



Madad - Regional EU Trust Fund in response to the Syrian Crisis: Building strategic partnerships

**Information session on the Madad Fund
for EU development agencies and NGOs
Brussels, 26 March 2015**



Background

- New EU Financial Regulation **allows the Commission to create and manage EU Trust Funds** (Art. 187), if at least one co-donor. EUTFs OUTSIDE of EU budget, but RF applies.
- **Only for emergency and post-emergency situations OR thematic initiatives**, not for normal country programmes.
- The **joint EU communication** "*Towards an EU comprehensive response to the Syrian crisis*" of **June 2013** already stated that EUTF "*could be envisaged at a later stage as a vehicle for leveraging and coordinating contributions from all EU donors and other interested donors*".
- **Also now mentioned as a new EU instrument in the recent joint communication on Syria/Iraq, adopted by FAC on 16 March.**

Increasing needs & lack of funding

- **Needs have risen sharply** over the past 18 months.
- **UN appeals increased by almost 200% over last 3 years and are increasingly underfunded:** 2013: US\$ 3 billion, funded 70% - 2014: US\$ 6 billion, funded 50% - 2015: US\$ 8.4 billion, funded ???%
- **And this despite substantial EU effort:** € 3.2 bn so far (1.7bn EU budget + 1.5bn MS)
- Reasons: **humanitarian donor budgets are not sufficient** to respond to this massive and escalating crisis, and needs are increasingly structural – resilience, recovery, education.
- We need to bring in the bigger dev't budgets, that's the quantum leap we need for this crisis. EUTF responds to this.



Overall objectives and context

*"The overall objective of the Trust Fund is to provide a coherent and reinforced aid response to the Syrian crisis on a **regional scale**, responding primarily in the first instance to the **needs of refugees from Syria in neighbouring countries, as well as of the communities hosting the refugees and their administrations**, in particular as regards resilience and early recovery. The Trust Fund will thus focus on current priority needs and may also be adapted to reconstruction needs in a future post-conflict scenario.*

Assistance inside Syria will be considered taking into account, and avoiding overlap with, the action of other existing international funding instruments, and depend on agreement with the Syria Recovery Trust Fund as set out in Article 2 of this Agreement."

Madad Fund added value

Madad carries substantial added value and increased efficiency:

- 1. Is be the first (and possibly only) funding instrument responding to this crisis with a regional scope**, while other Funds have national or sub-national scale. Ensures a more comprehensive approach to the crisis, more flexibility and complement other potential initiatives.
- 2. Will be the first funding mechanism integrating different EU instruments** (ENI, IPA, DCI) when responding to the needs of both refugees and host communities in a balanced manner.



Madad Fund added value

- 3. Will use comprehensive range of EU funding modalities** (grants to NGO projects, budget support/financing agreements with partner countries, delegation agreements with EUMS national agencies, etc.) and fast-track contracting procedures for crisis situations under EUFR.
- 4. EUTF could also be a funding vehicle for a future joint post-conflict recovery and reconstruction effort in Syria**, would already be up and running when the time has come.

Governance Structure: Steering Board

- A **Steering Board** constituted of representatives of the EU Member States and Donors contributing to the Fund and of the European Union.
- Under the presidency of the EU, assisted by the founding donors as Vice-Presidents, each donor would have one vote:
 - To decide the overall strategy of the Trust Fund;
 - To receive the reports by the Operational Board and the evaluations on the implementation the Trust Fund in order to issue strategic and managerial opinions for the functioning of the Trust Fund.
- **Non-contributing EU Member States would be invited to act as observers.**

Governance Structure: Operational Board

- The **Operational Board** would be constituted of a representative of the European Union, and of representatives of all other donors having contributed above a minimal threshold (EUR 3 million).
- Under the presidency of the European Union, assisted by the founding donors as Vice-Presidents, each member would have voting rights proportionate to their level of contribution to:
 - Adopt internal regulations, the work programme and the budget for the Trust Fund
 - Decide on the mobilisation of funds and the selection of projects
 - Approve the reports to be sent to the Trust Fund Board
 - Decide on issues such as new memberships, review of the Constitutive Agreement, etc.

Coordination and ownership

- A regional financial mechanism **does not mean a regional super-structure** to add unnecessary layers.
- See it as a **strategic and flexible investment account for donors and countries of the region.**
- **Coordination will be national and respond to refugee host countries national plans** within UN appeal priorities, in Beirut, Amman etc.
- Strategic allocation however in EUTF Board among donors. **No recipient countries in the Board.** We start with EU seed funding 20m Euro + Italian contribution 3m Euro.
- Existing Syria Recovery Trust Fund (7 EUMS) permanent observer, UN, WB to be associated as observers as needed.

Resilience-based approach

*"In line with the **Council Conclusions on the EU approach to resilience**, activities financed by the Trust Fund shall pursue **conflict-sensitive approaches** across humanitarian, development and political dialogue and engagement, **taking into account the wider root causes of conflict and chronic insecurity and the impact of these factors on the vulnerability of populations** and recognise the complementary roles of development cooperation, humanitarian action and political dialogue and engagement as essential components of building resilience and ensure that efforts to link relief, rehabilitation and development (LRRD) remain integral to such activities."*

Sectors and priorities

- **ECHO will continue to do humanitarian aid directly** as ECHO, no intention to use EUTF.
- **Thus, initial focus on stabilisation and non-huma priority needs** in most affected host countries: education, municipal services (WASH, waste), livelihoods, health etc.
- Provide **balanced support benefitting refugees and host communities alike** building on 3RP Resilience Pillar and urban refugees approaches.
- **Need for a new quantum leap on education**, higher education and opportunities for young people in a regional context – severely underfunded today and time bomb – 50% Syrian kids out-of-school, higher education dropped from 20% to 11% participation.
- Consider **high impact comms campaign**. Visibility will be a central element and criterion for any action.



Implementation and partners

*"Once approved by the Operational Board, an **action shall be implemented in accordance with the implementing procedures provided for in the applicable European Commission rules and regulations.** These actions can then be implemented **either directly by the European Commission through grants or procurement contracts, or delegated to host country governments, the national agencies of Member States or the agencies of other donors or international organisations.***

*Given the Trust Fund's objective in a emergency and post-emergency situation, **flexible crisis procedures as authorised by applicable Commission rules and regulations,** and as appropriate to the local environment will be used to ensure that the Trust Fund is effective and responsive. To avoid duplicating structures on the ground while making the best use of donors' expertise, **delegated cooperation with Member States' national agencies and other Fund donors shall be the preferred option wherever it will offer an appropriate response in terms of the cost, effectiveness and European visibility of the Trust Fund-financed actions. Equally, the capacity of international, European and local NGOs shall be leveraged** to maximise the effectiveness of the response provided by the Trust Fund."*

Modalities

- Given emergency/crisis situation, Madad can use relevant provisions of EU Financial Regulation: direct award, full financing, retroactivity where justified.
- Where additional response capacities need to be identified, calls for proposals possible, but not mandatory.
- Contractually, no change: Grant agreements with co-beneficiaries for NGOs, Delegation Agreements with sub-delegatees for pillar-assessed public agencies (in some cases also grant agreements according to new PAGODA).
- Please consult public DEVCO Companion page for further detail: <http://ec.europa.eu/europeaid/companion/>
- For email contact, we are establishing a functional mailbox: [**near-madad@ec.europa.eu**](mailto:near-madad@ec.europa.eu)

More info

http://ec.europa.eu/enlargement/neighbourhood/countries/syria/index_en.htm



The screenshot shows a web browser window displaying the European Commission website. The page title is "European Neighbourhood Policy and Enlargement Negotiations". The breadcrumb trail is "European Commission > Neighbourhood - Enlargement > Neighbourhood > Countries of the region > Syria". The main content area features a large image of a Syrian city with the word "Syria" overlaid. Below the image, the text states: "The European Union (EU) suspended all its cooperation with the Syrian government in 2011, in the wake of violent events in the country. However, it remains committed to delivering assistance to the Syrian population, notably refugees, students, human rights defenders and civil society." It also mentions the new European Neighbourhood Instrument (ENI) for 2014-2020. A section titled "Current EU Assistance to the Syrian Population - key figures" follows, stating that cooperation was suspended in May 2011. On the right side, there are social media sharing options, a search bar, and a "Stay connected" section with icons for Facebook, Twitter, YouTube, and RSS. Below that is a "Key documents" section with links to various reports and agreements, and a "Key links" section at the bottom.

European Commission

European Neighbourhood Policy and Enlargement Negotiations

European Commission > Neighbourhood - Enlargement > Neighbourhood > Countries of the region > Syria

Home

EU Neighbourhood Policy

Overview

Countries of the region

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- Georgia
- Israel
- Jordan
- Lebanon
- Libya
- Moldova
- Morocco
- Palestine*
- Syria**
- Tunisia

Syria

The European Union (EU) suspended all its cooperation with the Syrian government in 2011, in the wake of violent events in the country. However, it remains committed to delivering assistance to the Syrian population, notably refugees, students, human rights defenders and civil society.

The new European Neighbourhood Instrument (ENI) is the main EU financial instrument for 2014-2020. Support through the ENI will continue to provide direct development assistance to support the affected population inside and outside Syria in complementarity to humanitarian aid in sectors such as education and early recovery.

Current EU Assistance to the Syrian Population - key figures

Following the escalation of violence in Syria in 2011, and in parallel with the adoption of various restrictive measures, the EU suspended all its cooperation instruments with the country. Bilateral cooperation was suspended in May 2011. Syria's participation in regional programmes in September 2011 and the European Investment Bank's (EIB) loans and technical assistance in November 2011.

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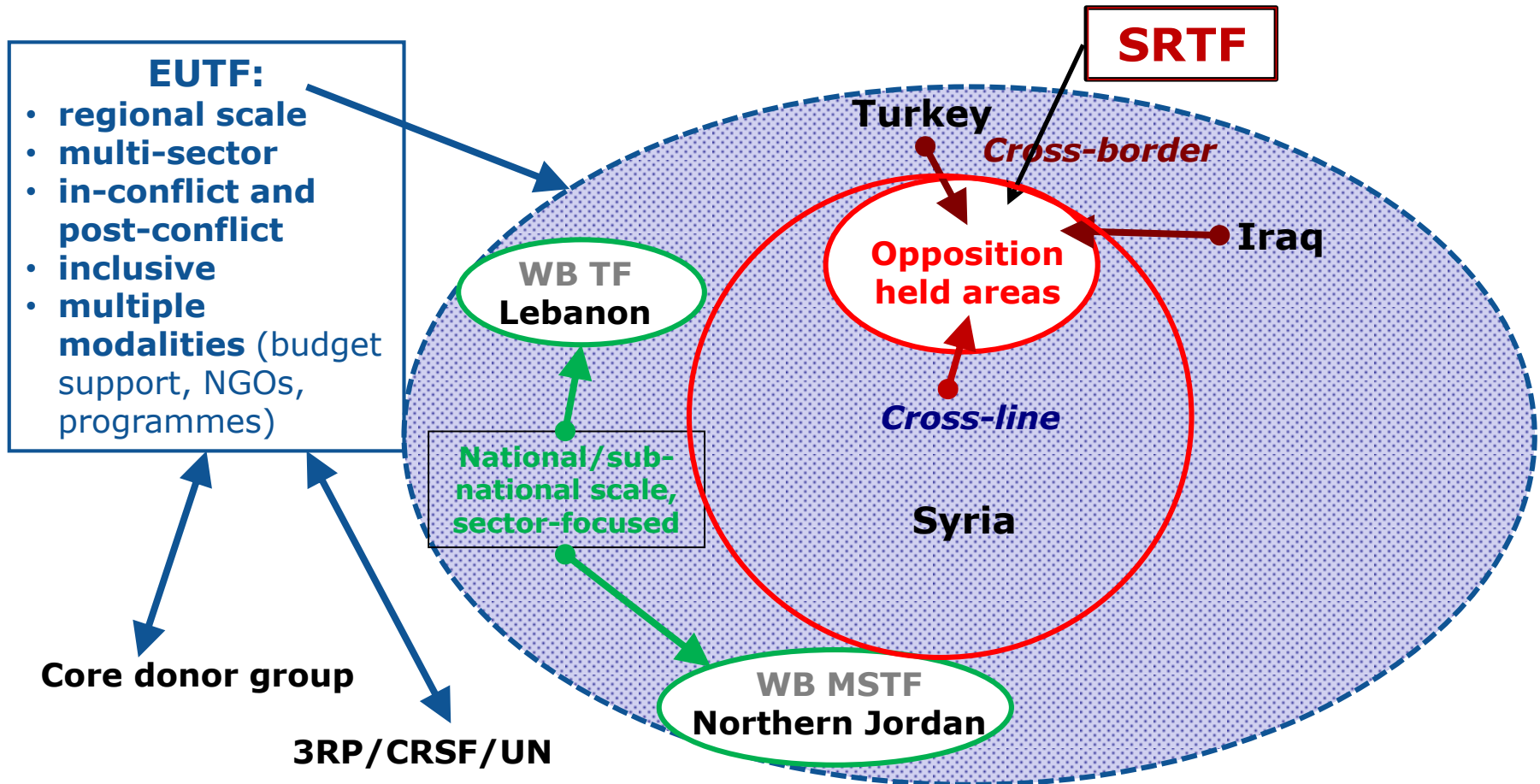
Key documents

- Elements for an EU regional strategy for Syria and Iraq as well as the Da'esh threat
- Constitutive contribution Regional EU Trust Fund for the Syrian crisis
- Establishment Regional EU Trust Fund for the Syrian crisis
- EU Trust Fund on Syria - constitutive agreement
- Special measure 2014 in favour of Syrian population

More...

Key links

EU Trust Fund: connecting the dots



One more thing.... the name

the "Madad / مَدَد" Fund

- While it has a straightforward meaning for **aid** in the sense of:
 - assistance ; backing ; help ; reinforcement ; supply ; support;
 - help or thing or person that helps, or support or food, money, etc. sent to a country to help it
 - an act of kindness beyond what is due or usual; thing given willingly without payment; present
- it also means more broadly in the sense of **collaboration**:
 - state of work jointly with others
 - joint act of contribution; something contributed (money, help, etc)
- Many other possible names with similar connotations, but already used by political movements, companies, NGOs etc. (e.g. Ihsan, Sadaqa, Amal, Nusra, Nahda, Tamkeen, Tadamon...)

Thanks

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Shukran