

## **Detailed description of the objectives and purpose of the Trust Fund**

### **1. 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.

The Trust Fund shall act in coherence with relevant EU and international guidelines and policies, including:

- the Joint Communication "Towards a comprehensive EU approach to the Syrian crisis" of the European Commission and the High Representative of the Union for Foreign Affairs and Security Policy, adopted on 24 June 2013, mapping out a comprehensive EU approach in response to the conflict and its consequences both in Syria and its neighbouring countries<sup>1</sup> as well as relevant conclusions on the Syria crisis of the EU Foreign Affairs Council since 2011 (see attachment).
- The conclusions of the EU Foreign Affairs Council on the EU approach to resilience, adopted on 28 May 2013<sup>2</sup>.
- The UN Comprehensive Regional Strategic Framework for the Syria Crisis, in its current version of 8 May 2014 and as adapted in the future<sup>3</sup>.
- Taking particular account of Resolution 1325 of the UN Security Council and its subsequent resolutions 1820, 1888, 1889, 1960, 2106 and 2122, the Trust Fund will involve women in crisis prevention, conflict management, peace-building and to help protect women in gender-based violence, especially sexual abuses. Moreover, the principle of the special account to be taken of the role of women in all the measures will apply for the Trust Fund.
- The UN Security Council Resolution 2139 of 22 February 2014 and 2165 of 14 July 2014 on Humanitarian assistance in Syria.
- The Berlin Communiqué of the Conference on the Syrian Refugee Situation – Supporting Stability in the Region on 28 October 2014.

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<sup>1</sup> [Joint Communication to the European Parliament, The Council, the European Economic and Social Committee and the Committee of the regions: Towards a Comprehensive EU approach to the Syrian Crisis, Brussels, 24.6.2013, JOIN\(2013\) 22 final.](#)

<sup>2</sup> [Council conclusions on EU approach to resilience, 3241st Foreign Affairs Council meeting, Brussels, 28 May 2013.](#)

<sup>3</sup> [Comprehensive Regional Strategic Framework for the Syria crisis, United Nations, 8 May 2014.](#)

Within that context, EU and international donor assistance through the Trust Fund shall enable a comprehensive response package commensurate to the challenges. This response package should contribute to mitigating the spill-over effects of the Syrian crisis. It should bring together the EU, its Member States', and other donors' funds and instruments in order to address the immediate and medium term needs in a coordinated and comprehensive manner, to promote access to justice and accountability, to preserve the stability of neighbouring countries and to lead longer term international reconstruction efforts once a lasting peace has been found.<sup>4</sup>

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<sup>5</sup>.

## **2. Complementarity and coordination**

The Trust Fund's activities have to be very closely coordinated with other existing aid programmes and pooling mechanisms to avoid duplication and competition for funding in particular as regards the Syria Recovery Trust Fund (SRTF)<sup>6</sup> based in Gaziantep, the World Bank Trust Fund for Lebanon, and World Bank and UN mechanisms in Jordan. To this end, and in application of Article 5.1.3 of the Constitutive Agreement, representatives of these and other relevant pooling mechanisms may be invited as observers to Fund meetings on a reciprocal basis so that the additionality and complementarity of Trust Fund projects can be confirmed.

As regards the SRTF, which currently focuses on recovery and reconstruction activities in areas controlled by the Syrian opposition as represented by the National Coalition of Revolutionary and Opposition Forces (SOC), the Trust Fund should only intervene inside Syria in agreement with the SRTF as set out in Article 2 of this Agreement, and if the complementarity of EUTF financing justifies such an intervention, e.g. in the case of potential activities carried out by EU Member States development agencies or other contributors in opposition-held areas. To this end, the Trust Fund will closely coordinate with the relevant EU Delegations across the region.

Furthermore, existing and on-going EU, Member States' and other donors' aid programmes and projects need to be fully mapped where relevant against potential actions of the Trust Fund to ensure maximum synergies between the bilateral funding streams and the Trust Fund for as long as necessary, including the bilateral Sector Support Frameworks in place for ENI programmes in e.g. Jordan and Lebanon.

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<sup>4</sup> Joint Communication, p. 3, see footnote 1.

<sup>5</sup> Council conclusions on EU approach to resilience, see footnote 2.

<sup>6</sup> Established under the 'Friends of the Syrian People', co-founded by Germany, the UAE, and the US, and contributions from France, the UK, Italy, Denmark, Sweden and Finland.

Synergies shall be sought in particular with the EU Regional Development and Protection Programme for refugees and host communities in the Middle East (Jordan, Lebanon, and Iraq) (RDPP) and its analytical work and studies.

Coordination with national authorities, especially of those beneficiary countries hosting Syrian refugees, shall be established bilaterally by the EU Trust Fund, and with particular attention to their priority needs as expressed notably in their national response plans.

At international level, the Trust Fund shall align its decisions i.a. with orientations provided by multilateral frameworks, e.g. the UN CRSF and Regional Refugee Resilience Plan (3RP) and outcomes of other international fora and conferences (Kuwait conferences, G7; etc.).

### **3. Eligible sectors of activities**

#### *3.1. Until the end of the conflict for actions in neighbouring countries*

In neighbouring and affected countries hosting Syrian refugees, activities of the Trust Fund until a future resolution of the crisis should be guided i.a. by the Regional Refugee Resilience Plan (3RP) that should be available as of 2015 and which should consist of a Refugee Pillar (current Regional Refugee Plan) and a newly developed Resilience Pillar for Resilience-building and stabilisation-enhancement support. The Resilience Pillar should directly link to the refugee and host community interventions in the neighbouring countries, and as such accommodate the national plans and programmes of the host governments. 3RP should constitute as a regional response set up to support, through a coordinated and coherent framework, both humanitarian response and stability-focused development efforts in the sub-region for a period of two years (2015-2016). During this period, national response plans are expected to be fully developed and operational. The 3RP should introduce a series of new tools for more precisely targeted and cost-effective national responses to the crisis. Support may be provided by the Trust fund to affected countries in their efforts to develop and implement National Response Plans, at central and at local level in response to the needs caused by the crisis.

In line with current EU funding priorities in neighbouring countries and the CRSF, the Trust Fund should thus focus on

- a) enabling equitable access to basic services and
- b) supporting household and individual resilience.

The Trust Fund should facilitate investment in basic services in a *complementary* and *coordinated* manner – ensuring temporary solutions in the short-term whilst strengthening national capacity (public and private systems) in a manner that enables transition to delivery by/through national systems (primarily through national response plans). A key area of equitable access to basic services is the education sector, as a whole generation of Syrian children and youth risk becoming a possibly radicalised lost generation:

- Immediate action should be taken to enhance the support to over 6 million conflict-affected Syrian and Iraqi children in need, whether internally displaced or refugees in neighbouring countries. Education and protection activities are still underfunded and there is an immediate need to bring the millions of school drop-outs back into education activities. Humanitarian assistance covers these needs only marginally.

- Equally, a regional Higher Education and training initiative is necessary to provide the hundreds of thousand young Syrians displaced or refugees in neighbouring countries with perspectives and opportunities to continue their disrupted learning path. Existing initiatives should be grouped and coordinated into a regional clearinghouse mechanism funded by the Trust Fund so that learning needs of young Syrians can be better and faster matched with education and academic possibilities scattered around the region and internationally.

When supporting household and individual resilience, as articulated in existing national response plans<sup>7</sup>, host communities who have suffered the greatest shocks relating to the crisis require targeted support for income generation (including opportunities related to employment, livelihoods, Small and Micro Enterprise development, and social protection). Financing of targeted income generation activities for host communities should be based on national priorities, as presented in national plans, either existing or to be developed (e.g. budget support, project financing, loans, grants, Foreign Direct Investments, etc.).

Under these premises, the following sectors would comprise an indicative list eligible for support by the Trust Fund, according to the classification of the OECD DAC:

DAC 5 CODE	CRS CODE	DESCRIPTION
110		EDUCATION
112		Basic education
	11220	Primary education
	11230	Basic life skills for youth and adults
	11240	Early childhood education
113		Secondary education
	11320	Secondary education
	11330	Vocational training
114		Post-secondary education
	11420	Higher education
	11430	Advanced technical and managerial training
120		HEALTH
121		Health, General
	12110	Health policy and administrative management
122		Basic health
	12220	Basic health care
	12230	Basic health infrastructure
140		WATER AND SANITATION
	14030	Basic drinking water supply and basic sanitation
	14031	Basic drinking water supply
	14032	Basic sanitation
	14050	Waste management / disposal
160		OTHER SOCIAL INFRASTRUCTURE AND SERVICES
	16020	Employment policy and administrative management
	16030	Housing policy and administrative management
	16050	Mutlisector aid for basic social services

<sup>7</sup> Support to neighbouring countries efforts in developing national Plans in response to the crisis could also be provided by the EUTF when applicable.

*Annex I to the Agreement establishing the European Union Regional Trust Fund in response to the Syrian crisis, the 'Madad Fund', and its internal rules*

400		MULTISECTOR/ CROSS-CUTTING
430		Other multisector
	43010	Multisector aid
	43030	Urban development and management
	43040	Rural development
	43050	Non-agricultural alternative development
	43081	Multisector education/training
	43082	Research/scientific institutions
500		COMMODITY AID AND GENERAL PROGRAMME ASSISTANCE
510		General budget support
	51010	General budget support
520		Developmental food aid/Food security assistance
	52010	Food aid/Food security programmes

*3.2. Until the end of the conflict for actions inside Syria*

Inside Syria, the level of potential economic and development assistance that could be provided depends on taking into account, and avoiding overlap with, the action of other existing international funding instruments, and depends on agreement with the Syria Recovery Trust Fund as set out in Article 2 of this Agreement.

Under these conditions, the Trust Fund should primarily aim at ensuring access to non-humanitarian services, such as

- education (including higher education and vocational training)
- psycho-social support,
- livelihoods support.

Further actions in non-humanitarian sectors could be funded such as:

- capacity/institution building at central as well as at local level,
- health,
- support for independent and free media,
- cultural heritage preservation,
- dialogue promotion,
- transition preparation and capacity building of Syrian civil society organisations (CSOs), including providing support and capacity building to human rights defenders and youth activists.
- Assistance to vulnerable Palestine refugees affected by the conflict in Syria.

*3.3. Potential areas of support in the transition to a post-conflict Syria*

As soon as a genuine democratic transition begins, the EU stands ready to develop a new and ambitious partnership with Syria across all areas of mutual interest, including by contributing to a post-conflict needs assessment, mobilising assistance, institution building, strengthening trade and economic relations and supporting transitional justice and the political transition.

In this context, the Trust Fund should support actions that help to prepare Syrians and neighbouring countries for the needs following an end to the conflict. Such activities should include:

- Data collection and assessment of damages and reconstruction needs, with a view to enable a rapid and integrated Post-Conflict Needs assessment (PCNA) to be jointly conducted by the EU, the UN and the World Bank as agreed in the MoU of 2009.
- Justice and accountability, addressing concerns regarding the widespread violations of human rights as an integral part of the process to bring an end to the conflict. In promoting the most important elements of the Geneva Communiqué<sup>8</sup>, the commitment to accountability and national reconciliation should be emphasised, especially the need for a comprehensive package for transitional justice including compensation or rehabilitation for victims of the conflict.
- Steps towards national reconciliation, conflict-resolution and democratic state-building.
- Resettlement and reintegration of refugees and economic reconstruction.
- Possible future UN and/or EU Peace-building and monitoring missions.

Under these premises, the following sectors would comprise an indicative list eligible for support by the Trust Fund, according to the classification of the OECD DAC:

<b>151</b>		<b>Government and civil society, general</b>
	<b>15110</b>	Public sector policy and administrative management
	<b>15111</b>	Public finance management
	<b>15112</b>	Decentralisation and support to subnational government
	<b>15113</b>	Anti-corruption organisations and institutions
	<b>15130</b>	Legal and judicial development
	<b>15150</b>	Democratic participation and civil society
	<b>15151</b>	Elections
	<b>15152</b>	Legislatures and political parties
	<b>15153</b>	Media and free flow of information
	<b>15160</b>	Human rights
	<b>15170</b>	Women's equality organisations and institutions
<b>152</b>		<b>Conflict prevention and resolution, peace and security</b>
	<b>15210</b>	Security system management and reform
	<b>15220</b>	Civilian peace-building, conflict prevention and resolution
	<b>15230</b>	Participation in international peacekeeping operations
	<b>15240</b>	Reintegration and SALW control
	<b>15250</b>	Removal of land mines and explosive remnants of war
	<b>15261</b>	Child soldiers (Prevention and demobilisation)
<b>730</b>		<b>Reconstruction relief and rehabilitation</b>
	<b>73010</b>	Reconstruction relief and rehabilitation

## 4. Implementation and Visibility

### 4.1. 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

<sup>8</sup> <http://www.un.org/News/dh/infocus/Syria/FinalCommuniquéActionGroupforSyria.pdf>.

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.

The Trust Fund can on request of donors and subject to approval of its Board establish separate funding windows where and when it is deemed required, feasible and appropriate to do so. Such windows may cover assistance in a specific sector or country, or modality (e.g. budget support) and would be reported accordingly in the Trust Fund's regular reporting to donors. Where budget support would be considered, it would follow the established EU Budget Support Guidelines as applicable,<sup>9</sup> including the eligibility criteria for countries to receive EU budget support. Any humanitarian assistance under the Trust Fund shall be administered and provided in full respect for humanitarian principles and the European Consensus on Humanitarian Aid.<sup>10</sup>

The Trust Fund Manager may also, with the agreement of the Operational Board on the allocation to be mobilised and in accordance with the rules applicable to the implementation of actions, call on expertise in the field to be paid for by the Trust Fund once it is set up in order to identify actions in liaison with the local authorities, international and non-governmental organisations and other donors and so build a diversified portfolio. This portfolio shall be built up taking into account the actions already implemented by the EU and other donors. In particular, the Manager may call on any qualified person from countries in the region or international civil society who may assist in the selection process. Preference will be given to the expertise of the European Commission and national development agencies.

#### *4.2. Communication and visibility*

To date the visibility of the EU's support to the Syrian crisis has been insufficient. The public perception is that the EU is not addressing the Syrian crisis, when in fact it is the largest donor, contributing over EUR 2.9 billion in both humanitarian and development assistance. The lack of visibility to the EU's actions weakens the EU's political traction in the region and its standing in Europe. While EU visibility within Syria should be judged on a case-by-case basis, as it could jeopardise the safety and security of an implementing organisation's staff, any reduction in the visibility should be compensated by an increase in other means, for example by ensuring that beneficiaries are regularly informed by word-of-mouth that the support they are receiving is from the EU if doing so would not impact on the safety and

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<sup>9</sup> [http://ec.europa.eu/europeaid/sites/devco/files/methodology-budget-support-guidelines-201209\\_en\\_2.pdf](http://ec.europa.eu/europeaid/sites/devco/files/methodology-budget-support-guidelines-201209_en_2.pdf).

<sup>10</sup> [The European Consensus on Humanitarian Aid, OJ C 25 of 30.1.2008\].](http://europa.eu/legislation_summaries/humanitarian_aid/ah0009_en.htm) See also: [http://europa.eu/legislation\\_summaries/humanitarian\\_aid/ah0009\\_en.htm](http://europa.eu/legislation_summaries/humanitarian_aid/ah0009_en.htm).

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security of the beneficiaries or an implementing organisation's staff. In addition, visibility actions by implementing partners outside the area of conflict should be stepped up. Each implementer (grant or Delegation Agreement) will have to draw up a comprehensive visibility and communication plan with the project request. In addition, the Trust Fund may establish a separate and dedicated communication team for outreach and launch a service contract for a comprehensive information and communication campaign on the on the EU's efforts to alleviate the effects of the Syrian crisis.

The details of the above arrangements shall be decided by the Trust Fund board upon a proposal from the European Commission.