates water availability.

HUMANITARIAN RESPONSE AND COORDINATION

1) National / local response and involvement

Syria: The ability and willingness of public authorities to deliver public services is limited and biased, while outside Government-controlled areas line ministries are almost entirely absent. Humanitarian action is mainly implemented by more than 200 national NGOs partnering with the UN and INGOs. National NGO capacities vary, with low levels in particular in the Northeast. INGOs operating from Damascus continue to be subjected to administrative limitations in partnering with local NGOs, their access remains limited and is subject to delays and denial by the authorities. In the Northwest, humanitarian assistance is provided by UN agencies and INGOs, with support from local organisations. In the Northeast, the response relies on international/local NGOs operating cross-border from Iraq, and on the UN/NGOs operating cross-line from Damascus, with challenges as to their efficiency and effectiveness.

Lebanon: The absence of a government for more than a year and the lack of development of the public sector has resulted in an inability to service the needs of the population. Given the depth of the crises, the government will face challenges to introduce the necessary reforms to build up capacity and address these needs. Lebanon has an active civil society and an extensive network of national NGOs. Local NGO capacity is not yet fully exploited. To maximise efforts and capitalise on local actors' outreach, meaningful partnership and complementarities between international and local NGOs should be enhanced.

Jordan: The multi-year Jordan Response Plan (JRP) led by the government is the only national comprehensive plan through which the international community provides financial support for the short- to mid-term response for both refugees and vulnerable Jordanians and for coordination between government and more than 150 national and international partners. The Jordan National NGOs Forum (JONAF) regroups more than 40 Civil Society and Community Based Organisations involved in the humanitarian response and development efforts. JONAF representatives attend the Humanitarian Partners Forum meetings.

2) International Humanitarian Response

Syria: The Whole of Syria (WoS) coordination architecture is composed of the Regional Humanitarian Coordinator in Amman, the Deputy Regional Humanitarian Coordinator in Gaziantep and the Resident/Humanitarian Coordinator in Damascus. Its objective is to ensure a coherent, efficient and cost-effective multi-sectoral response in Syria, through direct, cross-line and cross-border assistance. The main coordination fora (Humanitarian Country Team in Damascus, Humanitarian Liaison Group in Gaziantep and Syria Strategic Group in Amman) regularly engage with the donor community through post-meeting briefings and ad-hoc discussion via the Syrian Donors Working Group (SYDWG). Similarly, clusters and sectors provide regular updates to donors. In addition, NGO coordination platforms exist in each operational hub and play a key role in terms of response, coordination, advocacy and access. The yearly published Humanitarian Needs Overview (HNO) and Humanitarian Response Plan (HRP) provide a comprehensive and

consolidated analysis of the impact of the humanitarian crisis in Syria, and constitute the key reference documents for humanitarian actors.

In neighbouring countries

The Regional Refugee and Resilience Plan (3RP), developed under the leadership of national authorities, aims to strengthen the protection, humanitarian assistance and resilience of affected populations. It integrates and is aligned with existing national plans, including the Jordan Response Plan (JRP) and the Lebanon Crisis Response Plan (LCRP) and country chapters in Egypt, Turkey and Iraq. The UNHCR leads the inter-agency coordination for the Syrian Refugee Response, while UNRWA is responsible for the coordination of the assistance to Palestine Refugees in Syria (PRS). Despite the existence of coordination fora, the response remains fragmented.

Lebanon: The humanitarian response is overseen by the UNHC/RC, supported by OCHA. The main coordination forum is the Humanitarian Country Team (HCT), where strategic and operational decision-making and oversight is carried out. It includes representatives from the UN, INGOs, the Red Cross/Red Crescent Movement, donors and the NGO platforms LHIF (Lebanon Humanitarian INGOs Forum) and LHDF (Lebanon Humanitarian and Development NGOs Forum). Against the backdrop of political instability, ineffective leadership and absence of essential reforms, there is an increasing consensus in Lebanon on the need to progressively balance support to vulnerable Lebanese, migrants and the refugee population. The Government of Lebanon drafted the Lebanon Crisis Response Plan (LCRP) in collaboration with the UN and NGO community, primarily targeting Syrian refugees and host communities. This is complemented by the Emergency Response Plan (ERP), targeting vulnerable Lebanese, migrants and Palestinian refugees. Coordination is ensured with the Lebanon Reform, Recovery & Reconstruction Framework (3RF) addressing the consequences of the Beirut blast, ensuring policy formulation that benefits a "Whole of Lebanon" crisis response.

Jordan: The overall humanitarian response is under the supervision of the HC/RC, supported by OCHA. The main coordination forum is the Humanitarian Partners Forum (HPF), co-chaired by the HC/RC and the UNHCR Country Representative. A Humanitarian Donor Group (HDG), currently co-chaired by DG ECHO, aims at facilitating the coordination between all donors and linking up with the HPF. The Jordan INGO Forum (JIF) brings together over 50 international organisations, representing them during the main fora in-country and exercising an advocacy role.

By the end of August 2021, donor contributions to humanitarian programmes amounted to:

- For Syria, the Humanitarian Response Plan (HRP) had received USD 1.3 billion, or 31% of its funding requirements.
- The LCRP had received USD 646 million, or 24% of its funding requirements.
- The JRP 2020-2022 appeal was released in June 2020 with an estimated requirement of USD 2.43 billion for 2021. It has so far received USD 220.8 million, equivalent to 9.1% of its funding requirements.
- The Regional Refugee and Resilience Plan (3RP) has received USD 1.37 billion, or 23.4 % of its funding requirements.²²

²² Syria Refugee Response and Resilience Plan (3RP) 2021 | Financial Tracking Service (unocha.org)

The EU is the leading donor in the international response to the Syria crisis. Together with its Member States, the EU has mobilised more than EUR 24.9 billion in humanitarian, development, economic and stabilisation assistance since the beginning of the crisis. Of this amount, the European Commission/DG ECHO has allocated almost EUR 2.3 billion in humanitarian aid to Syrians and vulnerable host communities inside Syria and the region, including more than EUR 1.1 billion inside Syria, EUR 722 million in Lebanon and EUR 375 million in Jordan.

In March 2021, the EU hosted and co-chaired the fifth Brussels Conference on Supporting the Future of Syria and the Region, which resulted in pledges amounting to EUR 3.6 billion for 2021, and multi-year pledges close to EUR 1.7 billion for 2021 and beyond.²³

3) Operational constraints in terms of:

i.) Access/humanitarian space:

Syria: Concerns regarding lack or denial of access, International Humanitarian Law (IHL) violations, protection of humanitarian workers and duty of care are common across all of Syria. In Government-controlled areas, military operations and administrative requirements continue to restrict movements of humanitarian actors, their direct access to those in need, and their capacity to implement activities. While the possibility for INGOs to partner with different local actors has improved, there is still the obligation to officially register through a broader umbrella, either with Syrian Arab Red Crescent or the Syria Trust for Development, with only limited exceptions. ‘Cross-line’ delivery of assistance from Damascus to Northern Syria remain marginal so far.

In Northwest Syria, insecurity continues to greatly hamper access. Continued negotiation is required to ensure the respect of humanitarian space, as remote management and implementation via national actors remain the main modality of delivery. NGOs conducting cross-border operations also continue to face scrutiny and administrative impediments. Solid risk mitigation measures, including third party monitoring, risk management plans and the early identification of both risks and response strategies, must be promoted by all humanitarian organisations and partners. In the Northeast, despite a *de facto status quo* since October 2019, pockets of insecurity remain where the presence of armed groups, including the Islamic State group (ISg), affect the implementation of humanitarian assistance.

Lebanon: The security situation is extremely fragile, with widespread social unrest, volatility in Palestinian camps and confinement measures, significantly reducing operational access and field presence in the wake of the COVID-19 crisis. The restrictive regulatory framework, including suspending UNHCR registration of refugees in 2015 and reduced access to legal residency, restrictive border entry for Syrians, increased trends of evictions, raids and demolitions in informal settlements, have all contributed to further limiting the effectiveness of the response. Difficulties in accessing fuel is further affecting humanitarian movement, provision of essential health and water services, and supply chains.

²³ For pledges and statements, please see: https://eeas.europa.eu/headquarters/headquarters-homepage/93313/brussels-v-conference-%E2%80%93-supporting-future-syria-and-region_en

Jordan: Due to the closure of the Jordanian-Syria border, there is no humanitarian access to the population stranded in Rukban/the ‘Berm’ area, where about 10 000 people are still displaced with little or no access to the most basic assistance.

ii) Partners (presence, capacity), including absorption capacity on the ground:

Syria: While remote management and implementation by local partners induce additional risks to the delivery of assistance, the absorption capacity of partners is not a specific concern inside Syria. Rather, frequent and unpredictable administrative, access and operational limitations have all contributed to reducing the effectiveness of the response. 28 INGOs are registered in Damascus, in addition to Red Cross Societies, a high number of local NGOs and most UN agencies. Registration procedures and visa restrictions for international humanitarian staff often remain a major limitation to the further deployment of partners.

In Northwest Syria, cross-border assistance continues to be mostly provided by UN agencies and NGOs based in Turkey, working through more than 200 Syrian NGOs/CSOs through remote management. In Northeast Syria, humanitarian actors have an established presence in Raqqa, Aleppo and Hassakeh Governorates. Assistance is provided by NGOs operating cross-border from Iraq and by actors from Damascus. Expanding operations further in Deir Ez Zor has proved more challenging, leading to the presence of fewer humanitarian actors, despite acute needs.

Lebanon and Jordan: There is a large presence of international organisations in Lebanon and Jordan, in addition to a stable civil society and NGO presence.

iii) Other:

Syria: While the different implementing areas and operational hubs significantly differ in terms of implementation modalities, risks in terms of instrumentalisation of humanitarian assistance and aid diversion exist in all parts of Syria.

Northwest Syria is one of the most difficult and risky environments for the delivery of assistance due to the massive presence of various Armed Non-State Actors (ANSAs) and the overwhelming humanitarian needs in all sectors. The widespread insecurity has driven humanitarian operations to be implemented predominantly through remote management. Under this modality, UN agencies and INGOs work with local implementing partners as the most viable way to deliver assistance to an extremely vulnerable population that is heavily concentrated at the Turkish border. Risk management policies, practices, protocols and tools are well-developed in Northwest Syria and there is a high level of scrutiny on humanitarian operations by donors, the UN and INGOs.

The main constraint for humanitarian assistance in Government-controlled areas is the limited choice of partners due to the government-controlled NGO registration systems that are mainly entrusted to the Syrian Arab Red Crescent and the Syria Trust for Development. While the risk of instrumentalisation of humanitarian assistance cannot be excluded, control mechanisms as well as risk analysis and risk mitigation policies and measures have been established. The volatility of the exchange rate, the gap between official and informal rates and issues and delays in the transfer of funds represent additional constraints to humanitarian partners operating in Syria.

Lebanon: The loss of value of the local currency on the parallel market and rampant inflation risks eroding the value of external assistance. Increasingly, assistance is

‘dollarised’ or is applied through the formalised exchange platform Sayrafa. Some humanitarian modalities remain in local currency for protection reasons.

Jordan: Long processes to obtain approvals from the Ministry of Planning and International Cooperation negatively affect the timeliness of the humanitarian response. Moreover, the Government of Jordan (GoJ) established Defense Law Order no. 6 in March 2020, requiring that all fixed-term and open-ended contracts meeting relevant criteria must be renewed for the length of the previous contract. As a result, international and national NGOs are not allowed to terminate contracts even when grant funding ends. Advocacy is ongoing in order to obtain an exemption for NGOs.

HUMANITARIAN – DEVELOPMENT – PEACE NEXUS

Syria: While investments of development actors in longer-term engagements continue to face constraints, opportunities for synergies in targeted sectors and areas, notably in the Northeast, have been identified with other EU instruments, in particular with DG NEAR and the Service for Foreign Policy Instruments (FPI). Sectors identified include health, WaSH, shelter (Housing, land and property rights), mine action, education, and livelihoods and food security. In these sectors, existing needs remain largely under-funded and further coordination should be promoted across donors and instruments, in line with the 3rd pillar of the HRP. Relevant opportunities will continue to be actively explored, with a view to further promote a coherent and integrated response.

Lebanon: The recently updated Joint Humanitarian-Development Framework (JHDF) governs the coordination and cooperation modalities of DG ECHO and DG NEAR and defines pathways to align and/or integrate programming into national frameworks and identifies durable solutions. Following the 2020 Beirut port explosions, the EU achieved further synergies with actors such as the World Bank. After the carrying out of a Rapid Damage and Needs Assessment (RDNA), a recovery plan (3RF) and an associated governance structure was set-up under the auspices of the EU, the World Bank, and the UN. The 3RF builds on humanitarian interventions that were scaled down accordingly. A coordinated approach to addressing the needs of vulnerable Lebanese will be taken.

DG ECHO supports the Multi-Purpose Cash Assistance (MPCA) to address the needs of Syrian refugees. DG NEAR supports food assistance for refugees and vulnerable Lebanese and is working towards social protection for vulnerable Lebanese. In view of the rise in extreme poverty, DG ECHO will focus its advocacy on an expansion of cash assistance by donors until government systems are put in place and socio-economic conditions have improved. A UN evaluation of the cash programming will help identifying sustainable solutions for the refugees.

In the education sector, DG ECHO facilitates access to quality education for Syrian refugees through the provision of non-formal education (NFE), improving pathways to formal education, which is substantially supported by DG NEAR. The ministry of education recently launched a 5 year strategy including NFE and DG ECHO will focus on strengthening NFE models until it reaches maturity.

DG ECHO helps to address the impact of Covid-19 on the health sector. Activities are time-bound and linked to capacity building. Emergency interventions may continue to be adopted if needed while DG NEAR continues to provide long-term Primary Health Care support under the auspices of the Ministry of Health.

Jordan: A Joint Humanitarian-Development Framework (JHDF) co-led by DG NEAR, DG ECHO and the EEAS is in place, providing joint analysis and priorities for EU

funding instruments. The process, reviewed annually, establishes a clear division of labour within the main sectors of intervention (health, WaSH, education, protection and rule of law, social protection and livelihoods), and is exploring a further transitioning from humanitarian to development interventions of relevant segments of these sectors. In 2019, the MPCA programme was transitioned to the Madad Trust Fund with the aim to support the self-reliance of refugees and host communities through progressive graduation from MPCA to longer-term livelihood opportunities.

In the education sector DG ECHO, along with DG NEAR will focus its support increasingly on refugee camps, whereas transition from DG ECHO out-of-camp supported actions towards longer term actors, including other EU instruments but also national ministries, will be prioritised. The inclusive education programme currently funded by DG ECHO has been endorsed by the Ministry of Education.

In the health sector, the latest JHDF review has reasserted the existing division of labour between DG ECHO (primary health care as well as sexual and reproductive health care services in refugee camps) and DG NEAR (support to PHCs and NCD activities). Further transitioning of services supported at camp level, such the clinics funded by DG ECHO in Azraq and Zaatari camps, to the state health system remains a longer-term objective.

In the protection sector, consultations have taken place between EU instruments in particular on GBV and the rule of law (legal aid), with the objective to share analysis and approaches, provide expertise and complement interventions.

ENVISAGED DG ECHO RESPONSE AND EXPECTED RESULTS OF HUMANITARIAN AID INTERVENTIONS

5.1 Envisaged DG ECHO response

Inside Syria

DG ECHO's response will be implemented based on the EU Strategy for Syria.²⁴ DG ECHO will continue to primarily focus on responding to life-saving emergency needs and protection concerns of the most vulnerable in areas still prone to active conflict and new displacement. Support will also be provided to meet protracted needs of IDPs and host communities with the objective to reach basic minimum standards and/or to those at risk of life-threatening situations.

DG ECHO will support activities that respond to specific shocks and needs with primary needs assessments and beneficiary targeting. Assistance must be delivered through the most appropriate modalities and entry points, in a timely and principled manner, ensuring the provision of an integrated and flexible life-saving response and a coordinated multi-sectoral life-sustaining response according to the needs. Where necessary, DG ECHO could support logistics operations, including air transport, with the aim to support and improve the delivery of principled humanitarian aid including for areas with limited humanitarian access.

The strategy will apply to all operational hubs, in line with the Whole of Syria (WoS) approach, which should be further supported. Wherever possible and appropriate, DG ECHO will also look at supporting more resilience-oriented activities in coordination with

²⁴ EU strategy for Syria: Reinforcing efforts to bring peace (2017).

other EU instruments. In line with the needs identified above, DG ECHO's strategy will prioritise the following key sectors and activities:

- **Emergency response and preparedness (First Line Emergency Response (FLER)):** The FLER approach aims at providing a timely, flexible and multi-sectoral response to urgent and emerging needs in the aftermath of a rapid onset crisis. Essential elements to be taken into account include contingency plans, prepositioning of stocks, well-defined decision processes and triggers for engagement/disengagement. Innovative access strategies/contingency planning that prioritise continuity and complementarity of services remain the basis of DG ECHO's operational approach.
- **Health:** Focus on improving access to quality essential health services and timely assistance to war-wounded and victims of violence, including comprehensive PHC (including nutrition), trauma and post-operative care, physical rehabilitation, life-saving obstetric and reproductive health, and MH/PSS. Specific COVID-19-related health activities may also be considered.
- **Protection:** Support to vulnerable groups including persons with disabilities and children based on a protection risk assessment; prevention and response to SGBV; Psycho-Social Support (PSS); case management; safe and equal access to services, including evidence-based humanitarian advocacy; protection trends and analysis; humanitarian demining and Mine Risk Education (MRE); access to legal aid and civil documentation, in coordination with other EU instruments. DG ECHO will continue to encourage and support efforts to engage with parties to the conflict to enhance respect for IHL, International Human Rights Law and International Refugee Law, as well as strengthen humanitarian advocacy, to ensure the protection of civilians, including humanitarian workers and health personnel, and of civilian infrastructure, as well as to improve access. Protection will also be considered as an essential component to be mainstreamed across all sectors.
- **WASH / Shelter:** While DG ECHO will continue supporting emergency life-saving responses, the capacity of partners to rapidly transition to more durable life-sustaining interventions will also be considered, in coordination with other EU services. In terms of safe water supply, DG ECHO support will encompass community-level light rehabilitation and repair of existing water supply services, including small-scale extension of water systems, and operation and maintenance, with water trucking remaining a response of last resort. Sanitation (when health risks are demonstrated) and distribution of hygiene kits (in emergency situations, including COVID-19) are among the activities that DG ECHO could support. Alternative energy sources for WASH systems and innovative water treatment solutions could also be considered. With regards to Shelter (including winterisation and NFI items), emergency interventions will be prioritised, particularly in camps, informal settlements and collective centres. Rapid, cost-efficient and light repairs of individual buildings aiming at accommodating the most vulnerable could also be considered. HLP considerations should be factored in.
- **Humanitarian Food Assistance, Food Security and Livelihoods (FSL):** DG ECHO will consider food security interventions aiming at building an integrated approach from emergency response to early recovery and resilience programmes, particularly through referral to livelihood interventions. FSL activities should prioritise the use of cash where feasible and appropriate.
- **Education in Emergencies:** DG ECHO will continue to support non-formal education for out-of-school children and children already enrolled in formal education but at risk

of dropping out, and to ensure safe and effective access to schools, with the aim to provide the most relevant pathways to enter, re-enter and stay in formal education systems. Preparedness for education continuity and alternative learning modalities in case of disruption of education due to COVID-19 or conflict activities should be considered. Related actions such as light repairs of school facilities/learning spaces, the rehabilitation of basic WASH services as well as provision of hygiene supplies, the provision of learning materials and supplies or the training of teachers involved in non-formal education activities will also be considered, provided they contribute to reintegration and effective access of children to education. Child Protection activities should form an integral part of relevant projects.

To implement this strategy, the following will be considered:

- A solid analysis of the scale and severity of the needs to justify priority areas of intervention with a strong focus on life-saving assistance in areas recently affected by or prone to conflict and displacement, and protracted life-sustaining needs.
- An overarching emphasis on cost efficiency and effectiveness, including, but not limited to, timeliness of response, needs-based vulnerability targeting, flexibility in responding to newly/quickly emerging needs, addressing basic needs through the most appropriate and efficient transfer modality, improving coordination among operational hubs and capacity building of local implementing partners to ensure accountability in a remote management context.
- Multi-purpose assistance: Gaps in assistance provision, including underserved or neglected communities; support to common, integrated and targeted approaches which adopt inter-operable beneficiaries' platforms to address basic needs and services through the most relevant and cost-efficient approach, in a timely manner and, to the extent possible, the identification of transition strategies should be prioritised and promoted. The focus should be on harmonising response modalities and methodologies, reducing duplication of efforts and resources.
- Cash will be considered as a response modality wherever feasible and appropriate.
- Partners' humanitarian acceptance/access strategies must be explained. Interventions should adhere to basic protection principles of "do no harm", safe and equal access, accountability and participation of beneficiaries. Where remote management is concerned, particular attention must be paid to the capacity of partners and their IPs to deliver assistance in a safe and impartial manner, with adequate control mechanisms in place (robust management capacities, including those of IPs, access and monitoring capacities, due diligence, risks analysis, risk management, in line with DG ECHO policy). Robust project cycle management is expected. Special attention will be paid to thorough risk analysis and risk mitigation policies and measures and to a qualitative partnership/localisation approach. Child safeguarding considerations and Protection against Sexual Exploitation and Abuse should be addressed.
- Coordination: Efforts to enhance efficiency and effectiveness of coordination should continue. Active participation in coordination mechanisms is expected.

In neighbouring countries

With local resources and infrastructures under pressure, the continued presence of Syrian refugees also affects other refugee and migrant populations as well as host communities. Vulnerable host communities will continue to be included in DG ECHO's support where

feasible and appropriate. Despite progress in preventing Syrian children from becoming a ‘lost generation’, combined efforts are far from achieving this goal. In Lebanon and Jordan, DG ECHO will closely coordinate with other EU instruments in supporting education programmes. DG ECHO will complement efforts, including through non-formal education and activities to address emergency-related barriers to quality education. EiE responses should target out-of-school children and those at risk of dropping out and integrate child protection activities (or referrals to specialised actors).

Lebanon: DG ECHO will support the most effective life-saving interventions targeting the most vulnerable at-risk population in Lebanon, explicitly promoting models which challenge and enhance efficiency, effectiveness and accountability of the humanitarian response and coordination. Protection, prevention of sexual exploitation and abuse (PSEA), conflict-sensitive programming/‘do no harm’, and project greening should be mainstreamed.

- **Basic Assistance:** Addressing the needs of the people living below survival thresholds.
- **Protection:** Protection monitoring and identifying protection risks, improved access to quality services, SGBV, child protection, legal assistance and psycho-social support.
- **Emergency response / disaster preparedness:** Support to Emergency Response and preparedness; build humanitarian surveillance and response capacity, strengthen contingency planning and its potential roll out, including through the use of appropriate digital tools.
- **Education in Emergencies:** Access to inclusive quality education targeting vulnerable out-of-school children in line with relevant regulatory frameworks, with a focus on non-formal education with clear learning outcomes and pathways to the formal education sector.
- **Health:** Life-saving health interventions also addressing needs caused by COVID-19 and the socio-economic crisis, including support to address malnutrition.
- **Analysis & Advocacy:** Support to critical structural and programmatic gaps in the response; enhancing evidenced-based analysis for programming and advocacy.
- **Coordination:** Support to integrated coordination, enhancing the accountability towards affected populations, and improving access to services/referral systems.

While DG ECHO assistance will continue to focus mainly on Syrian refugees, DG ECHO also recognises rising humanitarian needs among other populations, including vulnerable Lebanese.

Jordan, DG ECHO will continue to provide humanitarian assistance to undocumented and unregistered refugees, to the most vulnerable within host communities, persons stranded in border areas and refugees living in camps. As per GoJ regulations, humanitarian actors are required to include up to 30% of most vulnerable Jordanians within their interventions. This approach will continue to be coordinated with other EU instruments. DG ECHO, with the support of the EU Delegation, will continue to advocate with the Ministry of Planning and International Cooperation to accelerate the approval process of DG ECHO-funded projects. Protection will remain a crosscutting component across all sectors. DG ECHO support will focus on:

- **Health:** While advocating for continued access to health services for refugees in camps or host communities, and for those stranded in Rukban/the ‘Berm’, support will mostly focus on critical interventions and reproductive health care, with a priority on

services within camps and addressing needs arising from the spread of COVID-19.

- **Protection:** Promotion of IHL, provision of legal assistance, including support for documentation and enhancing the protection environment for the most vulnerable.
- **Education in Emergencies:** Activities that enable safe access to quality education, targeting out of school children and children at risk of dropping out, with attention also to those affected by negative coping mechanisms. Child protection activities will be integrated through direct service delivery or through referral to specialised services.
- **WASH and Coordination** activities might also be considered, specifically in reply to emergencies or increased humanitarian needs.

5.2 Other DG ECHO interventions

The Emergency Toolbox HIP may be drawn upon for the prevention of, and response to, outbreaks of epidemics. Under the Emergency Toolbox HIP, the Small-Scale Response, Acute Large Emergency Response Tool (ALERT) and Disaster Relief Emergency Fund (DREF) instruments may also provide funding options.