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PROPOSAL

Friends of Displaced Syrians (FODS)

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1. CONTEXT

1.1 SITUATIONAL BACKGROUND

The conflict in Syria is now in its third year. The national crisis that stemmed from localised protests has now devastated a country, and with it, has impacted considerably on a large portion of the Middle East and North African (MENA) region. Local and national economies are suffering from the burden of the refugee influx, while political instability in neighbouring states, particularly Lebanon, is not far from the minds of many observers. Today, half the total Syrian population, nearly 9.3 million individuals, urgently need humanitarian aid. This great need has prompted Secretary-General of the United Nations, Ban Ki-moon, to urge all members of the international community to do everything within their power to help the Syrian people to achieve their goals for peace and to support them to begin to rebuild their lives; while United Nations High Commissioner for Refugees, António Guterres has repeatedly stressed that the international community is not doing enough to respond to the crisis, recognising that the response so far has been out of proportion to the needs.

1.1.1 DISPLACEMENT: THE SCOPE OF THE PROBLEM AND THE INTERNATIONAL RESPONSE

Based on official estimates, some 11.7 million Syrians, more than half the population of the country, have been affected by the crisis; including an estimated 6.5 internally displaced persons (IDPs). As of January 2014, over 2.3 million Syrian refugees have been registered with UNHCR, (to a total of more than 2.4 million persons of concern). It is estimated that between 600,000 and 3,000,000 residents of Syria are non-registered displaced persons, many of whom have spread across the region seeking employment and other income opportunities. UNHCR is the United Nations (UN) agency responsible for the registration of refugees. Through registering the displaced it records, verifies, and updates statistics related to people of concern so that they might be protected and receive vital humanitarian assistance. Thus, international estimates focus on the 2.4 million persons of concern spread across hosting states are necessarily confined to those who are registered, or who have made themselves known to the UNHCR. To ensure that the global response to this humanitarian crisis reaches all those in need, including those who are un-registered, and wholly unaccounted for, the international community must implement a solution which can fully support and enhance the actions of UN agencies in reaching all persons who require support and assistance, whilst also proactively supporting with those unable or unwilling to reach out to the UN for support, particularly in instances in which such activities are justifiably restricted by the mandates of these bodies.

In addition to Syrian refugees and Syrian registered and unregistered displaced persons themselves, as well as Host Country Nationals, there are further sub-population groups who comprise those who are in need as a result of this protracted crisis. One of the central groups affected by the crisis is Palestinian Refugees in Syria (PRS). According to The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), as of September 2013, more than half of Syria's Palestinian refugee population had become displaced (270,000 internally and 63,500 in host countries). Since initially admitting 9,200 PRS, of which approximately 9,100 remain, the Jordanian authorities have moved to deny their entry, citing security concerns. 45,000 PRS have sought refuge in Lebanon (subject to payment of a Visa fee that many are unable to pay). UNRWA additionally states that 1,600 PRS have sought refuge in Turkey, 6,000 in Egypt and 1,000 in Gaza. In addition to the Palestinian sub-population group, refugees from other states who had been residing in Syria at the outbreak of the crisis (including an estimated 1,000,000 refugees from Iraq) have also been greatly impacted and are facing particularly acute needs. Lebanese Returnees from Syria (of which there are 17,510 registered) as well as migrant workers and other Third Country Nationals (TCNs) were also impacted by the conflict and they themselves have required varying levels of support. At the onset of the crisis in 2011, IOM estimated that between 120,000 and 150,000 migrant workers were present in Syria. To date, 26 countries have requested assistance from the IOM to repatriate in excess of 67,000 TCNs and as of this past summer some 15,000 people were categorised as vulnerable migrants in need of evacuation assistance from Syria. It is estimated that up to 6,800 migrant workers remain in Syria today in a vulnerable state.

1.1.2 IMPACT OF THE CRISIS ON HOST COMMUNITIES AND HOST COUNTRIES' ECONOMIES

The crisis in Syria, and the need to address the urgent humanitarian needs of displaced Syrians, is placing a considerable burden on host communities and states. Individuals who are displaced from Syria and who have sought refuge in neighbouring states are in urgent need of vital humanitarian relief services, including food, shelter and other basic goods and services. Thus, the displaced are competing with local populations over the limited options that local markets can provide.

As has been widely noted by UN agencies, in particular the United Nations Development Programme (UNDP), there has been little positive impact on local businesses as a result of the funds that have thus far been generated and invested in local communities. Partially as a result of the nature of the actors involved, and the restrictions under which they are placed, there have been no inclusive procurement strategies employed to expand local sourcing, improve trade balances or to generate local growth and resilience. As such, the impact of the Syrian refugee crisis has, on a regional basis, led to a decline in local (i) access to goods and basic services and (ii) a reduction in the quality of goods and basic services. The negative impact

of the crisis is felt in different sectors across neighbouring states, including livelihoods and the labour market, increased housing prices, decreased access to health and education, severe shortages in water supplies as well as extreme pressure on municipal services, to name a few. The crisis has also placed a heavy toll on the security services of host countries. The impacts of this dramatic growth in population and the additional pressure it has placed on such vital services as well as food, shelter and non-food items is fuelling tensions as host communities feel the need to accommodate and compete against ever increasing refugee numbers.

While the international community has recognised and begun to respond to the need to ensure increased support to ensure equitable access to infrastructure and basic services, minimal financial support has been provided. Efforts to support refugee hosting communities include a broad range of projects aimed at mitigating the effects of displacement on host communities, mainstreaming of assistance to host communities across broader humanitarian programming, as well as projects building national capacities at the ministerial and municipal level and directly benefitting local communities. Planning and implementation of assistance efforts are, however, impeded by the scattered location of refugee families, the daily changing dynamic and reality of the crisis and the lack of comprehensive needs assessment to support in the planning of suitable interventions. The capacity of the local economies to accommodate the growing demands created by the crisis have already been exceeded, and national and local budgets are running high deficits as governments are becoming indebted beyond sustainable limits. By the close of 2013, host governments had predicted their requirements for 2014 would total \$583,100,000, of which \$4,300,000 has been requested by Egypt, \$413,700,000 by Jordan and \$165,100,000 by Lebanon). Yet, funding goods and services to meet humanitarian needs is merely one aspect of the problem. The wider challenge is to ensure that such services can be provided in a way that does not contribute towards the stagnation, or collapse, of local economies. In Lebanon, for example, the economy has suffered an annual loss of 2.9% in terms of GDP growth. Research highlights that by the end of 2014 the Lebanese unemployment rate is likely to double to 49% (rising to 65% by 2015), and that an additional 170,000 Lebanese may join the 1,000,000 already living in extreme poverty. In Jordan, host communities are also primarily affected by rising prices and stretched public services due to the rapidly expanding refugee population. In total, around 900,000 of the Jordanian population now live below the official poverty line, compared to less than 770,000 in 2008. Approximately 320,000 of these are located in vulnerable areas with a particularly high refugee concentration.

Supporting host states to meet humanitarian needs, in a way that empowers local business communities, promotes employment and encourages enterprise is fundamental in ensuring that the regional economic

effects of the conflict can be mitigated and managed in a sustainable way. Generating inclusive procurement strategies employed to expand local sourcing, improve trade balances or to generate local growth and resilience is therefore paramount if the international community is to reverse the negative impacts that have so far been felt across hosting communities and countries.

1.1.3 IMPACT OF THE CRISIS ON IDPS AND SYRIAN HOST COMMUNITIES

Needs are increasing across all sectors in Syria with urgent humanitarian relief needed to tackle the absence of government services, and the increased demand upon such services by at least 9.3 million displaced and/or affected people who are in need of assistance. The crisis, coupled with the impact of economic sanctions, has caused a steep economic decline, loss of jobs and livelihoods, and increasing vulnerability among large segments of society. Data compiled by United Nations Economic and Social Commission for Western Asia (UN-ESCWA) forecasts that unemployment within Syria could reach 58.1% by 2015, combined with a total absence of government spending on all investment projects, and an inability for the government to meet financial obligations, including salaries, of above 47%. For the present day, both small enterprises and large factories have ceased trading and production, and estimates suggest that more than 20,000 businesses have closed. UN agencies also recognise that the country is in risk of suffering a significant 'brain drain' of professionals, including teachers, doctors and skilled labourers, as many flee to neighbouring states. As a consequence of the economic sanctions under which Syria has been placed, the country's capacity to generate revenue from exports, or acquire needed items through imports has been greatly reduced. In addition to IDPs the urban poor who are mainly dependent upon markets, subsistence farmers, small-scale herders, casual labourers and petty traders have been significantly affected by both the economic recession and instability; placing additional burden on the limited humanitarian aid available. As of 2012, an estimated 3.7 million people were living in extreme poverty; compared to 2.2 million pre-conflict. A war economy has developed, to some extent, which derives benefits for some of the displaced who seek money through casual labour, which extends to such simple tasks as standing in a queue on behalf of another. Others seek to survive on remittances sent from overseas, smuggling and informal trade, in addition to gaining money through fighting on both sides of the conflict. The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) thus highlights that local market rehabilitation, support to medium, small and micro-enterprises and targeted early recovery in neighbourhoods where insecurity no longer exists, coupled with labour-intensive public service projects, would provide emergency short-term job opportunities and stimulate local early recovery; yet the capacity of agencies and NGOs to implement such programmes is severely limited.

During 2013, some 23 million Syrians were in need of Water, Sanitation and Hygiene (WASH) services; 6.8 million were in need of essential healthcare, non-food items (NFIs) and support from early recovery and livelihood schemes. Some 4.25 million required support with shelter and 2.58 million faced educational needs. There are critical gaps in essential healthcare, especially trauma care, primary care and reproductive healthcare, two fifths of hospitals in Syria no longer function and approximately half the doctors have since fled); there exists urgent needs to treat psychosocial distress and mental health concerns and a lack of clean water, adequate sanitation and hygiene poses risks of outbreaks of communicable diseases. Beyond healthcare, the international community is working to meet urgent food and non-food needs, including shelter, education, and essential relief items; yet humanitarian access remains hindered by ongoing clashes in Aleppo, Ar Raqqa, and Idlib governorates. There is also an urgent need to increase community resilience and to restore and/or stabilise livelihoods to support recovery and prevent further cases of displacement.

The extent to which key actors have been able to meet such vital needs was severely hampered during 2013, a year in which just 67.7% of funding needs were met by international donors. The deficit has significantly impacted the actions of all non-coordination sectors, each of which has suffered from a funding deficit. This has therefore affected programmes to ensure adequate nutrition, which had a funding shortfall of 64.4%; those that aim to provide NFIs and shelter, for which only 38.1% of funding needs were met, as well as in other core areas such as education, WASH, and food and agriculture; which although the best funded, remain desperately in need of greater resourcing. The sector that suffered the greatest relative funding deficit was early recovery and livelihoods; which at the close of 2013 had secured just 15.5% of its funding requirements of \$43 million (US) for the year. This has therefore greatly impacted on the ability of UN agencies and local actors to provide programmes to support livelihoods, rebuild basic and social infrastructure and to support in the development of coping mechanisms. During 2014, the Syrian Arab Republic Humanitarian Assistance Response Plan (SHARP, 2014) aims to reach just 1 million of the 9.3 million people in need through its Early Recovery and Livelihoods programme, for which it requires \$71 million to reach out to most vulnerable are those severely affected in their livelihoods to an extent that they are not able to maintain a dignified life due to severe infrastructure damage, disrupted basic services, and loss of income and assets. Despite the drastic underfunding of this sector, UN agencies, particularly UNDP, recognise that more attention should be given to strengthening the resilience and coping mechanisms of affected communities so that reliance on aid can be reduced, the delivery of relief can be supported and so that communities can become more resilient.

1.2 RESPONSE TO THE CRISIS

1.2.1 REGIONAL RESPONSE OVERVIEW

UNHCR appointed a Regional Refugee Coordinator (RRC) in March 2012 to provide strategic direction to the refugee response in Egypt, Iraq, Jordan, Lebanon and Turkey. The RRC leads and coordinates preparations and advocacy for the Regional Response Plan (RRP), contingency planning and related inter-agency efforts at the regional level. At the country level, response efforts are led by the UNHCR Country Representatives working in collaboration with host Government and humanitarian partners. In each country, technical sector working groups have been established in an attempt to ensure a coordinated response in the areas of protection, with a specific focus on child protection and Sexual and Gender Based Violence (SGBV), education, health, food assistance, WASH, NFI distribution (and cash assistance), shelter and site coordination. Under the guidance of the UNHCR Country Representatives, humanitarian partners collaborate with the relevant Government authorities and agencies both on developing their respective coordinated response plans and on joint contingency planning to ensure the requisite level of preparedness. However, the exceptionally challenging conditions, political and economic environments within which agencies have been attempting to work has contributed towards the failure of these actors to successfully reach their intended targets (for instance: approximately 60% of refugees targeted by protection programmes during 2013 were eventually reached; approximately 55% of refugees targeted to benefit from NFI programmes were eventually reached and just 45% of those aimed to be supported through livelihood programmes were able to benefit during the year). The real-world impacts are therefore significant, especially given that the only viable option at present is to deliver services through such targeted assistance programmes, which potentially exclude many of the most vulnerable, in addition to significant numbers of vulnerable and needy displaced.

The scope of internal and external displacement caused by the crisis in Syria is vast, complex and involves the close coordination of actions by a variety of UN agencies, country offices and government actors, each restricted to working within their own organisational mandate and specific focus areas and countries, to address specific elements of the displacement crisis with the aim of ensuring that all those impacted by the conflict are eligible to receive vital humanitarian support.

1.2.2 SYRIA HUMANITARIAN RESPONSE OVERVIEW

Coordination of humanitarian activities inside Syria and the Syrian Arab Republic Humanitarian Assistance Response Plan (SHARP) is carried out by OCHA under the leadership of the Regional Humanitarian Coordinator (RHC). The RRC also works closely with the RHC to ensure a common strategic vision and a coordinated response to the rapidly evolving humanitarian situation inside Syria and in refugee-hosting countries.

1.2.3 MANDATES OF KEY UN ACTORS

ACTOR	MANDATE	PLAN
FOOD AND AGRICULTURE ORGANIZATION FOR THE UN (FAO)	FAO'S MANDATE IS DIRECTED TO STEP UP LEVELS OF NUTRITION AND STANDARDS OF LIVING, TO IMPROVE THE PRODUCTION AND DISTRIBUTION OF FOOD AND AGRICULTURAL PRODUCTS, AND TO BETTER THE CONDITION OF RURAL POPULATIONS AS RURAL AREAS ARE HOME TO SEVENTY PERCENT OF THE WORLD'S POOR AND HUNGRY PEOPLE.	SHARP RRP
INTERNATIONAL LABOR ORGANISATION (ILO)	THE ILO FORMULATES INTERNATIONAL LABOUR STANDARDS IN THE FORM OF CONVENTIONS AND RECOMMENDATIONS SETTING MINIMUM STANDARDS OF BASIC LABOUR RIGHTS: FREEDOM OF ASSOCIATION, THE RIGHT TO ORGANIZE, COLLECTIVE BARGAINING, ABOLITION OF FORCED LABOUR, EQUALITY OF OPPORTUNITY AND TREATMENT, AND OTHER STANDARDS REGULATING CONDITIONS ACROSS THE ENTIRE SPECTRUM OF WORK RELATED ISSUES. IT PROVIDES TECHNICAL ASSISTANCE PRIMARILY IN THE FIELDS OF VOCATIONAL TRAINING AND VOCATIONAL REHABILITATION; EMPLOYMENT POLICY; LABOUR ADMINISTRATION; LABOUR LAW AND INDUSTRIAL RELATIONS; WORKING CONDITIONS; MANAGEMENT DEVELOPMENT; COOPERATIVES; SOCIAL SECURITY; LABOUR STATISTICS AND OCCUPATIONAL SAFETY AND HEALTH. IT PROMOTES THE DEVELOPMENT OF INDEPENDENT EMPLOYERS' AND WORKERS' ORGANIZATIONS AND PROVIDES TRAINING AND ADVISORY SERVICES TO THOSE ORGANIZATIONS.	SHARP RRP
UN RESIDENT COORDINATOR'S OFFICE	THE RESIDENT COORDINATOR (RC) SYSTEM ENCOMPASSES ALL ORGANIZATIONS OF THE UNITED NATIONS SYSTEM DEALING WITH OPERATIONAL ACTIVITIES FOR DEVELOPMENT, REGARDLESS OF THEIR FORMAL PRESENCE IN THE COUNTRY. THE RC SYSTEM AIMS TO BRING TOGETHER THE DIFFERENT UN AGENCIES TO IMPROVE THE EFFICIENCY AND EFFECTIVENESS OF OPERATIONAL ACTIVITIES AT THE COUNTRY LEVEL. RESIDENT COORDINATORS, WHO ARE FUNDED AND MANAGED BY UNDP, LEAD UN COUNTRY TEAMS IN MORE THAN 130 COUNTRIES AND ARE THE DESIGNATED REPRESENTATIVES OF THE SECRETARY-GENERAL FOR DEVELOPMENT OPERATIONS. WORKING CLOSELY WITH NATIONAL GOVERNMENTS, RESIDENT COORDINATORS AND COUNTRY TEAMS ADVOCATE THE INTERESTS AND MANDATES OF THE UN SYSTEM	SHARP

	<p>WHILE DRAWING ON THE SUPPORT AND GUIDANCE OF THE ENTIRE UN FAMILY. COORDINATING DEVELOPMENT OPERATIONS PROMOTES MORE STRATEGIC SUPPORT FOR NATIONAL PLANS AND PRIORITIES, MAKES OPERATIONS MORE EFFICIENT AND REDUCES TRANSACTION COSTS FOR GOVERNMENTS. THIS HELPS THE UN TO BE A MORE RELEVANT AND RELIABLE PARTNER FOR GOVERNMENTS</p>	
<p>UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)</p>	<p>THE UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP) IS THE UN'S GLOBAL DEVELOPMENT NETWORK, ADVOCATING FOR CHANGE AND CONNECTING COUNTRIES TO KNOWLEDGE, EXPERIENCE AND RESOURCES TO HELP PEOPLE BUILD A BETTER LIFE. UNDP COORDINATES ALL UNITED NATIONS (UN) DEVELOPMENT ACTIVITIES AT THE COUNTRY LEVEL AS THE MANAGER OF THE RESIDENT COORDINATOR SYSTEM. IN ITS RESOLUTIONS 59/250 AND 62/208, THE GENERAL ASSEMBLY REITERATED THAT; “..THE MANAGEMENT OF THE RESIDENT COORDINATOR SYSTEM “SHOULD CONTINUE[D] TO BE FIRMLY ANCHORED IN THE UNITED NATIONS DEVELOPMENT PROGRAMME”. UNDP CONTINUES TO BASE ITS ACTIVITIES ON THE FUNDAMENTAL VALUES OF THE UNITED NATIONS WHILE LEARNING FROM ITS PAST AND LEVERAGING ITS CORE COMPETENCIES AND UNIQUE CAPABILITIES. THESE INCLUDE ITS DUAL ROLE AS A UN AGENCY THAT DELIVERS PROGRAMMING AND COORDINATES THE UN COUNTRY OFFICE PRESENCE, EXTENSIVE KNOWLEDGE NETWORK, DECENTRALIZED STRUCTURE, AND BUSINESS MODEL. IN PURSUING THIS COURSE, UNDP IS FURTHER GUIDED BY GENERAL ASSEMBLY RESOLUTION 62/208. UNDP SUPPORTS THE GLOBAL PUSH TO ACHIEVE THE MDGs. UNDP ALSO ADMINISTERS THE UN CAPITAL DEVELOPMENT FUND AND UN VOLUNTEERS.</p>	<p>SHARP RRP</p>
<p>UNITED NATIONS DEPARTMENT FOR SAFETY AND SECURITY (UNDSS)</p>	<p>THE DEPARTMENT OF SAFETY AND SECURITY IS RESPONSIBLE FOR PROVIDING LEADERSHIP, OPERATIONAL SUPPORT AND OVERSIGHT OF THE SECURITY MANAGEMENT SYSTEM, ENSURE THE MAXIMUM SECURITY FOR STAFF AND ELIGIBLE DEPENDENTS AS WELL AS ENABLE THE SAFEST AND MOST EFFICIENT CONDUCT OF THE PROGRAMMES AND ACTIVITIES OF THE UNITED NATIONS SYSTEM</p>	<p>SHARP</p>
<p>THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION (UNESCO)</p>	<p>THE PURPOSE OF THE ORGANIZATION IS TO CONTRIBUTE TO PEACE AND SECURITY BY PROMOTING COLLABORATION AMONG THE NATIONS THROUGH EDUCATION, SCIENCE AND CULTURE IN ORDER TO FURTHER UNIVERSAL RESPECT FOR JUSTICE, FOR THE RULE OF LAW AND FOR THE HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS WHICH ARE AFFIRMED FOR THE PEOPLES OF THE WORLD, WITHOUT DISTINCTION OF RACE, SEX, LANGUAGE OR RELIGION, BY THE CHARTER OF THE UNITED NATIONS. WITH A VIEW TO PRESERVING THE INDEPENDENCE, INTEGRITY AND FRUITFUL DIVERSITY OF THE CULTURES AND EDUCATIONAL SYSTEMS OF THE STATES MEMBERS OF THE ORGANIZATION, THE</p>	<p>SHARP RRP</p>

	ORGANIZATION IS PROHIBITED FROM INTERVENING IN MATTERS, WHICH ARE ESSENTIALLY WITHIN THEIR DOMESTIC JURISDICTION.	
UNITED NATIONS POPULATION FUND (UNFPA)	THE MANDATE OF UNFPA, AS ESTABLISHED BY THE UNITED NATIONS ECONOMIC AND SOCIAL COUNCIL (ECOSOC) IN 1973 AND REAFFIRMED IN 1993, IS (1) TO BUILD THE KNOWLEDGE AND THE CAPACITY TO RESPOND TO NEEDS IN POPULATION AND FAMILY PLANNING; (2) TO PROMOTE AWARENESS IN BOTH DEVELOPED AND DEVELOPING COUNTRIES OF POPULATION PROBLEMS AND POSSIBLE STRATEGIES TO DEAL WITH THESE PROBLEMS; (3) TO ASSIST THEIR POPULATION PROBLEMS IN THE FORMS AND MEANS BEST SUITED TO THE INDIVIDUAL COUNTRIES' NEEDS; (4) TO ASSUME A LEADING ROLE IN THE UNITED NATIONS SYSTEM IN PROMOTING POPULATION PROGRAMMES, AND TO COORDINATE PROJECTS SUPPORTED BY THE FUND. AT THE INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT (CAIRO, 1994) THESE BROAD IDEAS WERE FLESHED OUT IN GREATER DETAIL AND DEVELOPED TO GIVE MORE EMPHASIS TO THE GENDER AND HUMAN RIGHTS DIMENSIONS OF POPULATION ISSUES. UNFPA WAS GIVEN THE LEAD ROLE IN HELPING COUNTRIES CARRY OUT THE PROGRAMME OF ACTION, WHICH WAS ADOPTED BY 179 GOVERNMENTS AT THE CAIRO CONFERENCE. SUBSEQUENT INTERNATIONAL AGREEMENTS AT ICPD+5, THE MILLENNIUM SUMMIT (2000) AND THE WORLD SUMMIT (2005) HAVE LINKED UNFPA'S MANDATE WITH SPECIFIC, TIME-BOUND GOALS, AND GIVEN GREATER EMPHASIS TO THE FUND'S ROLE IN HIV PREVENTION AND POVERTY REDUCTION. THE THREE KEY AREAS OF THE UNFPA MANDATE -- REPRODUCTIVE HEALTH, GENDER EQUALITY AND POPULATION AND DEVELOPMENT STRATEGIES -- ARE SUMMARIZED IN ITS MISSION STATEMENT - "UNFPA, THE UNITED NATIONS POPULATION FUND, DELIVERS A WORLD WHERE EVERY PREGNANCY IS WANTED, EVERY BIRTH IS SAFE, EVERY YOUNG PERSON'S POTENTIAL IS FULFILLED"	SHARP RRP
UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT)	UN- HABITAT IS MANDATED BY THE UN GENERAL ASSEMBLY TO PROMOTE SOCIALLY AND ENVIRONMENTALLY SUSTAINABLE TOWNS AND CITIES WITH THE GOAL OF PROVIDING ADEQUATE SHELTER FOR ALL. UN-HABITAT WORKS TOWARDS THE REALIZATION OF A WORLD WITH ECONOMICALLY PRODUCTIVE, SOCIALLY INCLUSIVE AND ENVIRONMENTALLY SUSTAINABLE CITIES AND OTHER HUMAN SETTLEMENTS. IN COLLABORATION WITH PARTNERS, UN-HABITAT SUPPORTS GOVERNMENTS AND LOCAL AUTHORITIES TO RESPOND POSITIVELY TO THE OPPORTUNITIES AND CHALLENGES OF URBANIZATION BY PROVIDING POLICY ADVICE AND TECHNICAL ASSISTANCE ON TRANSFORMING CITIES AND OTHER HUMAN SETTLEMENTS INTO INCLUSIVE CENTRES OF VIBRANT ECONOMIC GROWTH, SOCIAL PROGRESS AND ENVIRONMENTAL SAFETY. THE ULTIMATE, AND MORE SPECIFIC, GOAL TOWARDS WHICH UN-HABITAT	SHARP RRP

	CONTRIBUTES IS THE ATTAINMENT OF WELL-PLANNED, WELL-GOVERNED AND SUSTAINABLE CITIES AND OTHER HUMAN SETTLEMENTS WITH ADEQUATE INFRASTRUCTURE AND EQUITABLE ACCESS TO EMPLOYMENT, LAND AND BASIC SERVICES, INCLUDING HOUSING, WATER, SANITATION, ENERGY AND PUBLIC TRANSPORT.	
UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES (UNHCR)	THE MANDATE OF UNHCR, BASED ON ITS STATUTE, IS TO PROVIDE INTERNATIONAL PROTECTION TO REFUGEES WHO FALL WITHIN THE SCOPE OF THE STATUTE AND SEEK DURABLE SOLUTIONS FOR THE PROBLEM OF REFUGEES. WITHIN ITS MANDATE AS STIPULATED IN THE STATUTE AND SUBSEQUENT GENERAL ASSEMBLY RESOLUTIONS, UNHCR UNDERTAKES WIDE RANGING PROTECTION AND ASSISTANCE ACTIVITIES, MANY OF WHICH RELATE DIRECTLY OR INDIRECTLY TO THE RULE OF LAW, FOR THE PURPOSE OF ENHANCING THE PROTECTION OF REFUGEES AND OTHER PERSONS OF ITS CONCERN, INCLUDING INTERNALLY DISPLACED PERSONS (IDPs) AND RETURNEES.	SHARP RRP
UNITED NATIONS CHILDREN'S EMERGENCY FUND (UNICEF)	UNICEF IS MANDATED BY THE UNITED NATIONS GENERAL ASSEMBLY TO ADVOCATE FOR THE PROTECTION OF CHILDREN'S RIGHTS, TO HELP MEET THEIR BASIC NEEDS AND TO EXPAND THEIR OPPORTUNITIES TO REACH THEIR FULL POTENTIAL. UNICEF MOBILIZES POLITICAL WILL AND MATERIAL RESOURCES TO HELP COUNTRIES, PARTICULARLY DEVELOPING COUNTRIES, ENSURE A "FIRST CALL FOR CHILDREN" AND TO BUILD THEIR CAPACITY TO FORM APPROPRIATE POLICIES AND DELIVER SERVICES FOR CHILDREN AND THEIR FAMILIES. UNICEF IS COMMITTED TO ENSURING SPECIAL PROTECTION FOR THE MOST DISADVANTAGED CHILDREN - VICTIMS OF WAR, DISASTERS, EXTREME POVERTY, ALL FORMS OF VIOLENCE AND EXPLOITATION AND THOSE WITH DISABILITIES. UNICEF RESPONDS IN EMERGENCIES TO PROTECT THE RIGHTS OF CHILDREN. IN COORDINATION WITH UNITED NATIONS PARTNERS AND HUMANITARIAN AGENCIES, UNICEF MAKES ITS UNIQUE FACILITIES FOR RAPID RESPONSE AVAILABLE TO ITS PARTNERS TO RELIEVE THE SUFFERING OF CHILDREN AND THOSE WHO PROVIDE THEIR CARE. UNICEF IS NON-PARTISAN AND ITS COOPERATION IS FREE OF DISCRIMINATION. IN EVERYTHING IT DOES, THE MOST DISADVANTAGED CHILDREN AND THE COUNTRIES IN GREATEST NEED HAVE PRIORITY. UNICEF AIMS, THROUGH ITS COUNTRY PROGRAMMES, TO PROMOTE THE EQUAL RIGHTS OF WOMEN AND GIRLS AND TO SUPPORT THEIR FULL PARTICIPATION IN THE POLITICAL, SOCIAL, AND ECONOMIC DEVELOPMENT OF THEIR COMMUNITIES. UNICEF WORKS WITH ALL ITS PARTNERS TOWARDS THE ATTAINMENT OF THE SUSTAINABLE HUMAN DEVELOPMENT GOALS ADOPTED BY THE WORLD COMMUNITY AND THE REALIZATION OF THE VISION OF PEACE AND SOCIAL PROGRESS ENSHRINED IN THE CHARTER OF THE UNITED NATIONS.	SHARP RRP

<p>UNITED NATIONS MINE ACTION SERVICE (UNMAS)</p>	<p>UNITED NATIONS MINE ACTION SERVICE (UNMAS) IS A DIVISION OF THE UN DEPARTMENT OF PEACEKEEPING OPERATIONS THAT WORKS TO ENSURE AN EFFECTIVE AND COORDINATED RESPONSE TO LANDMINES AND EXPLOSIVE REMNANTS OF WAR (ERW), THROUGH COLLABORATION WITH ALL INTERESTED ACTORS. THERE ARE FIVE ASPECTS OR "PILLARS" OF MINE ACTION: 1- REMOVING AND DESTROYING LANDMINES AND EXPLOSIVE REMNANTS OF WAR (ERW) AND MARKING OR FENCING OFF AREAS CONTAMINATED BY THEM; 2- MINE-RISK EDUCATION TO HELP PEOPLE UNDERSTAND THE RISKS THEY FACE, IDENTIFY MINES AND ERW AND LEARN HOW TO STAY OUT OF HARM'S WAY; 3- MEDICAL ASSISTANCE AND REHABILITATION SERVICES FOR VICTIMS, INCLUDING JOB SKILLS TRAINING AND EMPLOYMENT OPPORTUNITIES; 4- ADVOCATING FOR A WORLD FREE FROM THE THREAT OF LANDMINES AND ENCOURAGING COUNTRIES TO PARTICIPATE IN INTERNATIONAL TREATIES AND CONVENTIONS DESIGNED TO END THE PRODUCTION, TRADE, SHIPMENT OR USE OF MINES AND UPHOLD THE RIGHTS OF PERSONS WITH DISABILITIES; 5- HELPING COUNTRIES DESTROY THEIR STOCKPILES OF MINES AS REQUIRED BY INTERNATIONAL AGREEMENTS, SUCH AS THE 1999 ANTI-PERSONNEL MINE-BAN TREATY.</p>	<p>SHARP</p>
<p>UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST (UNRWA)</p>	<p>UNRWA IS CREATED BY GENERAL ASSEMBLY RESOLUTION 302 (IV), WITH THE INITIAL MANDATE TO PROVIDE "DIRECT RELIEF AND WORKS PROGRAMMES" TO PALESTINE REFUGEES, IN ORDER TO "PREVENT CONDITIONS OF STARVATION AND DISTRESS... AND TO FURTHER CONDITIONS OF PEACE AND STABILITY". UNRWA TAKES OVER FROM THE UNITED NATIONS RELIEF FOR PALESTINE REFUGEES (UNRPR), ESTABLISHED IN 1948. IN RESPONSE TO DEVELOPMENTS IN THE REGION, THE GENERAL ASSEMBLY REPEATEDLY EXTENDS AND EXPANDS THE UNRWA MANDATE, REQUIRING THE AGENCY TO ENGAGE IN A WIDE VARIETY OF HUMANITARIAN, DEVELOPMENT AND PROTECTION ACTIVITIES BASED ON THE NEEDS OF BENEFICIARIES.</p>	<p>SHARP RRP</p>
<p>WORLD FOOD PROGRAMME (WFP)</p>	<p>THE WORLD FOOD PROGRAMME (WFP) IS THE FOOD ASSISTANCE ARM OF THE UNITED NATIONS SYSTEM. WFP IS MANDATED TO PROVIDE FOOD ASSISTANCE TO SAVE LIVES IN REFUGEE AND EMERGENCY SITUATIONS, TO IMPROVE THE NUTRITION AND QUALITY OF LIFE OF THE MOST VULNERABLE PEOPLE AT CRITICAL TIMES IN THEIR LIVES, AND TO HELP BUILD ASSETS AND PROMOTE SELF-RELIANCE OF POOR PEOPLE AND COMMUNITIES</p>	<p>SHARP RRP</p>
<p>WORLD HEALTH ORGANIZATION (WHO)</p>	<p>WHO IS THE DIRECTING AND COORDINATING AUTHORITY FOR HEALTH WITHIN THE UNITED NATIONS SYSTEM. IT IS RESPONSIBLE FOR PROVIDING LEADERSHIP ON GLOBAL HEALTH MATTERS, SHAPING THE HEALTH RESEARCH AGENDA, SETTING NORMS AND STANDARDS, ARTICULATING EVIDENCE-BASED POLICY OPTIONS, PROVIDING TECHNICAL SUPPORT TO COUNTRIES AND MONITORING AND ASSESSING HEALTH TRENDS. WHO IS</p>	<p>SHARP RRP</p>

	ALSO MANDATED TO DEVOTE SPECIAL ATTENTION TO THE ISSUE OF INDIGENOUS PEOPLES' HEALTH.	
UNITED NATIONS OFFICE FOR PROJECT SERVICES (UNOPS)	THE ASSEMBLY HIGHLIGHTED UNOPS ROLE AS A CENTRAL RESOURCE FOR THE UNITED NATIONS SYSTEM IN PROCUREMENT AND CONTRACTS MANAGEMENT AS WELL AS IN CIVIL WORKS AND PHYSICAL INFRASTRUCTURE DEVELOPMENT, INCLUDING THE RELATED CAPACITY DEVELOPMENT ACTIVITIES. THE RESOLUTION ALSO RECOGNIZED THE POTENTIAL FOR VALUE-ADDING CONTRIBUTIONS THAT UNOPS CAN MAKE IN PROVIDING EFFICIENT, COST-EFFECTIVE SERVICES TO PARTNERS IN THE AREAS OF PROJECT MANAGEMENT, HUMAN RESOURCES, FINANCIAL MANAGEMENT AND COMMON/SHARED SERVICES. IN THE CONTEXT OF COHERENCE AND THE FURTHERING OF UNITED NATIONS OBJECTIVES, UNOPS MAY ACT AS A SERVICE PROVIDER TO VARIOUS ACTORS IN THE DEVELOPMENT, HUMANITARIAN AND PEACEKEEPING ARENAS, INCLUDING THE UNITED NATIONS, ITS AGENCIES, FUNDS AND PROGRAMMES, DONOR AND RECIPIENT GOVERNMENTS, INTERGOVERNMENTAL ORGANIZATIONS, INTERNATIONAL AND REGIONAL FINANCIAL INSTITUTIONS, NON-GOVERNMENTAL ORGANIZATIONS, FOUNDATIONS AND THE PRIVATE SECTOR.	RRP
UNITED NATIONS ENTITY FOR GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN (UN-WOMEN)	THE MANDATE OF UN-WOMEN IS TO SUPPORT INTER-GOVERNMENTAL BODIES, SUCH AS THE COMMISSION ON THE STATUS OF WOMEN, IN THEIR FORMULATION OF POLICIES, GLOBAL STANDARDS AND NORMS; TO HELP MEMBER STATES TO IMPLEMENT THESE STANDARDS, STANDING READY TO PROVIDE SUITABLE TECHNICAL AND FINANCIAL SUPPORT TO THOSE COUNTRIES THAT REQUEST IT, AND TO FORGE EFFECTIVE PARTNERSHIPS WITH CIVIL SOCIETY; TO HOLD THE UN SYSTEM ACCOUNTABLE FOR ITS OWN COMMITMENTS ON GENDER EQUALITY, INCLUDING REGULAR MONITORING OF SYSTEM-WIDE PROGRESS.	RRP

1.2.4 CHALLENGES WITHIN THE RESPONSE AND LESSONS LEARNED

ORGANISATIONAL CHALLENGES

The greatest threat the UNHCR mandate, and to refugees' ability to access vital humanitarian and relief services, remains the fact that host countries have not signed the 1951 Refugee Convention, the source of the UNHCR mandate. That being said, host countries have been rightly recognised by the UNHCR for their generosity and support to refugee communities.

As an organisation established to provide protection and durable solutions for refugees, the UNHCR faces necessary action that goes beyond the remit of its mandate; specifically the need to provide and reinforce services, such as public health, in communities that are densely populated with refugees. Consequently, development partners are heavily involved in ensuring that local communities can be supported by effective services, yet a key constituent group to require developmental assistance, refugee communities themselves, have to some extent been side-lined, leaving some observers to question the neutrality of the UNHCR, asserting that the decision to only offer humanitarian assistance, rather than a firm development programme, to refugees may be conceived of as a politically oriented decision. That the UNHCR is being presently required to act as funder, coordinator and undertake its own duties as an operational organisation has also contributed towards stakeholders to question, in addition to its political neutrality, whether or not such a triple role will contribute towards conflicts of interests.

The UNHCR, as coordinating body, faces the expensive and unenviable task of coordinating the activities of some 120 agencies and organisations, without any direct authority over the other actors. The UNHCR itself has highlighted that “there is a growing recognition that traditional humanitarian response will not be sufficient to address this crisis”, this insufficient response is only exacerbated by the fact that the organisation has been largely reactive to the crisis, rather than proactive, as a consequence of the heavy burden of attempting to merely keep up with the increasing scale and scope of the crisis. Consequently, current endeavours are prevented from constituting a practical contingency plan that can be translated into operational preparedness, and do not encompass the full range of actors required to establish a comprehensive and longer-term response to the emergency. With the UNHCR largely confined to the provision of urgent humanitarian relief for refugees rather than necessary developmental assistance, UNDP has recently established a Sub-Regional Response Facility for the Syria crisis. To this end, UNDP has deployed a Sub-Regional Development Coordinator, tasked to establish a multidisciplinary facility to support the work of Resident Coordinators and County Offices in five of the most affected host countries. The facility, which has not yet been established long enough to have been evaluated by the concerned agencies, works to ensure that UN agencies are supported to think beyond traditional mandates, and to make the necessary step of connecting humanitarian and development responses together.

While UNHCR has primary responsibility for refugees, the responsibility to protect and assist IDPs usually lies with States, supported by humanitarian organisations. This is a particularly sensitive issue in the case of the crisis in Syria, in which the state is one party to the conflict. While UNHCR coordinated actions across the reasons, care for IDPs is provided through the Cluster Approach, a collaborate framework which governs the IDP related work of the UN agencies and associated organisations; and which is led in Syria by

OCHA. OCHA, itself also a humanitarian agency, has mirrored the statements of the UNHCR by affirming that the current humanitarian crisis inside Syria goes beyond the capacity or mandate of any humanitarian actor. Coupled with severe bureaucratic and security related challenges, this particular cluster approach has also struggled to meet all needs in all sectors, with major fields of work being missed out entirely (for example, the WFP's absent role in agriculture). As with UNHCR, stakeholders also raise queries about political neutrality and potential conflicts of interest in respect to the role and actions of OCHA in Syria, especially given the highly political nature of the Syrian crisis and the involvement of the National authority as a main party in the conflict.

Challenges within the incompatibility of the various UN mandates had been officially recognised as early as September 2008, during the Sixty Third General Assembly, in which the Deputy Secretary General told the Fifth Committee that "a serious mismatch existed between mandated responsibilities and resources to advance development". She affirmed that the organisation needed to "deliver more effectively on its considerably expanded development agenda, which continued to grow without a consummate increase in the level of resources". The Secretary General himself also expressed that "the overlap in mandates among implementing entities exists [and] the main concern here is that the principal organs often approach humanitarian assistance in a fragmented manner, which can result in implementation gaps". Given some of the challenges facing the international community today as it endeavours to meet the needs of refugees, IDPs and host communities alike, it is questionable whether these criticisms have been effectively addressed in the intervening years.

As the conflict moves into its third year, governments, agencies, practitioners, academics and policy analysts are increasingly able to consider to what extent lessons learned from historical conflicts and humanitarian crises can be applied to the crisis in Syria. Researchers at the International Peace Institute, for example, have published a well-considered paper drawing upon the lessons learned from previous regional responses to humanitarian crises in the Former Yugoslavia (1990s) and Myanmar / Burma (2008). Whilst these two events display significant differences, and pre-date the humanitarian approach used in the case of the Syria crisis, they offer a useful frame of reference for exploring the necessity of greater promotion of regional actors, and greater regional ownership of the humanitarian response; demonstrate the importance of complementarity between a high-level policy process and an expert-level process and indicate the gains that can be made by adopting a vulnerability-based response (one that focused on least controversial issues, such as the needs of youth or female-headed households, the latter of which is especially vulnerable, given that, as of 2008, some 75% of women were not employed following education) so as to



build trust and understanding between parties in a politically charged regional context, as found in the case of the Syria conflict.

THE QUESTION OF PALESTINIAN REFUGEES FROM SYRIA (PRS)

As suggested, the response of the international community, despite all concerted best efforts, has not been sufficient to meet the requirements resulting from the conflict. As extensive consultations with UN stakeholders working on the response strategy both in the wider Middle Eastern region and in Syria itself has highlighted, more is required in terms of resources, coordination and partnerships.

Coordinating and providing humanitarian and developmental assistance to Palestinian refugees from Syria (PRS) is also a particularly complex issue for the international community, given that Palestinian refugees have, since 1949, directly fallen under the mandate of UNRWA rather than simply being incorporated as a key constituency to be supported by UNHCR. Meeting the humanitarian and development needs of Palestinian Refugees from Syria therefore requires a great deal of coordination between UNHCR and UNRWA in particular. UNRWA, established under the mandate of providing services directly for Palestinian refugees, cooperates with UNHCR to the extent that their mandates permit, and in coordination with the host states, to support and protect Palestinian refugees displaced by the crisis in Syria; this cooperation includes the exchange of information and joint efforts to resolve problems faced by Palestinian refugees. UNRWA continues to lead on work to meet their needs but remains significantly under-funded and unable to deal with the large influx of Palestinian refugees into what are often already overcrowded and under-funded camps. The PRS, who find themselves today in Egypt, have also faced significant hurdles and significant discrimination which cannot be effectively overcome without a UN General Assembly supported change in the mandate of UNRWA's Egypt Liaison office. Bridging the gaps between the mandates of UNRWA and UNHCR, as well as ensuring that appropriate resources are channelled to the acutely vulnerable PRS is therefore a particularly pressing issue for the international community.

DATA COLLECTION AND ASSESSMENTS

One of the obstacles that the international community must overcome relates to the coordination and collection of data to enhance the evidence base upon which programmes can be developed and coordinated on both regional and sub-regional levels. Data, within the context of the Syria conflict, is particularly difficult to acquire. Within Syria, OCHA bears responsibility for compiling figures related to the number of internally displaced persons. The very nature of displacement and the bureaucratic conditions the international community is working within inside the borders is highly restrictive, however, that the UN

estimate of 4.25 million IDPs remained stable at 4.25 million on a monthly basis from April 2013, until its significant increase to (the perhaps more accurate) figure of 6.5 million in November 2013; may indicate that there are challenges being faced by data collection departments and has led highly reputable observers to argue that a more transparent methodology might perhaps support a coherent and inclusive approach to data collection that eases the process, and removes some of the burden from OCHA. Developing more thorough estimates of the number of un-registered displaced persons could also significantly alter the picture of the humanitarian crisis. For instance, an assessment by Disasters Emergency Committee (DEC) Member Care International implemented in Mount Lebanon indicated that municipalities in the area registered close to twice the number of refugees registered by UNHCR, suggesting that a significant number of Syrians had not registered. If the picture is mirrored across the region, the international community's understanding of the crisis could be greatly altered. The international community also faces difficulty in gaining reliable data related to the state of the Syrian economy. There has been a necessary reliance upon estimates, projections and economic models, in part due to inadequate financial data kept prior to the outbreak of the conflict (the absence of solid data related to the informal economy, for instance) and in part due to a lack of financial transparency since the outbreak of the conflict. As such, developing a solid evidence base upon which to measure success, inspire donations and develop effective and well-targeted programmes to boost livelihoods and create resilience amongst the Syrian private sector is hindered.

Some of the challenges faced by the international community operating within Syria in relation to data collection are also similarly displayed across the wider regional response. Actors have limited capabilities to monitor the movement of the displaced, many of whom are registered in one state and who subsequently move on to a third location (an unverified, yet concerning, investigative piece published by the Jordanian Al-Balad Radio in December 2013 maintains that 54,000 Syrians have been smuggled out of Zaatari Camp through bribery and the black market).

Assessments are also not well coordinated, and actors within UN agencies report frustration at the lack of sub-regional coordination, a lack of data sharing, and methods which do not lend themselves easily to replication or application in a different context or country. Many assessments have taken place across the region, with certain contexts and countries lending themselves more readily to assessment than others, giving a great wealth of data (albeit often contradictory) for some countries, with sparse data for others. That a relatively small number of the assessments that have taken place in the region have been conducted on a joint basis appears to have hindered the quality, utility and potentials of the data collected. The development of a mechanism for the thorough coordination of activities across sectors within countries; as well as coordinate on a sub-regional level may perhaps overcome some of these difficulties.

1.3 FUNDING

World governments have pledged significant quantities of funding. However, the funding is often pledged, rather than fully fulfilled and delivered and is therefore not in the hands of key agencies; falls far from the funding necessary to be achieved to meet agencies' planned activities; is not enough to meet the needs of all registered displaced and those displaced people who are unregistered, and unaccounted for, are unlikely to benefit from it to any large extent.

As of December 2014, the United Nations launched a funding appeal for \$6.5 billion, of which it has calculated that \$2.3 required to meet the needs of humanitarian assistance inside Syria, and \$4.2 to meet the humanitarian needs of the displaced in host countries. The Second International Pledging Conference for Syria (2014) resulted in a total pledge from world governments of more than \$2.2 billion, yet this is equivalent to approximately half of the total funding requirement for host countries in 2014. This is reminiscent of the challenges posed by the funding gap that has remained unmet for 2013, of which just \$2.46 billion of the \$4.32 billion requirements had been met before the opening of the conference.



2. PROPOSAL: ESTABLISHMENT OF AN INDEPENDENT INTERNATIONAL NON-GOVERNMENTAL ORGANISATION (INGO) AND INDEPENDENT SYRIA RESPONSE TRUST FUND

2.1 PROPOSAL OVERVIEW

The response of the international community has thus far not proved sufficient to meet the challenges posed by the conflict. It is imperative that the international community mobilize a fast track development response, that is rights based, to complement humanitarian efforts and support affected countries to cope with the increased demand on basic services (including the stress on housing and on land markets), recover from downward economic trends (including the degradation of infrastructure and social tensions) and support non-state actors in transforming institutions and capacities to endure and anticipate future shocks. Parallel to this, the assessment and consultations has further highlighted that there is a need for better coordination of all players to save costs, avoid duplication and for better control as well as to support the development of joint assessments that enhance sub-regional action across all sectors.

The experiences and lessons of the international community, and specifically those of key UN agencies operating within very difficult funding and logistical environments, has necessitated a series of discussions which have generated UN field and country level approval for the need consider the development of an alternative vehicle by which the international community can ensure that funding reaches its targets in greater levels and in a highly streamlined and coordinated manner; and that promotes more greatly the role of the private sector as both benefactor, and beneficiary, so as to both mitigate against the impacts of the crisis, and promote resilience and strength on local and national economic levels.

In response, TAG-Consult proposes the establishment of a new entity, an independent international non-governmental organisation, provisionally entitled "Friends of Displaced Syrians" (FODS). FODS would be created to mobilise resources and partnerships for the establishment of an independent Syria Response Trust Fund (SRTF). Through the utilisation of FODS, many of the key challenges impeding effective response to the crisis may be overcome and more effectively managed. In particular, FODS will provide a vehicle to fast track assistance in response to growing needs, an action that is significantly hindered by the

various structural, practical and political challenges faced by existing entities operating in response to the crisis (including United Nations Agencies, governmental entities, civil society organisations / non- governmental organisations and private sector organisations).

In brief, the key actions and responsibilities of FODS should include the following:

1. Provision of overall management of the SRTF
2. Provision of guidance, technical support and coordination for emergency, recovery and reconstruction projects
3. Approval of project proposals and initiatives, including resource allocations
4. Ensure transparent fund administration and project implementation
5. Mobilisation of resources from different sources, including the private sector
6. Guide and oversee the coordinated implementation of funded projects
7. Report to partners on quarterly, semi-annual and annual basis, including analytical and situational reports
8. Communications, publications and outreach, ensuring recognition and visibility of organisation providing funds to the SRTF

2.1.1 PROPOSAL: ESTABLISHMENT OF INDEPENDENT SYRIA RESPONSE TRUST FUND (SRTF)

The Second International Pledging Conference for Syria (2014) resulted in a total pledge from world governments of more than \$2.2 billion, yet this is equivalent to approximately half of the total funding requirement for host countries in 2014. This is reminiscent of the challenges posed by the funding gap that has remained unmet for 2013, of which just \$2.46 billion of the \$4.32 billion requirements had been met before the opening of the conference. The SRTF will distribute additional funding sourced by FODS and will itself be administered by FODS on behalf of participating partner organisations. FODS will administer the SRTF in accordance with established rules and regulations that ensure transparency and accountability in the use of funds. Contributions to the SRTF may be accepted from governments, intergovernmental or non- governmental organisations and private-sector organisations. They could be made either as non-ringfenced or un-earmarked contributions to be approved by the Steering Committee, or ring-fenced or earmarked contributions for the purpose of funding a specific sector, a specific country or a specific implementing party.

2.2 ACTIVITIES

2.2.1 INITIAL BASELINE ASSESSMENTS

The objective of the project is to provide a vehicle by which key agencies are facilitated to secure funding to address many of the urgent relief, reconstruction and developmental needs posed by the crisis; whilst ensuring that such work can be effectively coordinated and managed in a way that ensures agencies are supported to fulfil their mandates, whilst removing some of the challenges that these mandates produce. To achieve this objective, FODS should work together with key agencies and partners to cooperate, as a matter of priority, to facilitate or implement a thorough and detailed joint baseline assessment of funding requirements that will guide stakeholders, partners and the Steering Committee in the securing and allocation of funds. This study will commence prior to the official incorporation of the organisation (and be repeated and reviewed ensure up-to-date and reliable data), and will amount to a systematic and representative assessment of the context, risks to life and dignity, and the capacity of the affected people and relevant authorities to respond.

This joint baseline assessment should include the following parts:

(A) ANALYSIS OF THE NUMBER AND SPREAD OF SYRIAN AND NON-SYRIAN DISPLACED PERSONS (BOTH REGISTERED AND UNREGISTERED) IN SYRIA AND HOST COUNTRIES

The research will consider, in addition to Syrian nationals, Lebanese Returnees, refugees from other states who had previously sought refuge in Syria, other third country nationals (TNCs) as well as Palestinian refugees from Syria (PRS).

(B) ANALYSIS OF THE NUMBER OF ASYLUM SEEKERS, REFUGEES AND UN-DOCUMENTED MIGRANTS FROM SYRIA IN EU STATES

The research will also seek to verify on an on-going basis the numbers of Syrian refugees, and other refugees from Syria, who have fled neighbouring states to seek asylum in Europe. Such an analysis is important to be included, given reports from host countries (such as Egypt) that refugees are increasingly departing to Europe; yet the EU has pledged just 12,340 refugee places to asylum seekers fleeing Syria, the majority of which (10,000) have been pledged by Germany. Eighteen EU Member States, including the UK and Italy, have not made any resettlement or humanitarian admission pledges. It is incredibly difficult, if not almost impossible, for Syrian displaced persons to seek to enter Europe legally, resulting in many dangerous crossings both by land and sea. Despite this, during the year November 2012 – October 2013, some 38,485 Syrian displaced persons launched asylum claims in Europe; an increase of 21,970 over the same period during 2011/2012.

(C) ANALYSIS OF THE COST PER CAPITA CONTRIBUTED BY AGENCIES, GOVERNMENTS AND THE HOST ECONOMY (UNLICENSED LABOUR)

Presently, the costs of hosting displaced Syrians may be greatly under-estimated as both direct and indirect current and future costs to government and host communities provided by the UN have not been included (rather, existing costs focus most closely on the provision of humanitarian aid to a targeted groups of persons of concern and small samples of members of host communities) and therefore require further verification on a regular and on-going basis to ensure effective identification of funding needs, and the proper distribution of funds received.

(D) ANALYSIS OF THE EXPECTED TREND RELATED TO THE INCREASE IN NUMBERS AND COSTS OVER FUTURE YEARS, AND FOLLOWING A PEACE SETTLEMENT.

As of 7th November 2013, the number of those internally displaced in Syria had increased from 4,250,000 to 6,500,000. UN estimates of the time predict that by the close of 2014, more than half of the population of Syria will be displaced. The proposed study will verify these findings, and provide a longer-term forecast, to include the impact on costs on a yearly basis up to and exceeding a peace settlement. This will be reviewed and repeated at regular intervals. Given the preliminary research received by TAG-Consult, according to which, many of the UN projected figures for June 2014 had almost been reached in December 2013, it is imperative that further research is undertaken immediately to provide an accurate and reliable forecast.

(D) ANALYSIS OF THE INDIRECT COSTS OF THE DISPLACEMENT TO HOST COUNTRY ECONOMIES (INCLUDING IN RELATION TO SECURITY AND INFRASTRUCTURE COSTS AS WELL AS THOSE RELATED TO THE LABOUR MARKET)

By the close of 2013, host governments had predicted their requirements for 2014 would total \$583,100,000, of which \$4,300,000 has been requested by Egypt, \$413,700,000 by Jordan and \$165,100,000 by Lebanon). However, the impact of the crisis on host government transcends further than the need for these states to meet the humanitarian needs of concerned local and refugee populations. Existing surveys are largely limited to the direct costs of humanitarian assistance, and while large national economic indicators may be analysed, precise and detailed data surrounding the direct and indirect costs to local economies and the private sector in host countries is lacking. The assessment to be produced should therefore verify existing findings and produce a full analysis of the exact present and forecasted indirect costs to host country economies. They should also consider the distribution of work permits (numbers and to whom), and analyse the extent to which labour (both licensed and unlicensed) is monitored, regulated and

compensated (including the impact on wages and salaries of local communities as well as refugees from Syria and other third country nationals).

(E) ANALYSIS OF REPATRIATION COSTS, INCLUDING ANALYSIS OF THE COST OF RECONSTRUCTION IN SYRIA TO FACILITATE REPATRIATION

The Syrian Government has itself suggested that by the end of 2013, total damages have reached 3250 billion SYP (772 billion of which are stated to be direct costs, and 2528 billion indirect). The proposed studies will verify this data, and provide a forecast of the expected total reconstruction costs necessary to facilitate repatriation to Syria, to be regularly reviewed. A recent needs assessment has also indicated that recent estimates put the number of houses destroyed or severely damaged at 1,700,000. If reconstruction is to commence, it will take a minimum of 10 years, with a minimum cost of over \$200 billion. Such findings will be verified and further developed by the proposed joint assessment.

(F) ANALYSIS OF NEEDS IN RELATION TO PRIVATE SECTOR ENGAGEMENT IN HOST COUNTRIES

Research has highlighted that the socio-economic challenges faced by refugee hosting states cannot be addressed through humanitarian response alone, where the primary focus is on saving lives. It is important to pay attention to the socio-economic needs of these communities in order to mitigate the risk of conflict spill-over and to create a more sustainable condition for the millions of displaced persons, as well as host communities. It suggests the urgent need for the stabilization and restoration of livelihoods through the implementation of emergency short term employment and self-employment schemes and replacement of productive assets. It has also highlighted the necessity of providing livelihood opportunities in host communities and for refugees through skills training, as well as capacity building and enhancement of production capacities. The proposed assessment should continuously monitor and evaluate the potentials for (i) stabilising livelihoods in the short to medium term (ii) boosting local economic recovery and development and (iii) sustainable employment and economic growth.

2.2.2 CORE AIMS AND OUTCOMES

FODS should coordinate (as per the requirements of the partners), regular joint situational analyses and focused needs assessments, incorporating sub-regional approaches, so as to ensure that the management of the SRTF is both proactive and responsive to changing financial, political, social and economic circumstances; that funding is used to address the gap in needs and their own, or states and agencies' capacities to meet them; and that funding is delivered in such a way as to fully involve the private sector as

benefactors and beneficiaries; support interventions that enhance the capacities of local business communities; enhance local economies and strengthen resilience at local, national and sub-regional levels. Ultimately, FODS should ensure that it supports actions to reduce refugees, displaced persons and host communities; vulnerability to present and future hazards, and increase their capacity to manage and cope with them.

At each stage, and with reference to the baseline assessments outlined above, subsequent assessments and future actions should review and reflect (a) an awareness of the number and spread of Syrian and non- Syrian displaced persons (both registered and unregistered) in Syria and host countries and (b) the expected trend related to the increase in numbers and costs over future years.

(I) IMPROVEMENT IN THE EFFECTIVENESS OF HUMANITARIAN AID

To facilitate a vast improvement in the management and appropriate distribution of funds, it is necessary for FODS to conduct a comprehensive assessment of the current effectiveness of humanitarian aid. The assessment should fully examine the capacity of refugee-hosting states to cope with the demands placed on them as a result of the crisis. It should consider the extent of host countries' national institutions aid absorption capacities, as well as the capacities of the host communities themselves on a local level. It should also analyse the extent to which humanitarian aid is reaching refugees and internally displaced persons, as well as the efficiency of donors' responses. The assessment, which must be repeated and reviewed at regular intervals, will contribute towards the development of a highly targeted funding strategy that can ensure that funds are fast tracked to make the impact in areas in which it is required most urgently; and in ways that contribute to the economic situation of local economies through supporting the local business communities and enhancing involvement of the private sector in meeting the needs of those impacted by the crisis.

(II) INCREASE PROGRAMMING TO SUPPORT THE SECURING OF LIVELIHOODS

The crisis in Syria has had major and negative impacts on host countries' economies as well as on the livelihoods of both host communities and the displaced. It has interrupted trade corridors, hindered investment, damaged key economic sectors (i.e. tourism), contributed to the worsening of fiscal balances and public debt ratios to GDP; severely harmed local business communities and the overall business environment; lowered wages in host labour markets and pushed increasing numbers of local households over the poverty line. The private sector in the neighbouring economies of Syria does not have the capacity to scale up and create more jobs unless a series of interventions, led jointly and concertedly by governments, international partners, business organisations and the civil society are made. As indicated,

private sector engagement strategies for human development and resilience are needed in all affected countries to create the environment as well as the capacity and entry points for businesses to participate in the stability building and development efforts across the region. To ensure that hosting countries, communities, refugees and displaced persons are supported through effective targeting of funds and that resources are released to promote the increased implementation of programmes to secure productive and adequate livelihoods, a thorough assessment should be conducted of the impact of refugees on labour markets, education, health, waste management, water, governmental budgets and GDP. This assessment should relate closely to the initial baseline assessment with the aim of contributing towards a firm evidence base upon which FODS may ensure that adequate funding is secured to enable agencies to meet the urgent need to support the establishment of sustainable livelihoods. In addition to the above, this assessment should therefore include a thorough review of the refugees' livelihood requirements; of existing coping strategies and identify necessary policy decisions that must be arrived at in order to create coping schemes that better absorb the negative impact communities and countries are facing as a result of the crisis.

As a matter of priority, the assessment should also fully explore macroeconomic policies that may allow an expansion and sustainability in the economic activity and avoid a long term collapse or depression; as well as evaluate the potential impact of the creation of a debt-swap scheme so as to mobilise funds, by which partners may buy the debts of refugee-hosting states for the development of programmes that benefit host and displaced communities alike, and form a country-by-country roadmap for action for the implementation of such a scheme by FODS' partners. As highlighted in the Second International Humanitarian Pledging Conference for Syria, there are a great many initiatives that may hold the potential to greatly impact upon host and displaced communities, given appropriate funding and cooperation. Such initiatives include the UNDP-backed policy proposal of a system by which displaced persons are facilitated to support their own households, contribute to local and national economies, and through which they are also setting foundations for growth upon repatriation. This is planned to be achieved by the facilitation of the granting of work permits where possible, whereby remuneration will be in the form of a salary composed of a 30% lump sum to be delivered into a personalised savings account, along with social security contributions, that may be claimed upon repatriation. Innovative responses such as these will be fully explored and, given promising conclusions, agencies can be effectively supported to implement such activities by the SRTF via FODS.

(III) SUPPORT THE TRANSITION TO REPATRIATION

One of the fundamental goals of the international community must be the ultimate safe and dignified return of the displaced to Syria, and of the return of internally displaced persons to their home communities,

wherever possible. While urgent humanitarian needs are highly pressing, and while at present there exists a significant funding deficit to meet the immediate short term needs of the displaced, it is of utmost importance that funds are secured and actions undertaken to lay the foundations for the return of displaced persons once a political settlement has been reached. As such, it is imperative that FODS repeats its joint baseline assessments to monitor developments with respect to repatriation costs, including that related to reconstruction and the infrastructure that is, and will be, required to facilitate smooth repatriation; of the safety situation on the ways of repatriation; of the risks of sporadic and chaotic return of refugees to avoid possible resurgence of violence as well as the development of schemes which may ease any possible tensions between returned refugees and transit communities. The international community will regularly review this assessment, and its conclusions and recommendations to support effective development and coordination of responses.

(IV) ASSESSMENT OF FINAL SETTLEMENT REQUIREMENTS

In addition to the development of a framework for action to support the transition to repatriation, FODS should be established as a vehicle to facilitate the international community to meet the requirements generated by a final settlement, as and when it occurs. To lay the foundations for an efficient, immediate and well-grounded response, FODS should carry out an assessment that identifies the places of final settlement of refugees, reflecting the possible shift of entire communities; explores the required infrastructure to facilitate the settlement of returned refugees; uncovers and promotes the development of sustainable coping and settlement schemes and establishes incentives of reconciliatory nature to assist the reconciliation process.

2.2.3 FACILITATION OF GUIDANCE, SUPPORT, FUNDING AND OVERSIGHT OF PROJECTS TO ADDRESS NEEDS

TAG-Org proposes that, based upon a thorough and highly developed set of joint needs and situational analyses, FODS should act as a vehicle that supports agencies to move forward from humanitarian assistance to laying the foundations for a stable and economically viable future for refugees and hosting states. It therefore should guide, support, fund and provide necessary financial oversight to projects that can successfully demonstrate the potential to bridge humanitarian and relief interventions, combining resilience building with the creation of future opportunities for the displaced upon their return, as well as to re-build fractured local economies for the benefit of hosting communities at present and into the future; as urged by actors including UNDP. The private sector remain a source of significant, but relatively untapped, potential and engaging the private sector through the provision of support to enable local business communities and organisations to scale up and provide increased employment opportunities could prove to be a particularly

core objective for FODS. The private sector also offers itself as a significant source of alternative funding, and generating private investment from Multinational Companies (MNCs) through the encouragement of a re-direction of their Corporate Social Responsibility (CSR) programmes could both support the humanitarian effort whilst improving local business economies to recover and become more resilient.

3. MANAGEMENT

3.1 PURPOSE AND RESPONSIBILITIES

FODS should be responsible for the establishment and management of the SRTF in such a way as to address the gaps in provision, and meet the needs outlined previously, particularly through the use of innovative approaches that capitalise upon the potentials which may be harnessed from the private sector; and those which overcome the limitations that have thus far impeded effective sub-regional action. In addition to the overall management of the SRTF, FODS should:

1. Conduct regular, and on-going, research to address the existing gaps and contradictions in available data and statistics
2. Provide guidance, technical support and coordination for emergency, recovery and reconstruction projects with a special emphasis on debt-swap consulting; empowerment of local economies and schemes that promote the legalisation of employment.
3. Approve project proposals and initiatives, including resource allocations
4. Ensure transparent fund administration and project implementation
5. Mobilise resources from different sources, including the private sector
6. Guide and oversee the coordinated implementation of funded projects
7. Report to partners on quarterly, semi-annual and annual basis, including analytical and situational reports
8. Manage communications, publications and outreach, ensuring recognition and visibility of organisation providing funds to the SRTF.

3.2 GUIDING PRINCIPLES OF FODS AND STRF

The guiding principles of FODS should be established in a manner that maximises transparency, enables a fast tracked targeted response to humanitarian needs and overcomes many of the structural, practical and

political realities that have so far greatly impeded the success of the regional and local response to the crisis. Thus, these principles may be as follows:

1. FODS will ensure the principles of neutrality, accountability for results, responsiveness to needs and financial transparency
2. The SRTF to be established by FODS will not be an exclusive funding channel, but will complement other funding mechanisms currently used
3. The SRTF will finance priority recovery and reconstruction projects approved by the Steering Committee
4. FODS will not implement projects directly, it will finance and oversee project implementation by partners
5. Eligible partners will include government institutions, United Nations Organisations, international and national non-governmental organisations, within the scope and time frame of recovery and reconstruction priorities
6. Projects which are eligible to be funded will be those that adhere to a set of criteria, including:
 - a. Projects that address a priority of emergency, recovery and reconstruction activities
 - b. Projects that are implemented as much as possible by national implementation partners, to ensure sustainable local capacities
 - c. Project implementation is undertaken with special attention to transparency and accountability as well as to prompt delivery and efficient utilisation of donor funds
7. Implementing partners receiving funds will sign an agreement that governs the use of funds, and detail reporting obligations, liability, audit and other matters pertaining to the management of the funds provided.

3.3 COMMITMENT TO GENDER EQUALITY AND RESPECT FOR DIVERSITY

FODS must align its strategies and activities with international documents and articles related to the status and promotion of women including Convention on the Elimination of All Forms of Discrimination against Women; Beijing Declaration and Platform for Action; UN Security Council Resolution 1325 on Women, Peace and Security. It should work closely with UNWomen to ensure that gender equality and the empowerment of women is central to all programmes and projects to receive support from the SRTF. FODS' policies, global standards and norms should be evaluated to ensure that they fully reflect and promote women's equality and the empowerment of women and youth; and respect for gender and diversity considerations and the promotion of minority groups will be subject to annual external review. Measures that

may be taken to promote gender equality include ensuring that funds are delivered to projects and programmes that demonstrate an analysis of the different needs of women, girls, boys and men and to those that promote women as active participants and leaders in consultation and assessment. FODS should also support communities to transform gender roles to the extent that women are key constituents of benefit for employability-based programmes in addition to those that promote the leadership of women.

3.4 GOVERNANCE

3.4.1 OVERALL GOVERNANCE STRUCTURE

FODS, the vehicle by which the SRTF will be managed, should be headed by a Board of Trustees to consist of Political, Business and Humanitarian Leaders. Shareholder-Stakeholder Council should also be established, consisting of official representatives of Donor Countries, Countries hosting persons displaced from Syria, as well as UN Agencies and key actors.

3.4.2 TECHNICAL SECRETARIAT

FODS may provide a Technical Secretariat, fulfilling the following key duties:

- a) Support the Steering Committee in reviewing all projects submitted for funding
- b) Forward the project submission forms to the Steering Committee, providing technical review and recommendations
- c) Document and implement decisions of the Steering Committee
- d) Follow up implementation and provide technical input to implementing parties
- e) Submit periodic consolidated narrative and financial reports to the Steering Committee for onward submission to donors
- f) Commission independent annual audits and evaluation for the operation of the SRTF.

3.4.3 SRTF STEERING COMMITTEE

The SRTF will be governed by a Steering Committee that meets on a quarterly basis and which is chaired by an elected representative and composed of the participating donors to the fund. The Steering Committee, which will be supported by the Technical Secretariat, will have the following responsibilities:

- a) Provide strategic guidance and oversight for the overall management of the fund b)
Make final decisions on fund allocation
- c) Review progress of the SRTF's operations

4. FINANCING

4.1 FUNDRAISING AND DISTRIBUTION

FODS should operate to secure and deliver funds to the SRTF for use by key UN agencies to provide urgent relief, reconstruction and development needs to displaced persons and host communities. In addition to supporting agencies to secure funding to address the shortfalls in their humanitarian relief budgets from current sources (seeking to acquire equivalent 0.7% of donor countries' GDP, as the suggested benchmark); FODS must work extensively with local and international private sector institutions to generate funding and support for essential programmes to boost local economies and support the business sectors in both Syria and host countries for the benefit of the displaced and the affected hosting communities.

5. COMMUNICATIONS

A central role of FODS will be the conduct of extensive communications, publications and outreach, ensuring recognition and visibility of organisation providing funds to the SRTF; as well as to generate contributions towards the fund. Communications strategies will address core target groups including the communities and nationals of donating governments, as well as communities and displaced within the country of benefit. In light of increasing challenges and reports of resentment and instability between host communities and displaced persons, a core objective of the communications of FODS will be to highlight the benefit that the projects have had, and will have, on the economies and livelihoods of hosting communities.



PROPOSAL

FRIENDS OF DISPLACED SYRIANS (FODS)

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