

## Action Document for EU Trust Fund to be used for the decisions of the Operational Board

### 1. IDENTIFICATION

<b>Title/Number</b>	<b>EU Regional Development and Protection Programme for Syrian refugees and host communities in the Middle East II (RDPP II Middle East)</b>
<b>Total cost</b>	<b>Total estimated cost:</b> EUR 60 000 000 <b>Total amount drawn from the Trust Fund:</b> EUR 20 000 000
<b>Duration (Indicative)</b>	45 months (April 2018-December 2021) <sup>1</sup>
<b>Country</b>	Iraq, Jordan and Lebanon
<b>Locations</b>	Nationwide
<b>Implementing Partner(s)</b>	Ministry of Foreign Affairs (Denmark)
<b>Main Stakeholder(s)</b>	<i>Lebanon:</i> Ministry of Social Affairs and Ministry of Refugee Affairs <i>Jordan:</i> Ministry of Planning and International Cooperation <i>Iraq:</i> Ministry of Planning
<b>Aid method / Method of implementation</b>	Project approach Indirect Management: Delegation Agreement with the Ministry of Foreign Affairs of Denmark
<b>DAC-code</b>	43010 multi-sector
<b>Objectives</b>	<p>The <b>Overall Objective</b> of the proposed Action is:</p> <ul style="list-style-type: none"> <li><i>to ensure displaced persons and their host communities have safe, dignified and resilient lives through evidence-based and innovative local solutions, and once the possibility arises, are supported to avail themselves of a durable solution</i></li> </ul> <p><b>The suggested specific objectives are:</b></p> <ol style="list-style-type: none"> <li><i>Research, policy dialogue and advocacy</i> : to increase the understanding and knowledge of the impacts of protracted displacement on displaced persons and host countries, so that informed policy measures can be taken by decision-makers to create an improved socio-economic environment and uphold vulnerable groups rights;</li> <li><i>Protection and social cohesion/social stability</i>: to improve protection environment for displaced persons and other vulnerable groups, through promoting fulfilment of rights and capacity strengthening of national systems, local authorities and civil society;</li> <li><i>Livelihoods for social cohesion and durable solutions</i>: to enhance economic opportunities and livelihood capacity for displaced and host communities through testing new models to mitigate the negative impacts of displacement, reduce the need of negative coping strategies and maximise opportunities.</li> </ol>

<sup>1</sup> The length of the implementation period is subject to the authorisation granted by the Commission to the EUTF Manager to implement projects beyond December 2019.

**Main Activities**

Activities under this action may include, but are not limited to:

*Research, policy dialogue and advocacy*

- Research conducted on the displacement impact on refugees and host communities;
- Research on ways to improve operational response and delivery modalities;
- Identification of best practices in the context of refugee response in a protracted crisis;
- Formulation of policy messages based on research evidence to contribute to an improved response;
- Engaging with policy makers and practitioners to advocate for policy change and adoption of new innovative approaches.

*Protection and social stability:*

- Contribute to strengthening social stability at community level;
- Support to national actors in providing services and strengthening systems to respond to needs of Syrian refugees to strengthen their resilience;
- Awareness raising, based on evidence from research component, on refugee rights and possibilities including as regards protection;
- Support to national actors engaged in provision of legal assistance and their efforts to engage in advocacy and policy work.
- Support to actors engaged in combatting negative coping strategies, including child labour and early marriage, for example by supporting partners linking livelihood with protection outcomes.
- Support to piloting and testing of innovative protection approaches and new modalities relevant to the humanitarian development nexus..

*Livelihoods for social cohesion and durable solutions:*

- Carry out a meta-evaluation on current livelihood approaches, looking at outcomes and sustainability of the current livelihood engagements across the three country contexts.
- Inform the broader debate on the findings of the above mentioned study, to contribute to develop viable livelihood opportunities for Syrian refugees and host communities.
- Support skills development/retention and access to livelihoods for displaced and out of work host populations, with a specific focus on women and youth, to build resilience for protection;
- Support piloting and testing innovative approaches and projects and new modalities, including cooperation with private sector partnerships.
- Support partnerships with the ability of multi-faceted engagements, such as livelihoods linked to protection outcomes and partnerships with a focus on pilot innovative approaches or involve non-traditional actors.
- Identify emerging needs and the flexibility to adapt to future changing needs, recognising in particular the dynamic displacement situation in Iraq and the evolving situation inside Syria, which may merit research focus conducted remotely.

## 2. RATIONALE AND CONTEXT

The conflict in Syria has triggered the highest level of forced displacement since World War II, with almost five million registered refugees and more than 6 million internally displaced persons (IDPs). Seven years after the outbreak in 2011, the region is now facing a protracted crisis,<sup>2</sup> and the initial humanitarian challenges have altered to also affect the capacities of the host communities, their development and social stability.

The refugee response is increasingly recognizing the need to support more durable solutions. However, the lack of understanding of the implications of displacement, both to the refugees and the host communities, hinder the identification of the means and methods for an adequate refugee response.

The primary objective of the EU Regional Trust Fund in Response to the Syrian Crisis, “The Madad Fund” (hereinafter referred to as the Trust Fund/Madad) is to *“provide a coherent and reinforced aid response to the Syrian and Iraqi crises and the massive displacement resulting from them on a multi-country scale. In pursuit of this objective, the Trust Fund shall address the needs of three groups: refugees, internally displaced persons (IDPs) and returnees and provide assistance to the communities and the administrations in which those groups find themselves, as regards resilience and early recovery.”*<sup>3</sup>

Created in 2014, the Trust Fund was mandated to build resilience of affected populations and host communities to withstand the crisis. Madad works in complementarity with humanitarian action and development cooperation, and is an important tool for the implementation of the humanitarian-development nexus

This action intends to contribute the learning around the impact of displacements, to inform policy decision-making and allow for piloting of innovative response conducive to refugees and host communities.

### 2.1. Summary of the action and its objectives

The **overall objectives** of this proposed Action Document is:

*To ensure displaced persons and their host communities have safe, dignified and resilient lives through evidence-based and innovative local solutions, and once the possibility arises, are supported to avail themselves of a durable solution*

The action is expected to reach three **specific objectives** covering different thematic areas:

- i. *Research, policy dialogue and advocacy* : to increase the understanding and knowledge of the impacts of protracted displacement on displaced persons and host countries, so that informed policy measures can be taken by decision-makers, to create an improved socio-economic environment and uphold vulnerable groups rights;
- ii. *Protection and social cohesion/social stability*: to improve protection environment for displaced persons and other vulnerable groups, through promoting fulfilment of rights and capacity strengthening of national systems, local authorities and civil society;
- iii. *Livelihoods for social cohesion and durable solutions*: to enhance economic opportunities and livelihood capacity for displaced and host communities through testing new models to

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<sup>2</sup> Defined as a situation in which 25 000 or more refugees of the same nationality have been in exile for five years or longer in a given asylum country (UNHCR).

<sup>3</sup> Agreement establishing the EU Trust Fund in response to the Syrian Crisis/the Constitutive Agreement, Art 2.

mitigate the negative impacts of displacement, reduce the risk of negative coping strategies and maximise opportunities.

The Action will contribute to the Specific Objective 3 of the current Madad Result Framework.<sup>4</sup>

## 2.2. Context

### 2.2.1 Regional context

As of October 2017, UNHCR had registered 654,582 Syrian refugees in Jordan, 1,001,051 refugees in Lebanon and 244,235 refugees in Iraq.<sup>5</sup> More than half of them are women.<sup>6</sup> The overwhelming part of the refugees lives outside of camps, hosted around the countries in different localities and in different communities. The majority of Syrian refugees in Iraq, around 85 percent, live in the Kurdistan region and around 15 percent in al-Qa'im, Anbar governate in central Iraq.

Iraq, Jordan and Lebanon have a long tradition of providing protection and assistance to large numbers of refugees and other people of concern, based on long-standing traditions of hospitality, ethnic linkages and established religious solidarity. Seven years into the crisis, host communities are starting to voice their exhaustion. Increased pressure on limited resources, public services and infrastructure and increased competition for jobs have accentuated the vulnerability of both displaced persons and host communities. As a consequence, tensions between host communities and refugees and IDPs are increasing.<sup>7</sup>

While the response to the refugee crisis has evolved over the past years, operationalising the humanitarian-development nexus, including identifying new ways of addressing the displacement crisis is still in its infant stages. National systems have been weakened and lack the knowledge on the impacts of the displacement crisis to make informed policy decisions. While the refugee population in the region remains stable to a large extent, depleted household resources, reductions in humanitarian assistance, and a narrowing protection space continue to challenge the daily lives of refugees. The potential for self-reliance varies greatly. With the prolonged duration of displacement, boosting self-reliance and harnessing resilience are even more relevant, and also more pressing. With the risk of the crisis in Syria again losing attention from the international community, increasing advocacy efforts will become even more vital to ensure adequate support is maintained.

There is evidence indicating that in situations where the host government is supported in providing access to services (primarily education and health) to refugees and host communities in an integrated manner, as well as livelihood opportunities and access to the labour market, refugees can contribute to the development of the local economy. The positive effects for the displaced person is evident: having a job and education for your children will contribute to restoring some kind of normalcy in every-day life: the opportunity to earn own money will bring back the feeling of dignity and education for refugee children will generate hope for the future.<sup>8</sup>

Still, more needs to be done to strengthening the humanitarian-development nexus in the Syria crisis response, based on solid research evidence on the impacts of protracted

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<sup>4</sup> [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/eutf\\_madad\\_results\\_framework.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/eutf_madad_results_framework.pdf)

<sup>5</sup> <http://data.unhcr.org/syrianrefugees/regional.php>

<sup>6</sup> <http://data.unhcr.org/syrianrefugees/regional.php>, March 2017

<sup>7</sup> Forced Migration Review: *The Syria crisis, displacement and protection* (Issue 47) September 2014.

<sup>8</sup> UNDP, UNHCR, World Bank Concept Note: *Transitional Solutions Initiative*, p.4. October 2010.

displacement and durable solutions, that can be taken forward in policy dialogue and advocacy efforts, and supporting actors at all levels in piloting innovative approaches.

### 2.2.2 Sector context: policies and challenges

#### ***Livelihoods, Social Stability and Protection***

The profile of Syrian refugees differ from their host communities, with a tendency of being younger, and with other skills and competencies than those sought after in the economies of the host communities; agriculture rather than services.<sup>9</sup> At the same time, employment and livelihood opportunities for refugees are severely restricted (both for women and men). Refugee status and residence issues can have far-reaching consequences concerning the protection, mobility, social wellbeing, education and economic engagement of Syrian refugees.

The deteriorating economic situation detrimentally affects children, with a disturbing impact on the future and wellbeing of girls in particular. There is increasing evidence that the poverty of refugee households leads them to resort to negative coping mechanisms, such as taking children out of school, either to cut expenses linked to education (transport, school material, and clothing) or sending the children to work or marrying off their (often under-aged) daughters.<sup>10</sup>

The tensions between the refugees and host communities are increasing. Recent perception surveys indicate that initially, the host communities perceived the presence of Syrian refugees as temporary.<sup>11</sup> With the crisis becoming protracted, negative perceptions have evolved, as the pressure on housing, jobs and local infrastructures have increased, and also concrete security incidents and human rights violations. Most intergroup conflicts are relatively minor issues, manifest in low levels incidents, attacks, harassment and repression (curfew etc.). Instances of violent confrontation are sporadic and localized, usually linked to crimes and offences for which Syrians are being blamed by the host community.<sup>12</sup> While the presence of Syrian refugees is now less perceived as a direct security threat to host communities, evidence show that in Lebanon, the Syrian refugees, both women and men, live with daily fears and continuous worry and many do not feel protected in Lebanon, either from their environment or from the authorities.<sup>13</sup>

The political calendar, such as elections, impacts as well tensions at local level. Recent surveys present an increased number of respondents seeking to defend their interests and a decrease of those promoting dialogue in most communities. Those figures indicate growing tensions and decreased social stability within the communities, and the increased likelihood this will lead to negative action.

### 2.3. Lessons learnt and synergies with Madad Fund

The action builds on the experience and lessons learnt from the EU Regional Development and Protection Programme (RDPP) Middle East and the reflections and recommendations from various reviews and evaluations made during its four years of implementation.<sup>14</sup>

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<sup>9</sup> The World Bank Group and UNHCR, *The Welfare of Syrian Refugees- evidence from Jordan and Lebanon*, International Bank for Reconstruction and Development / The World Bank, 2016, pp. 34-38.

<sup>10</sup> See for instance Jordan INGO Forum, *Syrian Refugees in Jordan - shrinking access to services under limited legal status*, Dec. 2016.

<sup>11</sup> *Citizens' perceptions of security threats stemming from the Syrian refugee presence in Lebanon*, International Alert (2015), p.4.

<sup>12</sup> *The Syrian Crisis and its Impact on Lebanon, A Conflict Analysis*, Norwegian Church Aid (2015), p.5

<sup>13</sup> Oxfam: *STILL LOOKING FOR SAFETY: Voices of refugees from Syria on solutions for the present and Future*. June 2017.

<sup>14</sup> Mid-term Review of the Regional Development and Protection Programme, Voluntas Advisory (July 2016); Results-Oriented Mission

The first phase of the RDPP has proven to be complementary to the Trust Fund and the following lessons have been drawn<sup>15</sup> for the second phase:

- RDPP has a unique combination of thematic focus, and the only instrument with dedicated funds to research and advocacy in this field;
- It places itself firmly as a bridging instrument between humanitarian and development divide;
- the combination of livelihoods and protection leans itself to work on integrated responses to both refugees, IDPs and host communities;
- It has been complementary to the Madad Trust Fund, focusing on areas which the Trust Fund does not sufficiently cover, such as research, advocacy and protection linked to livelihood;
- RDPP II has a strong potential to bring added value to the work of the Trust Fund, including the dialogue and policy uptake that results and outcomes will bring;
- In order to ensure that RDPP II engages in more pro-active policy dialogue, the action would need a clear structure and a variety of tools for advocacy and a strategy on how to engage with donors at country level to contribute to strategic messaging;
- The focus on localization of aid adds value to the Madad Trust Fund, since the RDPP, being a smaller, agile and fast instrument, targets other partners and at another level than the Madad Fund.
- RDPP II should strengthen the links to engage with local research capacities (think tanks, universities, NGOs);
- The dedicated focus on supporting piloting of innovative partnerships offers opportunities to Madad and other instruments to scale up interesting small scale initiatives with promising results, into larger scale projects.
- RDPP II will take a stronger grip on communication and visibility, to ensure that the results of the projects are well known and evidence communicated and translated into policy making. This will be done through a devoted budget, a dedicated staff member as well as an overall communication strategy and plan.
- The results framework of RDPP II must be more flexible than the current RDPP, to ensure and facilitate the added value of a flexible instrument, with well elaborated outcome level indicators at the programmatic level, and outputs reflected at partnership level.
- To build on the achievements of the ongoing RDPP programme phase of RDPP, it was decided by the Steering Committee of the RDPP to initiate the second phase in April 2018, to allow for a few months parallel implementation until the first phase ends in June 2018. This will enable the programme management to ensure that the momentum of the RDPP as a funding instrument can be maintained. The Ministry of Foreign Affairs of Denmark has ensured that the two projects can be run in parallel, with clear separation of the two files, without the risk of contractual and funding overlap. It will also allow the RDPP to ensure continued support to existing partners with potential to

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(08.09.2017); Evaluation of RDPP, Tana (September 2017). Danida evaluation October - November 2017.

<sup>15</sup> Ibid.

be further developed to achieve better results, and for new partnerships to be elaborated without funding gaps, in parallel with closing of the first phase.

#### 2.4. Complementary actions

This action will be complementary to and build synergies with other previous, ongoing and future Madad funded programmes as well as other projects and programmes in support to Syrian refugees and host communities in Iraq (including KRI), Jordan and Lebanon. This includes, but is not limited to:

The Local Economic Empowerment and Development to Enhance Resilience and Social Stability programme (**LEADERS** 2016-2019; Lebanon, Jordan, Iraq) is an example of complementarity between RDPP and the Madad Trust Fund. It focuses on a 'grass-roots community led participatory approach' to create more resilient and economic self-reliant communities. RDPP stepped in to support a piloting component of the programme, which is suggested to be included and integrated into a possible second phase that LEADERS intend to present to the Trust Fund for funding.

There are several ongoing initiatives with similar scope as the RDPP, offering the potential to build strong synergies and joint advocacy efforts. One example is Search for Common Ground's **Livelihoods and Social Stability Project**. This project aims to strengthen community resilience and cohesion among Syrian refugee and host community youth in Iraq, Jordan, and Lebanon by addressing youths' livelihood challenges through Business Development Services including trainings, coaching and mentoring.

A new project to be implemented by **Italian Cooperation** includes a component aimed at improving public and social services through a grant system for selected municipalities. Madad is also providing support to Social Development Centres in Lebanon on projects related to **Women and Child Protection**.

**IOM** is working on strengthening social cohesion through the establishment of community centres that target conflict affected communities; this programme is funded by the EU. It has special focus on youth radicalization through provision of conflict resolution training. The project also works on peacebuilding.

The action is also expected to be complementary to, and find synergies with, a new **Action Document on Strengthening the long-term resilience of subnational authorities in countries affected by the Syrian crisis** will be presented to the Madad Operational Board for approval at the same time as this action.

#### 2.5. Donor co-ordination

All donors operate within the regulatory boundaries of the countries and in agreement with relevant authorities. Thus, there is coordination with the national authorities usually through specific working groups.<sup>16</sup>

In country, the respective EU Delegations are leading coordination with EU Member States through regular meetings of the Development Counsellors, and participates to the coordination platforms established for the various National Response Plans to the Syrian

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<sup>16</sup> For example, the *Jordan Response Platform to the Syrian Crisis* and the *Lebanon Crisis Response Plan (LCRP)* are partnerships between the Government, donors, UN agencies and programmes operating through different thematic working groups (e.g. on livelihoods, social stability, protection, health, education etc.).

refugee crisis. It will be ensured that the work of RDPP II is captured and monitored as part of the overall planning systems at country level.

At a broader level, the EU is also actively contributing to the overall donor coordination under the auspices of the United Nations in the framework of the Regional Refugee & Resilience Plan 2016-2017 (3RP) that integrates humanitarian, development and macro-fiscal interventions.

### **Brussels:**

The Madad Management team coordinates and liaises with the donors contributing to the Trust Fund, currently consisting of 22 member states plus Turkey, as well as other actors involved in the Syrian crisis response. Moreover, the Trust Fund Management also coordinates with its contracted implementing partners and other relevant stakeholders on regional level and cross border issues.

The importance of close coordination with the RDPP is embedded in the Constitutive Agreement of the Trust Fund: RDPP is invited as observer to the Madad Trust Fund Board, and, equally, the Trust Fund is observer in the RDPP Steering Committee. In addition, the current RDPP is funded by eight donors, some of them contributing also to the Trust Fund. This ensures close coordination of actions, and facilitates an uptake of policy learning for improved refugee response, as well as broader advocacy messaging.

## **3. DETAILED DESCRIPTION**

### 3.1. Objectives

The **Overall Objective** of the proposed Action is:

*To ensure displaced persons and their host communities have safe, dignified and resilient lives through evidence-based and innovative local solutions, and once the possibility arises, are supported to avail themselves of a durable solution.*

The **Specific Objectives** are expected to cover three different thematic areas:

- i. *Research, policy dialogue and advocacy*: to increase the understanding and knowledge of the impacts of protracted displacement on displaced persons and host countries, so that informed policy measures can be taken by decision-makers, to create an improved socio-economic environment and uphold the rights of refugees;
- ii. *Protection and social cohesion/social stability*: to improve protection environment for displaced persons and other vulnerable groups, through promoting fulfilment of rights and capacity strengthening of national systems, local authorities and civil society;
- iii. *Livelihoods for social cohesion and durable solutions*: to enhance economic opportunities and livelihood capacity for displaced and host communities through testing new models to mitigate the negative impacts of displacement, reduce the risk of negative coping strategies and maximise opportunities.

The Action will contribute to the Specific Objective 3 of the current Result Framework.<sup>17</sup>

### 3.2. Expected results and main activities

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<sup>17</sup> [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/eutf\\_madad\\_results\\_framework.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/eutf_madad_results_framework.pdf)

The action will be implemented through Indirect Management through Delegation Agreement with the Ministry of Foreign Affairs (MFA) of Denmark and support the second phase of the RDPP. The first phase started in 2013 as a pilot programme with a distinct focus on transitional development assistance in displacement and enabling durable solutions in the medium-term, at a time when the response to the Syrian crisis was more in a humanitarian mode. Since then, the need to strengthen the humanitarian-development nexus has been increasingly recognized, but challenges remain on how to best connect humanitarian and development programmes. The continuation of the first phase will build upon the experience and good results already achieved, strengthen the areas with potential to be further developed, to fully engage in generating best practice of programming across the humanitarian-development nexus.

This action adopt a strategy based on three components that are interconnected and expect to bring a higher impact, than the sum of individual outcome of each component. It will seek to contribute to generate new, innovative know-how and practice towards more stable solutions to displacement situations, through research, policy dialogue and advocacy. This is expected to furnish the EU and the broader humanitarian development community with evidence that can be used to improve the response to the crisis. This will be paired with capacity development of refugees, IDPs and host communities for a more conducive environment that ensures displaced persons a safe and dignified life, where they can contribute as active agents to the socio-economic development of their host communities.

The rationale and activities suggested for each specific objective under this action will be further refined during the finalisation of the programme in full coordination with all relevant stakeholders, but would indicatively include:

*Research, policy dialogue, and advocacy*

During the initial phase of the implementation of the action, an action plan for this thematic component will be developed to ensure efficient support for a strengthened advocacy identifying gaps and opportunities, also to avoid overlaps with similar initiatives by other actors, as well as mapping potential for engagement. The plan will be revised annually and endorsed by the steering committee. The programme will support its partners to carry out dedicated advocacy and feed evidence to its donors and partners for uptake in their advocacy work.

To enable host governments, partners to take informed decisions and base response on best practice, a dedicated focus on research, policy dialogue and advocacy will be a cornerstone of the action. Emphasis will be placed on strengthening further the linkages between the three, to ensure maximum impact. The research supported can be both as stand-alone engagements aimed at providing insight into a specific information gap or as integrated efforts in support of partnerships related to the thematic components of protection and social cohesion or livelihoods.

Activities under this specific objective may include, but are not limited to:

- Research conducted on the displacement impact on refugees, IDPs and host communities (including how IDP ;
- Research on ways to improve operational response and delivery modalities;
- Identification of best practices in the context of refugee response in a protracted crisis, including protection and policy frameworks for displaced, durable solutions, impact of livelihood approaches;

- Formulation of policy messages based on research evidence to contribute to an improved response;
- Engaging with policy makers and practitioners to advocate for policy change and adoption of new innovative approaches (including the organisation of round table discussions, national conferences, seminars ...).

#### *Upholding and expanding protection space*

By recognising the impact of large-scale protracted displacement on host communities, supporting them to continue to provide a protective environment benefitting both refugees, IDPs and host communities is vital, also in ensuring social stability at the community-level. Proving support to strengthening the national authorities and actors in their efforts to sustain the protection space for refugees and IDPs and uphold their rights is central, coupled with support to the local communities to continue to provide the protective space. Addressing the specific vulnerabilities of women, children and youth is central.

Activities under this specific objective may include, but are not limited to:

- Contribute to strengthening social stability at community level;
- Support to national actors in providing services and strengthening systems to respond to needs of Syrian refugees, Iraqi IDPs and host communities to strengthen their resilience .
- Awareness raising, based on evidence from research component, on refugee and IDP rights and possibilities, including as regards protection;
- Support to national actors engaged in provision of legal assistance and their efforts to engage in advocacy and policy work in protracted crisis .
- Support to actors engaged in combatting negative coping strategies including child labour and early marriage; to find alternative, safe solutions.
- Support to piloting and testing of innovative protection approaches and new modalities relevant to the humanitarian-development nexus.

#### *Livelihoods for social cohesion and durable solutions*

The RDPP has engaged in livelihood projects from the start, with good results, but as the sector is becoming increasingly crowded with the rolling out of several programmes by large-scale instruments, the RDPP II is suggested to make careful considerations and stepping in where there is clear added value.

Activities under this specific objective may include, but are not limited to:

- Carry out a meta-evaluation on current livelihood approaches, looking at outcomes and sustainability of the current livelihood engagements across the three country contexts.
- Inform the broader debate on the findings of the above mentioned study, to contribute to develop viable livelihood opportunities for Syrian refugees, IDPs and host communities.
- Support skills development/retention and access to livelihoods for displaced and out of work host populations, with a specific focus on women and youth, to build resilience for protection;
- Support piloting and testing innovative approaches and projects and new modalities, including cooperation with private sector partnerships and involving new actors.
- Support partnerships with the ability of multi-faceted engagements, such as livelihoods linked to protection outcomes and partnerships with a focus on pilot innovative

approaches or involve non-traditional actors. Examples can be livelihood engagements focusing specifically on supporting the access of women or out-of-job youth to access the labour market, by identifying specific gaps and opportunities for these target groups, supporting partnerships with Chambers of Commerce or trade organisations to enhance the value-chain for local production, and public-private partnerships between local businesses and civil society organisations to support more sustainable livelihood opportunities.

- Identify emerging needs and the flexibility to adapt to future changing needs, recognising in particular the dynamic displacement situation in Iraq and the evolving situation inside Syria, which may merit research focus conducted remotely. Further, in the future scenario of a political solution to the conflict in Syria being reached, and the conditions for safe and voluntary returns arise; the RDPP could retain the flexibility to adapt programming to support voluntary returns and local development inside post-conflict Syria.

### 3.3. Risks and assumptions

Implementing partners will be requested to address identified risks to ensure their mitigation. The main risks are:

- Unexpected changes in host governments' attitude and policy on the refugee situation.
- Increased intra-communal tensions.
- Limited access, in particular in Iraq.
- Early (forced) returns of refugees to countries of origin before conditions for safe and voluntary return are guaranteed.
- Operational space for INGOs in the host countries is shrinking.

The assumptions for the success of the action and its implementation include:

- Stable security conditions and political stability.
- Governmental authorities are supportive of the project and committed to policy dialogue on necessary long-term reforms.
- Intense participatory dialogue with all stakeholders and commitment to the objectives of this support shall enable a common advocacy strategy.
- Willingness of host communities to engage in the project.
- Partnerships with local dedicated counterparts.
- Continuous acceptance of refugees by host communities and host government.
- No further deterioration of the legal environment for refugees.

Mitigating measures will be further defined in the actual projects.

### 3.4. Cross-cutting issues

There will be three cross cutting priorities of this action:

#### *Gender and youth*

The action will have a particular focus to ensure that all interventions address the specific needs of women and youth in protection and livelihood interventions. The programme will aim to support partners in tailoring interventions to address gender aspects and aims to be gender transformative towards women. The programme will engage in advocacy to promote a

more protective environment for women at all levels. The RDPP will further seek to assist partners in addressing the needs of youth to enable them to become active agents in their communities and support their skills development to be able to access the labour markets, as well as tackling various youth related issues such as child labour and early marriage.

### *Localization of aid*

The strategic focus on localization of aid, a commitment under the Grand Bargain, has been highlighted as an element of particular value by reviews and partners of the current RDPP. This will add value to the Madad Fund, that does not have the same possibilities of engagements directly with national actors. Significant experience in this area has been gained, which will be further enhanced in the RDPP II. Support to national actors will continue to be a priority, aiming at setting a minimum target of the funding to be committed towards local partners or support to local systems. The action will specifically reach out to local research capacities (think tanks, universities and NGOs).

As part of its focus on innovation, the RDPP II will seek to promote new partnerships between different national stakeholders with innovative approaches to address the humanitarian –development nexus in a protracted crisis, bring in new partnerships that may be relevant for reaching the objectives both within and across the thematic areas, and to enable different alliances between community, sub-national, national, regional and international levels. Coalitions between programme partners to pursue advocacy and policy agendas may be facilitated.

Evidence from the various evaluations made of RDPP show that the vicinity to local partners is also reflected in the high relevance of projects, well adapted to the contextual challenges and needs. This is partly explained by RDPP's ongoing analysis and dialogue with partners that allow RDPP to be well informed of the volatile refugee situation.

In addition, *Anti-corruption efforts* will be ensured under the Ministry of Foreign Affairs of Denmark's anti-corruption guidelines and policies, with training offered to all partners engaged in the programme.

### 3.5. Stakeholders

Syrian refugees, internally displaced people, host communities, as well as national entities, including line ministries, municipalities, NGOs, civil society and private sector entities in Iraq, Jordan and Lebanon will be the primary stakeholders involved in the implementation of this action, and, where feasible, in the lead of initiatives in order to increase local ownership and acceptance of the programme.

International stakeholders involved in the refugee response will also be important, such as UN agencies and programmes, US, IFIs and others.

As part of its focus on innovation, the RDPP II will aim at specifically engage private sector actors, such as business, chambers of commerce or social enterprises to work on livelihood opportunities for refugees, IDPs and host communities. A community based approach will be adopted when relevant and feasible.

EU Member States and other donors contributing to the Trust Fund as well as the wider community of partners involved in the Syrian crisis would also benefit of the action.

RDPP II will make strong efforts to ensure networking and coordination of its activities with relevant stakeholders, recognising that this way of working will be both means to reach the objective and part of the objective itself. The diversified portfolio of national partners is

expected to contribute to the sustainability of the programme, as the funding adds to capacity building of the local stakeholders.

#### **4. IMPLEMENTATION ISSUES**

##### **4.1 Financing agreement**

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

##### **4.2 Indicative operational implementation period**

The indicative operational implementation period of this action, during which the activities described in section 3.2 will be carried out is 45 months (April 2018 – December 2021).

##### **4.3 Implementation components and modules**

###### *4.3.1 Indirect management with a Member State*

This action will be implemented in Indirect Management with the Ministry of Foreign Affairs of Denmark, in accordance with Article 58(1)(c) of the Regulation (EU, Euratom) No 266/2012.

The envisaged assistance to Lebanon is deemed to follow the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU.

The implementation arrangement is justified for the following reasons:

- Technical competence on refugee assistance, protection and durable solutions: The Ministry of Foreign Affairs of Denmark is well placed to lead the implementation of the action. With a long standing commitment to improving the refugee response, with a strong focus on durable solutions and innovation, Denmark is at the frontline of the international policy debate on protection and durable solutions, feeding in with own experience from leading several regional protection approaches over the past decade (Afghanistan, Somalia, South Sudan and Iraq). Through this, Denmark has gained substantial experience in relevant strategies, methodologies, adapting basic approaches to local circumstances and to work within a longer term perspective that includes capacity development.

This engagement has allowed Denmark to also build up a strong network of appropriate implementing partners, among reputed NGOs as well as the UN, and already resulted in the creation of several strategic partnerships and consortia; some of which have strong presence in the Middle East. Denmark's commitment, experience and network have offered a high qualitative input during the first phase of RDPP, which has been crucial for its implementation.

- Experience of managing a delegation agreement: in December 2012, the European Commission invited all EU Member States, through their Permanent Representation to the EU, to participate in the implementation of the first phase of the RDPP. The Ministry of Foreign Affairs of Denmark expressed its interest in both co-financing the action and leading the programme. Also the Ministry of Foreign Affairs of the Netherlands and the Home Office of the United Kingdom expressed interest to participate and co-finance the action. Subsequently, the Ministry of Foreign Affairs of Denmark has, in a professional and efficient

way, managed the first phase of the RDPP. The governance structure of the first phase has proved to be solid and efficient, with a high level of ownership from all the donors.

Strategic direction and oversight of RDPP will be done by the Steering Committee of the programme, composed of contributing donors. The Steering Committee will meet bi-annually in Brussels. Coordination between RDPP donors, national authorities and other stakeholders will be ensured at country level. This will ensure that the Madad Fund will remain fully engaged throughout the implementation process, in the policy dialogue, planning, monitoring, reporting, annual reviews and evaluation processes. In order to ensure strong coordination and information flows, an update from the RDPP is envisaged as a standard agenda point at the Madad Board meetings. It will also be ensured that projects carried out under RDPP II is captured and monitored as part of the overall planning systems at country level. Additional briefing sessions on research findings or policy dialogue issues will be arranged for government stakeholders and donor representatives in the three focus countries.

The daily management and monitoring will be conducted by the Programme Management Units (PMUs) based in Copenhagen, Beirut and Amman. The programme will have a lean management structure, although the various reviews highlight that further technical support to the PMU is recommended to capitalise of the full potential of the programme.

4.4 Indicative budget

<b>Component</b>	<b>Amount in EUR</b>
Indirect management through delegated agreement	20,000,000
<b>TOTAL</b>	<b>20,000,000</b>

- *Costs for monitoring, evaluation, communication and visibility shall be included in the projects' budgets as per contractual conditions and/or contracted separately via service contract(s).*

The budget will be divided between the three countries based on the estimated number of displaced persons and people in need, the absorption capacity amongst implementing partners and the potential to achieve results, with an indicative split as follows;

- Iraq: 15-25 %
- Jordan 25-35 %
- Lebanon: 45-55 %

4.5 Performance monitoring

Monitoring shall be ensured primarily through EU Delegations in-country and in particular with the assistance of specific Trust Fund field & liaison officers posted within the EU Delegations. In addition, the EU Trust Fund is launching an independent M&E exercise to accompany all Fund programmes and ensure that targets are met and lessons learnt can be incorporated into other Madad Fund actions.

The purpose of the Madad Monitoring and Evaluation Framework would be to assess, across various levels, the degree to which the Overall Objective of the Madad has been achieved.

Partners implementing this Action will comply with the ad hoc Monitoring and Evaluation Framework developed for the Madad Trust Fund as well as with the reporting requirements and tools being developed by the Madad Trust Fund.

The monitoring and evaluation exercises mentioned above will represent milestones in the implementation of the activities. These regular assessments will constitute a basis for a possible decision of suspension or revision of activities, should the conditions on the ground not allow for their proper implementation.

#### 4.5 Evaluation and audit

Projects shall carry out obligatory mid-term and final evaluation, and one external audit per year. Whenever possible, evaluations will be jointly carried out by partners.

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.

#### 4.6 Communication and visibility

Communication and visibility of EU support is a legal obligation for all external actions funded by the EU. Beneficiaries, host communities and administrations in Syria's neighbouring countries, the European public, EU Members States and other stakeholders of the EU Madad Fund need to be informed about the EU's efforts as the leading donor in the Syria crisis response. Insufficient visibility of the EU's actions weakens the EU's political traction in the region and its standing in Europe. A lack of knowledge about EU assistance could impede on the EU's political efforts to resolve the Syria crisis and its future role in a post-peace agreement transition.

Communication and visibility is an important part of all Madad Fund programmes and must be factored into all stages of the planning and implementation of the Action. Each implementer is required to draw up a comprehensive visibility, communication and outreach plan for their respective target country/community and submit a copy for approval to the Madad Fund's Communication and Outreach Lead. The related costs will be covered by the project budgets. The measures shall be implemented by the implementing consortium/ia, and/or contractors, and/or grant beneficiaries. Appropriate contractual obligations shall be included in, respectively, procurement and grant contracts.

The global objective of the Madad Fund's communication and visibility campaigns, and hence of the implementing partner, is to improve recognition, public awareness and visibility of the comprehensive and joint EU efforts to effectively address the consequences of the Syrian and Iraqi crises. This should be done by highlighting the Action's real-life impact and results among defined target audiences in the affected region but also vis-à-vis the general public, donors and stakeholders in the EU Member States.

Therefore, communication and visibility is an important part of all EU Madad Trust Fund programmes and must be factored in to underline the programme's importance at all stages of the planning and implementation. Each implementer is required to draw up a comprehensive visibility, communication and outreach plan for their respective target country/community and submit a copy for approval to the EU Madad Trust Fund's Communication and Outreach Lead. The related costs will be covered by the budgets of the contract as part of the project. The measures shall be implemented by the implementing consortium/ia, its contractors, and/or its grant beneficiaries. Appropriate contractual obligations shall be included in, respectively, procurement and grant contracts.

The Communication and Visibility Manual for European Union External Action and the specific requirements for the Madad Fund serve as a reference for the Communication and Visibility Plan of the Action and the relevant contractual obligations. According to the

Madad Fund's Visibility and Communications strategy all communication and outreach campaigns must be evidence-based, people-oriented and easily understandable. Regional outreach and communication must be conflict sensitive, strategic, do no harm and be mindful of the differentiation in messaging for beneficiaries and stakeholders in each country of implementation. The campaigns must centre on beneficiaries and ensure adequate local ownership. Messaging should have a human face, be empathic, honest, transparent, direct, unambiguous, neutral and conducive to a highly sensitive human and political environment, in addition to being gender-sensitive and gender-balanced.

To instil trust amongst beneficiaries in the European Union and its partners, campaigns should also include components of participatory and engaging communication, where the beneficiary becomes a key actor. This in turn will support the EU Madad Trust Fund's programmes in promoting social cohesion, inclusion, dialogue and help mitigate tensions and misperceptions between refugee and host communities.

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