



This action is funded by the European Union

**ANNEX 2**

of the Commission implementing Decision on the 2015 special measure for the Syrian population

**Action Document for a "Joint comprehensive EU framework for cross-border operations in Syria from Turkey"**

<b>1. Title/basic act/ CRIS number</b>	Joint comprehensive EU framework for cross-border operations in Syria from Turkey CRIS number: ENI/2014/351-055 Add : 006 financed under the European Neighbourhood Instrument			
<b>2. Zone benefiting from the action/location</b>	Middle East South, Syria The action shall be carried out at the following location: Syria (from Gaziantep /Turkey)			
<b>3. Programming document</b>	Special Measure			
<b>4. Sector of concentration/ thematic area</b>	N/A			
<b>5. Amounts concerned</b>	Total estimated cost: EUR 7,700,000 Total EU contribution: EUR7,000,000 At least 10% of the EU contribution to the action will be co-financed in parallel co-financing by other sources.			
<b>6. Aid modality(ies) and implementation modality(ies)</b>	Project Modality Indirect management with Gesellschaft für Internationale Zusammenarbeit (GIZ).			
<b>7. DAC code(s)</b>	430 ; 43010 - Multiple Sectors: Health; Water/Sanitation; Education; Food security/livelihood; agriculture; Civil defense; Sub-granting/micro-projects			
<b>8. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

	born and child health			
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>9. Global Public Goods and Challenges (GPGC) thematic flagships</b>	N/A			

**SUMMARY**

The indirect management agreement to which the present action document intends to contribute through a rider aims at ensuring that EU and EU Member States cross-border support projects are implemented in a more coherent and effective way to better respond to needs inside of Syria. It covers multiple sectors and intends to complement humanitarian and non-humanitarian activities in areas liberated from Da’esh and under control of “moderate opposition inside of Syria. It fosters synergies between existing EU Member States and EU funded initiatives.

The present action document will permit an extension of the activities already undertaken on assistance to communities affected by the conflict. It will notably focus on provision of primary health care services – maternal and child health – and other stabilisation/stabilisation measures to be delivered to the population inside Syria, through cross-border support with also a strengthening of local governance institutions thus contributing to community stabilisation efforts.

**1 CONTEXT**

**1.1 Sector/Country/Regional context/Thematic area**

**1.1.1 Policy Assessment and EU Policy Framework**

**1.1.1.1 Policy assessment**

The magnitude of the humanitarian crisis has already resulted in massive efforts from governmental and non-governmental organisations both national and international levels.

Thus far and until end 2014, a robust humanitarian response has been organised around the “Syrian Humanitarian Assistance Response Plan” (SHARP) for inside Syria and Regional Response Plans (RRPs) in neighbouring countries affected by the crisis. However, funding needs are extremely high and there is consensus among the international community that the response to the crisis needs to be revisited. Considering that the crisis is affecting the broad spectrum of human development

indicators<sup>1</sup>, there is a clear need to switch from a purely humanitarian response to a more sustainable and resilience-based development response that will build on and complement the ongoing humanitarian response. This is why a combined humanitarian/development approach has been defined with the Syrian Response Plan 2015 for inside Syria and the Regional Refugee and Resilience Plan (3 RP) at regional level.

It also appeared that after more than four years of crisis, there is also a need to shift from sectorial and geographically scattered interventions to more strategic, multi-axes and inclusive interventions that are geographically targeted.

The actions proposed also take into account the EU Strategy for Syria and Iraq<sup>2</sup> as well as the EU Resilience Approach<sup>3</sup>. In line with these, the actions proposed are complementary to on-going humanitarian programming that are implemented in the proposed areas of operation.

The action will focus on supporting Internally Displaced Persons (IDPs) and vulnerable host communities, to reduce the adoption of negative coping strategies and participation in conflict-related activities. Livelihood rehabilitation under the action will be inclusive to women/female heads of households, female and male youth, and people with disabilities, reducing protection risks and boosting economic and social role of women, youth and people with disabilities in post-conflict reconstruction. This is in line with the priorities identified in the Comprehensive approach to the EU implementation of the UNSCR 1325 and 1820 on women, peace and security<sup>4</sup> and the European Disability Strategy for 2010-2020<sup>5</sup>. Wherever possible, the Inter-Agency Standing Committee (IASC) Guidelines on Gender-Based Violence (GBV) will be used to ensure that GBV mitigation is mainstreamed throughout the work.

#### 1.1.1.2 EU policy framework

Syria's national development objectives were normally laid out in a series of 5-year plans. The 10th five-year plan covered the period 2006-2010 and while the 11th five-year plan for 2011-2015 was drafted, it was not officially adopted. Due to the violence and unacceptable human rights situation, the Council of the European Union suspended EU bilateral co-operation with the Government of Syria in May 2011. Since then EU's economic and development assistance to address the Syrian crisis under the European Neighbourhood Instrument (ENI) has been channelled mainly through United Nations (UN) organisations but also non-governmental organisations (NGOs). UN organisations and a number of NGOs are currently essentially working from Damascus (although they may also have offices in various governorates) and serve both Government-held and opposition-held areas (through cross-line operations). A number of other NGOs are working from either southern Turkey or Lebanon and serve predominately opposition-held areas (through cross-

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<sup>1</sup> The indicators are: poverty, spatial and gender inequalities, employment, livelihood and housing, education, health, nutrition, water and sanitation and the environment.

<sup>2</sup> Joint communication of the European Commission and the High Representative to the European Parliament and the Council "Elements for an EU regional strategy for Syria, Iraq, as well as the da'esh threat". JOIN (2015)2 of 06/02/2015.

<sup>3</sup> Council conclusions on EU approach to resilience, Brussels, 28 May 2013, and Action Plan for Resilience in Crisis Prone Countries 2013-2020. Brussels, 19.6.2013.

<sup>4</sup> Note from the European Council n°15782/3/08-rev 3 of 03/12/2008: Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820.

<sup>5</sup> European Disability Strategy 2010-2020: A Renewed Commitment to a Barrier-Free Europe.

border operations). The main priorities with regard to both humanitarian and early recovery (development) actions inside Syria are outlined in the 2015 “Syrian Arab Republic Strategic Response Plan” (SRP) prepared in co-ordination between the United Nations System, the Government of Syria, and humanitarian and development actors intervening in Syria.

This action is clearly in line with the SRP objective “Strengthen resilience, livelihoods and early recovery through communities and institutions.” and its cluster on early recovery and livelihoods.

This action is also in line with the joint Communication to the European Parliament and the Council on “Elements for an EU regional strategy for Syria and Iraq as well as the Da'esh threat” through building resilience in Syria thus contributing to preventing negative coping mechanisms by the population.

### ***1.1.2 Stakeholder analysis***

Principal stakeholders will be provincial/local civilian service and utility providers as well as provincial/local community actors in Syria and potentially other Syrian provisional institutions and organisations recognised by the Syrian Opposition Coalition (SOC) subject to agreement in a steering mechanism between the project partners and the EU Delegation to Syria on a case-by-case basis. The identification process of these stakeholders will take into account previous successful partnerships within EU Member States (MS) bilateral projects. The EU office and EU Member states representatives in Gaziantep participate to the identification. Final beneficiaries will be the local communities they are active in. Implementing partners will be encouraged to work as much as possible in co-operation with civil society organisations (CSOs) in order to help this sector survive through the crisis.

### ***1.1.3 Priority areas for support/problem analysis***

The conflict in Syria has resulted in a humanitarian disaster. Over 250,000 people have been killed since its outbreak. More than 4 million Syrians have fled the country. 12.2 million Syrians are in need of support among which more than 4.8 million live in hard to reach areas. The conflict also resulted in creating major internal displacement (close to 8 million people), extensive damage to vital infrastructure, and increased vulnerabilities and poverty levels. Syria has lost four decades of human development gains and fallen into extreme poverty; four of every five Syrians are poor. As the crisis continues, its multi-dimensional consequences are harshly felt by individuals and communities throughout the country. It also directly affects several countries in the region mainly - Lebanon and Jordan, but also Iraq, Turkey and Egypt - whose social and economic capacity to deal with the ever growing influx of refugees is all but exhausted.

The Syrian economy has witnessed four stages of decline provoked by the outbreak of the conflict, the imposition of sanctions, the expansion of fighting into the country's economic powerhouses and the opposition seizure of the resource-rich northeast. Nonetheless, regime-controlled areas remain resilient particularly because of the critical support provided by domestic and international allies.

The expansion of a war economy has been fuelled by the intra-rebel fight for lucrative resources such as oil fields and grain stores, but the rise of state militias and the impact of sanctions have also created powerful new networks on the regime side. A growing number of groups on both sides of the divide now reap significant

material benefit from the conflict, which gives them a powerful incentive to prolong the fight.

The relative autonomy gained by local stakeholders is creating new power centres that are likely to clash with any future central government. The entrenched fragmentation of the economy means that areas controlled by the regime and the opposition have become increasingly disconnected.

In view of a large part of Syria's economy having shifted into a parallel war economy, it is currently extremely difficult to obtain viable indicators for economic performance. There is no standardised and updated poverty profile as national statistics have become utterly unreliable.

The conflict continues to erode the development of sustainable and diversified livelihood, destroying the traditional social safety nets and coping mechanisms of host families and local communities, with a rising number of female-headed households and disabled people particularly at risk. It is undermining the longer term recovery of critical public service sectors such as health and education, leading to damaging long-term consequences for current and future generations. Safe access to food, water, temporary shelters and other essential services is a daily struggle, as is access to employment and economic opportunities. Most of the displaced are hosted within communities, who have had to share access to limited social services (including water, education and health), as well as food and other resources for five years. The extended crisis has impacted on the behaviour of host and displaced communities, resulting in rising social tensions.

In this context, it is imperative to create alternative solutions to mitigate the risk of further displacement and migration, by building the resilience of communities and displaced people to cope with the crisis, through the provision of a broad kind of necessary support (including livelihoods and health) to ease the burden of hosting communities inside Syria. In addition, considering the long lasting crisis, the shrinking of resources and especially according to the wish of the Syrians themselves, there is a need to gradually replace humanitarian by more sustainable assistance in the form of early recovery and stabilisation measures. In order to avoid further losses to Syria's resilience capacities it is essential not only that communities in conflict-affected areas be assisted in establishing small-scale businesses but also that the Syrian populations, most of which play host to IDPs be supported to maximize their livelihood. This is a well-recognised way of resolving conflicts, calming combats and avoiding migration.

The situation for Syria's vulnerable child and youth population is desperate. It is estimated that 60% of the country's population (almost 11 million people) are aged 24 and below. Displacement, a lack of access to primary, secondary and vocational education, unemployment and violent trauma is having a devastating impact on Syria's future generations. Vulnerability among women, girls and boys has increased dramatically, as displacement and poverty have increased the risk of sexual and gender based violence (SGBV). For adolescents in particular who are entering their formative years, violence and suffering have not only scarred their past; it is shaping their futures. This generation of young people is still in danger of being lost to a cycle of violence - replicating in the next generation what they suffered in their own. Young people without viable future prospects are at an increased risk of recruitment into armed groups. Education, youth participation and intercultural dialogue can play

a key role in preventing radicalization and in enhancing social integration and intercultural dialogue.

Access to healthcare has been severely constrained as a result of damages to facilities, closure of clinics, frequent power outages and a shortage of medicines and medical supplies. The health workforce has been severely reduced as many health professionals have fled the country. Many affected governorates lack qualified medical expertise. For those health workers who have remained, many of them have been displaced while those remaining in hard-to-reach areas frequently cannot access their work place due to irregular public transportation, blocked and unsafe roads, and the insecurity. Access to health services can also be constrained by certain cultural barriers, particularly for women and girls. Both public and private sectors have suffered from a severe lack of doctors, especially those providing specialised services.

If the immediate and long-term impact of the crisis on the health of affected populations is to be alleviated, interventions that target essential life-saving actions will require complementary efforts to strengthen infrastructural and human resource resilience. After four years of crisis, targeted interventions to restore a health system especially in terms of primary health care and maternities would be critical in order for the response to have a sustainable health impact.

The armed conflict in Syria resulted in massive destruction of infrastructure, and deterioration of basic social and municipal services. Rubble is spread in former battlegrounds, frontlines and communities blocking access to a large number of areas and neighbourhoods. Large piles of garbage are left on the streets in affected communities, as basic municipal services are difficult to maintain either because of loss of human and physical resources or due to unprecedented high surge in demand caused by large influx of IDPs.

## 2 RISKS AND ASSUMPTIONS

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
<u>Regarding partners</u> <ul style="list-style-type: none"> <li>• The structures within Syrian civil society are rapidly evolving with high turnover of staff, weak accountability mechanisms and are subject to frequent changes.</li> <li>• The risk of aid being “instrumentalised” by partners inside Syria.</li> <li>• For projects implemented in Turkey, the evolving policy toward Syrian refugees by the Turkish authorities will directly impact the nature and scope of activities to be conducted.</li> </ul>	H	The mentioned risks underlie all single projects attempting to operate inside of Syria. It is assumed that by increasing strategic co-ordination and exchange of information between key EU MS agencies as well as pooling respective implementing experience, this joint approach may mitigate the overall risk as compared to individual projects. It is to be noted that the activities foreseen under 3.2 are not humanitarian response but oriented towards setting the pace for recovery.
<u>Regarding access</u> <ul style="list-style-type: none"> <li>• Given that the project is implemented remotely from Turkey, access to certain parts of</li> </ul>	H	

Syria remains unpredictable over security concerns.		
<u>Regarding Mismanagement &amp; Programme outcomes</u> <ul style="list-style-type: none"> <li>• Furthermore, as the project will be managed remotely, risks of mismanagement or misuse of project resources by partners are high.</li> <li>• It is assumed that the project can increase the legitimacy of local structures. If this does not come as a direct result, it should however be noted that the principal objective of this programme is to assist civilian populations regardless of affiliation.</li> <li>• Due to access restrictions and volatile security conditions, sustainability of the project intervention could be hampered and therefore cannot be guaranteed.</li> </ul>	H	
<b>Assumptions</b>		
<ul style="list-style-type: none"> <li>• It is assumed that the situation in the neighbouring countries will remain such that working with Syrian entities within and from Turkey and access into Syria will still be possible</li> <li>• It is assumed that the project can increase the legitimacy of local structures. If this does not come as a direct result, it should however be noted that the principal objective of this programme is to assist civilian populations regardless of affiliation</li> </ul>		

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

#### 3.1 Lessons learnt

The experience in cross-border operations from Turkey into Syria matured over the past two and a half years. It has shown that despite increasing challenges and access constraints, such operations are possible and vital to support local structures and populations in need in areas that would not be reached by other means.

It has been demonstrated that a co-ordinated approach and a more integrated implementation of activities generates synergies between the existing EU MS agencies projects, better results, and facilitates work processes compared to the similar set of activities implemented separately by the single agencies.

Experience shows that local technical expertise, flexibility and reactivity are key to such operations. When measured against the current framework in which EU MS agencies operate, those capacities could still be improved.

Projects aiming at a long-term impact for the beneficiary communities they work with should last long enough to build the sustainability of their actions. A longer-

term predictability is therefore essential for the development and the management of such projects. Topping-up through a rider to the currently running project would allow the agencies to create longer-lasting structures, to foster better relationship with local partners, hire, train and retain qualified staff in Gaziantep.

This action takes stock of the impact and challenges of the currently running delegation agreement 2014/351-055 as well as other existing European-led cross-border operations. It proposes to further develop the existing set-up and consequently to provide the EU and the EU MS with an improved operational framework to further ease and increase cross-border assistance into Syria. It aims at translating into practice the ideas developed in the above/below-mentioned set of propositions and consequently, to better cater for the needs of the populations and local partners in Syria. It will take into account in more details the lessons learnt and future evaluation of the ongoing project.

## **3.2 Complementarity, synergy and donor co-ordination**

### **3.2.1 *Complementarity, synergy***

EU MS have been carrying out different projects aiming at providing basic services and humanitarian assistance to the population in Syria. Their response has been fragmented and partly unco-ordinated. EU MS co-ordination has been initiated at Gaziantep level by the European External Action Service with the setting of the EU Office. The present action, topping-up the already ongoing delegation agreement through a rider is meant to reinforce the synergies between existing individual EU Member State projects in order to foster co-ordination and a better and more efficient response to needs on the ground. It will also increase co-ordination with EU funded initiatives.

The present project is complementary to those put in place through the Instrument for Stability and Peace and funded as an Exceptional Assistance Measure “Assistance to conflict affected communities in Syria, including through support to civilian structures of the opposition”<sup>6</sup> by adding a medium-term perspective, a broader base of implementation partners and by introducing the largest possible integration of projects managed by participating agencies. In particular, the EU funded “Tamkeen” project takes place in opposition held and contested areas in Syria. It is a combination of support to local governance structures and to service delivery activities. It goes down to the communities through small grants and a set of options for projects in different thematic sectors. The set of local governance structures are composed of prominent members of the communities and local councils who are in charge of the management of the projects, from the design, the implementation and even their evaluation. It is run from Amman for Dar'a and rural Damascus and from Gaziantep for Idleb and Aleppo. The project ensures a bottom up participatory approach, with strong community engagement, men and women equally involved (women field officers have been appointed).

The Syria Recovery Trust Fund (SRTF), which was established in 2013 and is currently funded by a number of EU MS and non EU-countries<sup>7</sup> aims at funding larger scale rehabilitation projects inside Syria. There are gaps in addressing smaller

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<sup>6</sup> Decision C(2013) 2602 of 2.5.2013.

<sup>7</sup> United Arab Emirates, USA, Japan and Kuwait.



scale actions that can respond to dynamically evolving needs, including capacity building for Syrian counterparts.

Despite the United Nations Security Council 2165 Resolution that aimed at increasing humanitarian to vulnerable populations in Syria, large gaps in the international response still remain. The EU Directorate General for Humanitarian Aid and Civil Protection (ECHO) is providing assistance to the most vulnerable segments of the population including internally displaced people as well as host communities (with a particular attention to minorities) essentially in the sectors of health, water and sanitation and protection. Support is based on a prior needs assessment. In addition to an harmonised and aligned approach to the Syrian Response Plan 2015, the EU has started developing a "Joint Humanitarian and Development Framework" for the country which will highlight synergies, co-ordination and, to the extent possible, the respective areas where development and humanitarian assistance are best placed to deliver support. The initiative that the present action intends to extend and reinforce will be complementary to the current humanitarian responses, as it focuses on activities on building medium-term structures that could lay the ground work for early recovery measures.

### **3.2.2 Donor co-ordination**

Concerning Syria, due to the fact that assistance is using different delivery mechanisms (from Damascus, "cross-line" and "cross-border"), donor co-ordination is taking place in a number of different fora at different levels. These include:

- The informal "core group" on donor co-ordination for recovery, resilience, and development response to the Syria crisis which is chaired by the EU and includes key bilateral and multilateral donors. This group aims at improving the effectiveness of development assistance provided in response to the Syrian crisis, both inside Syria and in the neighbouring countries, but does not include humanitarian activities which are co-ordinated by the United Nations Office for the Co-ordination of Humanitarian Affairs (OCHA).
- Co-ordination is also conducted in the frame of the Working Group on Economic Recovery and Development of the Friends of Syrian People. Here the focus is on co-ordination of donor support to the opposition held areas of Syria which is mainly supported from southern Turkey (cross-border), although there is also cross line support.
- The UN also co-chairs a number of sectoral co-ordination meetings based in Damascus.

There is very close and regular internal co-ordination within the European Commission between the various services involved in the response and with the European External Action Service. The Joint Communication "Towards a Comprehensive EU approach to the Syrian crisis" as well as the "Elements for an EU regional strategy for Syria and Iraq as well as the Da'esh threat" help providing a framework for co-ordinating all aspects of the EU response to the crisis.

Finally, the revised "Syria Response Plan" 2015 provides a co-ordinated response strategy for all UN agencies and humanitarian actors.

**3.3 Cross-cutting issues**

Gender, youth, protection and disabilities are the main cross cutting issues. Resources will be allocated for targeting gender balance, for including youth and disabled people in the schemes and for mitigating protection problems. Activities need to be designed so as to ensure inclusiveness and to also meet the needs of the most vulnerable groups. This is particularly relevant given that:

- A significant proportion of the Syrian population has new disabilities resulting from the conflict. It needs to be given hope in the future;
- Gender disparities have been exacerbated and many households are now headed by women following the killing of men. Specifically targeting women or disabled may lead to further exacerbation of the problem through “jealousy”. A “do no harm” and inclusiveness approaches will help in mitigating this problem;
- Most of the youth has left school, sometimes long ago and is unoccupied thus attracted by radicalism and weapons. Livelihood is a driver of inclusive growth and poverty reduction. Providing youth with quality vocational training and job opportunities is essential to better integrate the society and to become less vulnerable and less inclined to fall into the trap of extremism.
- Physical and mental disabilities will also be considered in the results and activities.
- The Programme will also mainstream human rights, human dignity awareness and the fight against violent extremism.
- The Decision will require environmental mainstreaming into all projects to make them as energy efficient and environmentally sustainable as possible.

**4 DESCRIPTION OF THE ACTION**

**4.1 Objectives/results**

The present action intends to widen the scope of currently implemented delegation agreement under indirect management ENI/2014/351-055 so that its results and activities are expanded including in the primary health care and maternities sectors.

The overall objective of the project is to better respond to needs of Syrians by ensuring that EU and EU Member States development projects are implemented in a more coherent and effective way through a joint comprehensive framework. This framework will better link EU Member States projects, for them to make joint strategic decisions based on joint assessments and monitoring with a view to use resources more effectively. It will also allow for a more timely and reactive response to identified needs.

The specific objectives is to provide basic services to the Syrian population and contribute to strengthening local governance through the implementation of flexible and short-term delivery projects in Syria with local civil partners.

**4.2 Main activities**

Main activities in regards of the expected results:

<u>Expected results</u>		<u>Indicative list of activities:</u>	
1.	Sustainable projects and/or highly efficient short-term delivery projects		

	1.1 Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Health.	1.1.1	Setting up and support to Primary health care centres (PHC).
		1.1.2	Setting up and support to Maternities.
		1.1.3	Supply of drugs, medical equipment and consumable.
		1.1.4	Creation of a reasonable stock of health equipment and consumables in Gaziantep to ensure fluid delivery to the projects. The stock could also be used for result 2.
	1.2 Sustainable projects and/or highly efficient short-term delivery projects are created in the field of water and sanitation.	1.2.1	Equipment and restoration of wells, boreholes and water supply system.
		1.2.2	Training and capacity building of technical staff in sustainable water management, analysis of water quality and maintenance of networks.
		1.2.3	Supply of water and sanitation equipment. Creation of a reasonable stock of water and sanitation equipment in Gaziantep to ensure fluid delivery to the projects.
	1.3 Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Education.	1.3.1	Setting up and support to schools.
	1.4 Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Food security/livelihoods.	1.4.1	Equipment and restoration of mills.
		1.4.2	Equipment and restoration of bakeries.
		1.4.3	Training and capacity building in the management and running of mills and bakeries.
		1.4.4	Supply of flour/wheat. Creation of a reasonable stock of flour/wheat in Gaziantep to ensure fluid delivery to the projects.
		1.4.5	Support to livelihood opportunities.
	1.5 Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Agriculture.	1.5.1	Supply of seeds or vegetables. Creation of a reasonable stock of farming seeds in Gaziantep to ensure fluid delivery to the projects.
		1.5.2	Training and capacity building of technicians and farmers on seed multiplication, efficient use of resources etc.
		1.5.3	Supply of agricultural and farming equipment including for irrigation. Creation of a reasonable stock of farming equipment (including for irrigation) in Gaziantep to

			ensure fluid delivery to the projects.
	1.6 Sustainable projects and/or highly efficient short-term delivery projects are created in the field of civil protection.	1.6.1	Supply equipment such as rubble removal equipment, fire extinction & rescue equipment. Creation of a reasonable stock of civil protection equipment in Gaziantep to ensure fluid delivery to the projects.
		1.6.2	Training of staff on the usage, maintenance and repair of the delivered equipment.

### **4.3 Intervention logic**

Considering the huge needs of the Syrian populations and the necessity to streamline our interventions in order to be as coherent and efficient as possible, this action takes stock of the impact and challenges of the currently running delegation agreement 2014/351-055 as well as other existing European-led cross-border operations. It proposes to further develop the existing set-up and consequently to provide the EU and the EU MS with an improved operational framework to further ease and increase cross-border assistance into Syria.

See indicative Log Frame in Annex

## **5 IMPLEMENTATION**

### **5.1 Financing agreement**

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Article 184 (2) (b) of Regulation (EU, Euratom) No 966/2012.

### **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 56 months from the date of adoption by the Commission of this Action Document.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this Decision and the relevant contracts and agreements; such amendments to this Decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

### **5.3 Implementation modalities**

#### **5.3.1 Indirect management with a Member State agency**

This action may be implemented in indirect management with Gesellschaft für Internationale Zusammenarbeit (GIZ) (in sub-delegated partnership with other EU MS agencies, such as Expertise France) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. It is foreseen to proceed with a rider to the existing delegation agreement with Gesellschaft für Internationale Zusammenarbeit (GIZ) ENI/2014/351-055.

This implementation entails the development of local projects under the leadership of GiZ and its sub-delegated partners, empowering local governance structures to respond to needs expressed by the Syrian populations. This implementation is justified because the present action intends to build on the currently running delegation agreement. It is justified considering that:

- The project proved to be successful since its inception and needs, particularly in the health sector are far beyond the actual budget devoted to it;
- GIZ has the adequate presence, capacities and project experience concerning project implementation in Syria from Gaziantep to expand the activities. Among EU Member State agencies, GIZ has the strongest capacity for this type of project implementation from Gaziantep.

The entrusted entity would carry out budget-implementation tasks including procurement and awarding grants. The entity is also authorised to directly implement activities and sub-delegate budget management activities as well as direct implementation tasks to the participating EU Member states agencies and other possible partners.

#### **5.4 Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions:

In accordance with Article 9(2)(a) of Regulation (EU) No 236/2014; the Commission decides that natural and legal persons from the following countries having traditional economic, trade or geographical links with neighbouring partner countries shall be eligible for participating in procurement and grant award procedures: Turkey, Lebanon, Jordan and Iraq. The supplies originating there shall also be eligible.

The Commission’s authorising officer responsible may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

#### **5.5 Indicative budget**

	<b>EU contribution (amount in EUR)</b>	<b>Indicative third party contribution, in currency identified</b>
Indirect management with Gesellschaft für Internationale Zusammenarbeit (GIZ)	7,000,000*	700,000
Total	7,000,000	700,000

\* The budget includes communication and visibility as well as monitoring, evaluation and audit

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

Gesellschaft für Internationale Zusammenarbeit (GIZ) will be the beneficiary of the delegation agreement and Expertise France will be sub-delegated partner. Other EU Member State agencies may join at a later stage with prior approval from the Authorising officer.

## **5.7 Performance monitoring and reporting**

Considering the conflict situation of Syria specific monitoring rules will be elaborated in the contract.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using the log frame matrix as reference . The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

## **5.8 Evaluation**

Having regard to the nature of the action, a final evaluation will be carried out for this action or its components via independent consultants.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the approach is innovative and merits further analysis for learning lessons.

The Commission may, during implementation, decide to undertake an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

The Commission shall inform the implementing partner at least one month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The financing of the evaluation shall be covered by another measure constituting a financing Decision.

## **5.9 Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing Decision.

## **5.10 Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5 above, taking account of the sensitivities related to this measure.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

**Annex: Indicative Log Frame**

<b>INDICATIVE LOGICAL FRAMEWORK – RESTORATION AND STABILISATION OF LIVELIHOODS OF AFFECTED SYRIAN POPULATIONS INSIDE SYRIA</b>						
<b><u>Intervention logic:</u></b>			<b><u>Objectively verifiable indicators of achievement</u></b>	<b><u>Source of verification</u></b>	<b><u>Assumption</u></b>	
<b>O 1</b>	Create and manage projects in Syria that provide services to the population and contribute to establishing local governance through civil local partners in Syria.		Overall number of projects in place.		No significant military fighting and target areas remain accessible. Flexibility to change project area if required.	
1.a	Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Health	1.a.1	Creation/ or support to Primary health care centres (PHC).	Up to 3 maternities created or supported.	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		1.a.2	Creation/or support to Maternities/ delivery centres	5 PHCs created or supported.	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		1.a.3	Supply of drugs, medical equipment and consumable.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
1.b	Sustainable projects and/or highly efficient short-term delivery projects are	1.b.1	Creation or restoration of wells, boreholes, water supply system.	2 water supply systems are maintained/rehabilitated.	Reports	No diversion of aid. Available trustable managing and local governance structures.



	created in the field of Water sanitation					No significant military fighting.
		1.b.2	Supply of water sanitation equipment.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
1.c	Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Education	1.c.1	Creation or support to schools, recreational activities , etc.	5 schools supported	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
1.d	Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Food security/livelihoods	1.d.1	Creation or restoration of mills.	2 existing mills supported	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		1.d.2	Creation or restoration of bakeries.	2 bakeries maintained/supported.	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		1.d.3	Supply of flour/wheat.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.

		1.d.4	Creation of livelihood opportunities.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
1.e	Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Agriculture	1.e.1	Supply of seeds or vegetables.	3 initiatives supported.	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		1.e.2	Supply of agricultural and farming equipments.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
1.f	Sustainable projects and/or highly efficient short-term delivery projects are created in the field of Civil defence	1.f.1	Supply of various equipment, such as rubble removal equipment, fire extinction & rescue equipment.	3 communities supported though relevant equipment.	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
<b>02</b>	Set up a Fast track stabilisation procedure in order to answer swiftly to sudden requests formulated by local councils originating from unexpected external circumstances.					No significant military fighting and target areas remain accessible. Flexibility to change project area if required.
2.a	Maintain a logistics stock managed at Gaziantep level by	2.a.1	The stock comprises rescue team equipment, water purification equipment, medical supplies for chronic diseases and	1warehouse stocked.	Reports	Equipment is available on time. Situation remains stable in

	the EUMS agencies, with adequate equipment to be delivered swiftly to local councils upon their demand.		consumables, generators etc.			Gaziantep
		2.a.2	The stock is stored in the warehouse of the Turkish Red Crescent (or any other independent facility) in southern Turkey.		Reports	Equipment is available on time. Situation remains stable in Gaziantep
		2.a.3	Items are released swiftly.		Reports	Equipment is available on time. Situation remains stable in Gaziantep
2.b	EUMS agencies develop quick impact projects based on the allocation of small grants directly to local partners.	2.b.1	Local partners are supported through micro-grants inside Syria for quick local procurement in case of unforeseen expenditures related to the regular stabilisation projects (objective 1);	5 initiatives supported through small grants.	Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		2.b.2	Local partners inside Syria are supported by micro-grants to complement with cash the “in-kind” support in case of urgent requests from the Local councils.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.
		2.b.3	Local partners are supported through micro-grants to procure locally, in case access for larger volumes (taken from the above mentioned stock, or to be purchased in Turkey) is impossible.		Reports	No diversion of aid. Available trustable managing and local governance structures. No significant military fighting.