

UN SYRIA JOINT PROGRAMME DOCUMENT

Country: SYRIAN ARAB REPUBLIC

Programme Title: UN Joint Programme to Strengthen Urban and Rural Resilience and the Conditions for Recovery in Syria (Phase 2)

Joint Programme Outcome(s):

- 1: Urban Area-based Recovery and Neighbourhoods Plans that are responsive to community's needs, particularly the most vulnerable groups, are developed, delivered and monitored in an inclusive, participatory and conflict-sensitive manner at local level.
- 2: Basic and social services restored, improved and sustained to enhance community resilience and social cohesion.
- 3: Households and communities benefit from sustainable livelihood opportunities, including economic recovery and social inclusion.

Programme Duration: 24 months (Phase 2)*

Anticipated start/end dates:

01-01-2023 – 31-12-2024 (Phase 2)

Fund Management Option: Pass Through

* Programme Duration (Phase 1): from 15-01-2019 to 31-03-2023 (50.5 Months)

Total estimated budget (Phase 2)*:

USD 42,362,226.5

Out of which:

1. Funded Budget**:

Italy: EUR 2,000,000, estimated at USD 1,937,984.5 (INFOEURO 14 October 2022 rate)

2. Unfunded budget: USD 40,362,226.5

* Total estimated budget includes both programme costs and indirect support costs

** Funded Budget (Phase 1): EUR 19,000,000, estimated at USD 21,606,800 [INFOEURO 1 November 2018 rate].

Norway: NOK 60,000,000

Representative, 4.1
14 Nov. 2022

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Executive Summary

Entering the eighth year of the crisis¹, the scale, severity, and complexity of needs across Syria remain overwhelming. Some 13 million people in Syria require humanitarian assistance. Of these, 5.2 million people are in acute need due to a convergence of vulnerabilities resulting from displacement, exposure to hostilities, and limited access to basic goods and services. Conflict continues to be the principal driver of humanitarian needs, with the civilian population in many parts of the country exposed to significant protection risks which threaten life, dignity and wellbeing on a daily basis². This crisis has also had a devastating impact on Syria's economy, infrastructure, services, and social fabric. Since the outbreak of the crisis in 2011, Syria has dropped in the Human Development Index from 113th to 173rd out of 187 countries, placing Syria in the bottom tenth percentile globally.

Some areas are still directly affected by the conflict with 10.5 million Syrians living in UN-declared besieged and hard-to-reach areas, where they are exposed to grave protection threats.³ Areas not suffering from direct conflict are coping with declining basic social services and the strain of hosting IDPs. In others, such as Homs, the process of recovery has started although through a centralised framework and with potential protection concerns that have limited the scale of recovery. In the North East, communities in areas liberated from the control of ISIL require a combination of humanitarian and early recovery / stabilisation responses. While, access to many areas presents multiple security and logistical constraints, participating UN agencies are committed to support Syrians in need, in line with a Whole-of-Syria (WoS) approach, in order to prevent the further fragmentation of the country and facilitate the search for sustainable solutions that could underpin any post-agreement settlement.

The situation in Syria has reduced the ability of people, communities, and cities to respond to on-going shocks and their ability to move beyond simply coping to recovery and development. Multiple displacements have exhausted savings and undermined livelihood activities. Within host communities, large movements of internally displaced persons (IDPs) place incredible strain on already stretched infrastructure, services, and social services. Social tension is increasing in hosting areas as well as other locations across Syria. An increasing number of young male Syrians are leaving Syria seeking livelihood and economic opportunities.

The present UN Joint Programme (JP) has been developed to enable the participating UN organisations to respond to people's needs in this dynamic environment with the required early recovery and resilience programming that supports basic social services provision and livelihoods, while facilitating social cohesion and trying to address locally (some of) the causes of conflict. The Joint Programme brings the combined expertise and capacities of six UN agencies – FAO, UNDP, UNFPA, UN-Habitat, UNICEF, and WFP, and with the option of additional UN agencies joining in the future – to support four overarching goals:

- I. strengthening the resilience of displaced populations and host communities through an integrated package of services;
- II. promoting local and inclusive social and economic recovery;
- III. supporting local planning approaches that offer the space for community participation and help bridging the divides that caused the conflict or that have been exacerbated by it.

¹ Refer to the updated context and lessons learned in the 2021 annual progress report and other documents, https://undp.org/sites/default/files/documents/40000/2021_annual_narrative_report_syria_urban_rural_resilience.pdf

² Humanitarian Needs Overview 2018.

³ Interagency Assistance to Besieged Areas (2017)



- IV. Contribute to addressing the social cohesion and community security needs of local communities, strengthening their collective ability to manage grievances, ease tensions and peacefully resolve disputes. This should create an enabling environment for more comprehensive efforts towards sustainable peace and human security in the long term.

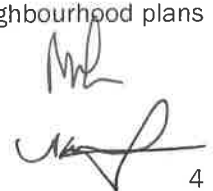
The Joint Programme will deliver the following results.

First, *an inclusive Urban Area-based and Neighbourhood Planning Approach* that will be used by all participating UN organizations to jointly define priorities that are responsive to the local context and to people's needs in cities and their rural catchment areas. The joint planning approach will support the development of sustainable local participatory planning capacity at the neighbourhood and wider urban levels. Additionally, it will restore local capacity in developing evidence-based planning and responses.

Second, *the social and economic needs of vulnerable Syrians will be addressed through, inter alia, cash transfers; establishment of community safe spaces; capacity development for adolescents and youth (10-24 years, out of school, IDP and host community adolescents and youth and young people living in poverty), in the form of community-based vocational, life-skills and citizenship education training, including access for young girls and boys to apply acquired learning through social and civic engagement initiatives and business development training; delivery of community-based health and GBV services and other activities supporting social cohesion and reconciliation. School-aged girls and boys, including adolescents and adults will have access to comprehensive assistance services.*

Third, in those areas where participatory and inclusive civic approaches are promoted, *the most vulnerable Syrians from all sides of the spectrum will benefit from increased access to income, sustainable livelihoods opportunities and inclusive economic development, also through the rehabilitation of the functionality of housing, markets and essential economic infrastructure.* No large-scale rehabilitation or any form of reconstruction efforts are foreseen as part of the Joint Programme, in line with the EU political parameters. All rehabilitation work will be promoted only when it will have a clear value added in building trust and providing peace dividends to conflict-affected communities.

The six participating UN organisations will concentrate investments in strategic locations, ensuring complementarities and linkages between the different interventions in order to have a higher cumulated impact on the target population. These interventions will mutually reinforce and revive communities at a pace and a scale that cannot be achieved by working separately. Joint analysis of stakeholders, value chains, transport corridors, urban and rural services delivery, education, health, business opportunities, social protection, social cohesion and food security will be developed locally to define the most appropriate package in the selected neighbourhoods. The joint planning process also creates an entry point to strengthen local governance processes, whereby community actors are supported in an inclusive and participatory manner that also promotes accountability, while addressing sources of social tension at local level. By linking rural and urban areas, the Joint Programme will help restore vital economic and livelihood connections disrupted by the conflict and increase potential rural-urban complementarities in different fields. This will be done in a way to maximise confidence building between divided communities so as to contribute to longer-term social cohesion and reconciliation objectives. Joint monitoring against the baselines established through the Urban Area-based Recovery and Neighbourhood Action Planning approach will allow all stakeholders to assess the impact of the activities against the neighbourhood plans and the programme's strategic objectives.



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Under UN Security Council Resolution 2254, during the "Supporting Syria and the Region" Conference in 2016, the UN committed to start to plan 'to coordinate civilian stabilization, post-conflict peacebuilding and recovery efforts' to be ready immediately after an agreement, in accordance with the framework for political transition put down in the Geneva Communiqué of 2012. That has resulted in the Post-Agreement Planning Process, under which '**Social Cohesion, Reconciliation and Peacebuilding**' is a priority area. The process paves the way for longer-term programming at national and local levels and identifies so-called issues to be addressed as of 'now' in preparation for the long-term. These include social cohesion and reconciliation, Housing Land and Property rights and civil documentation, and preparing the conditions for more decentralised forms of governance (as foreseen in Law 107).

The European Union has indicated an initial contribution of 19 million Euros for the two-year period. *For the 19 million Euro budget committed by the EU, participating UN agencies will submit budgets for selected neighbourhoods in two locations. (See attached budget).* The locations will be defined during the programme's inception phase (cfr. Annex 5).

Other donors have expressed an interest in contributing. The participating UN organisations and the European Union have kept interested donors updated and will seek to attract additional funding for the Joint Programme.

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1 The Context:

Eighth years into the crisis⁴, Syria is still witnessing massive damage to every aspect of life and livelihoods. The scale, severity, and complexity of needs across Syria remain overwhelming. Some 13.1 million people in Syria require humanitarian assistance. Of these, 5.6 million people are in acute need due to a convergence of vulnerabilities resulting from displacement, exposure to hostilities, and limited access to basic goods and services. Conflict continues to be the principal driver of humanitarian needs, with the civilian population in many parts of the country exposed to significant protection risks which threaten life, dignity and wellbeing on a daily basis. Despite some reduction in the level of hostilities in certain parts of the country, the establishment of “de-escalation areas” and local agreements, and a reduction in the number of UN-declared besieged locations, sustained or increased violence in many other areas has affected the lives of countless civilians⁵. In 2018, people in Syria continued to bear the brunt of the hostilities in the absence of a political solution, with sustained violence contributing to the world’s largest displacement crisis. Similar to last year, some 1.2 million people moved during the first six months of the year, with many people believed to have been displaced multiple times. Of the 5.6 million Syrian refugees worldwide, most of whom remain in neighboring countries, a very limited number have returned to Syria. In 2017, an estimated 721,647 people returned to their areas of origin including approximately 66,000 refugees. While the number of self-organized spontaneous returns has slightly increased from 2016 levels during the first nine months of 2017 (20 per cent), according to the United Nations, the overall conditions for safe, dignified and sustainable returns are not yet in place in many parts of the country.

Against the disruption caused by prolonged hostilities and extensive displacement, access to services as well as livelihood opportunities remain scarce. People’s ability to cope is therefore strained and ultimately inhibits their ability to meet basic needs⁶. In addition to the ongoing fighting in several front lines, Syrians in more stable areas are exposed to the daily indignities and deprivations in accessing basic services and employment opportunities. Many who remained in their communities, are sharing meagre resources with the internally displaced and increasingly with returnees. Since the outbreak of the crisis in 2011 Syria has dropped in the Human Development Index from 113th to 173rd out of 187 countries, placing Syria in the bottom tenth percentile globally. Over half of the population has been forced from their homes, and many people have been displaced multiple times. Children, adolescents and youth, millions of whom have known nothing but conflict, comprise more than half of the displaced, as well as half of those in need of humanitarian assistance.

The 2018 Periodic Monitoring Report estimated that, as of June 2017, some 1.5 million people were living in hard-to-reach and besieged locations in Syria. An estimated 5.6 million refugees fled Syria and recent surveys show that very few intend to return under the current security, political, social and economic conditions⁷. 6 million people are internally displaced, many of them multiple times⁸. More than 86% of the

⁴ Refer to the updated context and lessons learned in the 2021 annual progress report and other documents.

https://mptf.undp.org/sites/default/files/documents/40000/2021_annual_narrative_report_syria_urban_rural_resilience.pdf

⁵ De-Escalation Agreements refer to a memorandum signed in Astana on 4 May by the governments of Russia, Turkey and Iran which foresaw the establishment of “de-escalation areas” (DEAs) in Syria. The United Nations is not a party to these agreements. Local agreements refer to agreements reached between the GOS and some NSAGs, sometimes facilitated by third parties and which concern specific localities, often areas declared by the UN as besieged or Hard-to-Reach. The United Nations is not a party to these agreements.

⁶ Syria Humanitarian Needs Overview 2018

⁷ Carnegie Middle East Center, February 2018

⁸ Syria Humanitarian Needs Overview 2018

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population live in poverty, with an increased rate of unemployment estimated at 57% including 28% among youth. Syria has lost more than four decades of human development. Economic losses are estimated at more than 202 billion dollars.⁹

Amid the disruption caused by prolonged hostilities, extensive displacement, family separation and disruption of community networks, access to basic services as well as livelihood opportunities remain scarce. People's ability to cope is therefore strained and many are unable to meet their basic needs.

Syria has experienced massive conflict-induced urbanization. While in 2011, Syria's population was 53 percent urban, today 3 out of 4 Syrians live in cities, some 11 million people¹⁰. Among host communities and IDPs, the 2 million internally displaced youth are a key vulnerable group¹¹. The number of female and adolescents/youth headed households have increased due to the spike in the outward migration of male cohorts that have travelled abroad, to the frontline, or may have been keeping a low profile to avoid unwanted participation in armed conflict¹².

Markets, and traditional industrial and commercial hubs such as Aleppo and Homs, have been destroyed. The currency of the country has depreciated to one-tenth of its pre-crisis value, trade with its neighbours has stalled. International unilateral economic and financial measures consisting of an arms embargo, ban on internal repression equipment and other export and import restrictions, an asset freeze, a prohibition on the participation in certain infrastructure projects and investment in such projects, restrictions on the provision of financial services, and other restrictions - are indirectly exacerbating the negative economic and humanitarian situation. According to secondary source poverty assessments, over 85 per cent of the population has sunk deeper into poverty with over 60 percent already extremely poor and 35 percent in living abject poverty.¹³ More than 50 percent of the labour force has been pushed into unemployment, as compared to 8.6 per cent before the crisis with youth particularly hard hit.¹⁴ Before the crisis, youth unemployment was six times higher than among adults¹⁵ and although updated figures are not available, it is generally acknowledged that unemployment is still more pronounced among youth than adults.¹⁶ While the formal economy has contracted dramatically over the past few years, the illicit and informal black market is understood to have expanded. The growth of the informal economy has further contributed to the erosion of civil and social rights.

As a result of the high rates of poverty, shrinking agricultural production and the ensuing skyrocketing of food prices – in a country that did not rely on food imports prior to 2010 – an estimated 6.1 million people are in need of urgent food and livelihoods related assistance, and a further 4 million people are at risk of food insecurity unless supported due to their fast depleting livelihoods. On average, and according to FAO Damage and Loss assessment for the agriculture sector (2011-2016), it was found that households spend more than 90% percent of their income on food compared to 45-47 percent in 2011 and less previously¹⁷.

⁹Confronting Fragmentation – Impact of the crisis report. Syrian Centre for Policy Research 2016

¹⁰ Syria Humanitarian Needs Overview, 2017

¹¹ Ibid.

¹² <https://www.unescwa.org/sites/www.unescwa.org/files/events/files/1500565.pdf>

¹³ <https://www.unescwa.org/sites/www.unescwa.org/files/events/files/1500565.pdf>

¹⁴ UNDP Administrator's statement at the Third International Kuwait Pledging Conference, March 2015. <http://www.undp.org/content/undp/en/home/presscenter/speeches/2015/03/31/helen-clark-statement-at-the-third-international-humanitarian-pledging-conference-for-syria.html>.

¹⁵ <https://www.ifad.org/documents/10180/7c26bd8a-48b6-4beb-a78b-6f4760883bdc>

¹⁶ <http://inec.usip.org/blog/2014/feb/26/economics-syrian-crisis> (Key challenges in the Syrian economy include high levels of unemployment - especially among youth)

¹⁷ Counting the cost – Agriculture in Syria after 6 years of crisis, FAO/2017.



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In response to these economic pressures, families are resorting to unsustainable and unsafe means of survival, such as reducing the quality and quantity of food consumed, selling assets, borrowing money and withdrawing children from school, which locks them in a vicious cycle of poverty and hunger and further compromises their food security and future opportunities. According to the ongoing food security monitoring, more than half of Syrian households continue to adopt often irreversible coping strategies including selling productive assets or land, which are detrimental to future productivity and resilience to shocks.

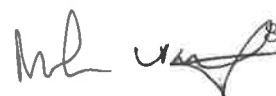
Prior to the crisis, agriculture contributed about 20–25 percent of the gross domestic product (GDP) and was the main source of employment and income for an estimated 47 percent of the population. The sector generated about 16–20 percent of non-oil exports and was a major source of raw materials for the processing industries. Syria was a major exporter of agricultural products, including cotton, sugar, tomatoes, potatoes, oranges, apples, olive oil, sheep, cattle, poultry meat and hens' eggs. Under these circumstances, a nationwide assessment was conducted by the Food and Agriculture Organization of the United Nations (FAO) to estimate the damage and needs in the agriculture sector. According to the findings of this assessment the damage cost to the agriculture sector since the beginning of the crisis is USD 16 billion. The estimated cost to rebuild the agriculture sector is about USD 11 – 17 billion over a three-year period. In addition, massive displacements and migration of rural populations are progressively depriving the rural sector of its human capital and skills. Nevertheless, Syria's agriculture and livestock sector continues to sustain food supply in Syria, albeit at approximately half of the pre-crisis capacity, serving as a lifeline for many vulnerable Syrians who did not leave the country.

Revamping the agriculture sector for sustaining certain level of food supply requires urgent support to the irrigation networks. The infrastructure of the irrigation systems that used to irrigate around 1.5 ha in 2011 are damaged. Surface irrigation infrastructure in most areas are severely damaged leaving many irrigation networks out of order and thus reducing agricultural productivity and pressuring groundwater resources.

In fact the increased water resources challenges due to climate changes, mismanagement, increased demands, and impact of current crisis have negatively affected all dimensions of populations' socioeconomic stability. Strengthening rural agricultural and water resilience to help farmers increase their agricultural productions and achieve reasonable level of socio-economic stability under the current circumstance has become a priority.

Within this context, the FAO in Syria established a Technical Working Group for Water and Land Management (TWG-WLM) in June 2016 to strengthen cooperation, discuss and plan for resilience building with represented experts from all water related Ministries, NGOs, UN and other organizations working on water issues. The TWG-WLM has become a consulting technical platform for applying the Integrated Water Resources Management (IWRM) approach. Four pillars were agreed upon with irrigation related stakeholders to support the irrigation sector, namely: efficient rehabilitation of irrigation infrastructure, farm- and community-level rainwater harvesting and efficient irrigation methods, use of renewable energy resources especially on collaborative irrigation systems, and utilization of treated wastewater in irrigation. Working within the watershed management concept, these pillars will improve farmers' access to irrigation water to increase agriculture productivity and improv their livelihoods especially in basin's downstream areas and in critical locations where irrigation systems are damaged, incomplete or inefficient and where farmers own small lands and rely only on agriculture productions to cover their living costs.

Within the current situation, food production has become increasingly vulnerable to energy prices. Farmers are left with little choice but using alternative energy resources such as solar energy and bio-gas might be a promising sustainable solution. Bio-gas technology can also help farmers to use agricultural and biological



wastes to generate energy and gain safe bio fertilizers for their small lands. In addition, introducing low cost effeceint irrigation systems can demonstrate new ways of increasing agricultural productivity.

Syria's social services have been hard hit. Prior to the crisis, Syria had achieved universal primary education, and improved overall health indicators including on maternal and new born mortality and morbidity. Maternal mortality has increased from 49 to 63 per 100,000 people between the period 2011 and 2013. The health system has been severely disrupted, including destruction and/or damage to health care facilities. Water and sanitation networks and waste management systems are also severely affected.

The reduced institutional capacity to respond to the needs of the population is particularly evident for social welfare services; a very limited number of social workers employed in departments of social affairs and labour is not able to provide adequate services to all the vulnerable groups they are responsible for – from children deprived of parental care and hosted in residential care institutions (including orphanages, detention centres, temporary care services), to women and children victims of violence and abuse; from elderly people to people with disabilities. The 2018 HNO estimates that around 1.5 million people are with disabilities in Syria; for them, access to services and social inclusion opportunities are even more limited than for the rest of the population. The only social protection scheme existing in the country (targeting people with cerebral palsy) is constrained by the lack of resources allocated by the Government, and would not in any case suffice to provide for the needs of people with disabilities. The very limited number of trained social workers operating in Syria – both from public services and from NGOs – exponentially increases the risk for the most vulnerable groups to be exposed to marginalisation, exploitation and violence, and further excluded from the society.

Conflict-affected adolescents and youth across Syria are unable to access services or engage meaningfully in their communities, and those working with young people report a change in attitude over the past year or so from hope for the future to despair. *From a total population estimated to be nearly 18 million 33 per cent are estimated to be adolescents and youth (10-24 years old). The UN estimates show that of the 6 million Syrian adolescents and youth, more than 2 million are internally displaced and ~2.7 million adolescents and youth are in need of humanitarian assistance.* The conflict and displacement has exacerbated pre-existing challenges and has created and aggravated social tensions, undermined social cohesion and exposed them to violence, exploitation and abuse, such as recruitment into armed groups, sexual and gender-based violence and child labour. According to the 2018 HNO, recruitment and use of children, particularly adolescent boys, by parties to the conflict is widespread with 90% of surveyed sub-districts indicating its occurrence. Child labour is reported in 82% of surveyed sub-districts, including in its most dangerous and hazardous forms, particularly affecting boys – e.g. begging, smuggling, scavenging, child recruitment and use in the conflict. Depletion of livelihoods and family separation are reportedly primary causes of child labour, along with lack of educational opportunities.

In the last academic year 2016/17, more than 4 million children were estimated to be enrolled in formal education at grades 1-12 in Syria. The latest enrolment for the current year 2017/18 is being updated by the Ministry of Education. The high enrolment is a notable achievement made by the education sector as a whole. However, the latest education sector analysis reveals that 1.75 million school-age children are still out of school in both government-controlled and opposition-controlled areas. This means that access to quality education remains limited across the country. Crisis-affected children face multiple supply- and demand-side barriers to schooling and quality learning. One out of three schools are either destroyed, partially damaged or used for other purposes. Many functional schools face a shortage of classrooms and teaching learning materials due to a continued influx of displaced children. The school system has also lost over 150,000 education personnel since the start of the crisis.



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Approximately four million women and girls of reproductive age have been affected by the crisis. Recurrent displacement and weakness of services has drastically increased vulnerabilities of women and adolescent girls. The crisis has affected many thousands of Syrian women and adolescent girls in tragic ways, through displacement, gender-based violence and loss of household income. Women and girls have had to take on additional responsibilities, like caring for the injured and generating household incomes due to injury or absence of male family members.¹⁸ Simultaneously and interconnected, changing social norms and the disintegration of existing social protection mechanisms have made women and girls increasingly vulnerable to gender-based violence including domestic violence, sexual violence/exploitation, and child or forced marriages¹⁹. Up to 33% of Syrian female heads of household now report they only leave their house when necessary, because they fear sexual harassment or their safety²⁰. Moreover, in certain, particularly vulnerable communities the prevalence of child marriage has increased to around 31%²¹, and is considered an economic necessity and/or safety negative coping mechanism.

Infrastructure and services facilities are often directly targeted in the conflict and are struggling to cope with increased demands. In urban areas, damage to residential buildings represents nearly 68% of total damage to the city. According to the 2010 Syrian census data, there were 4,128,941 conventional dwellings units across Syria's 14 Governorates. Some 30 percent of the total housing stock has been damaged - with 8% destroyed and 22% partially damaged.²² The majority of physical damage in urban areas are concentrated in informal locations where residents did not have formal ownership or access to property documentation. Furthermore, 81.2% of IDPs (HNO 2018) reported some degree of difficulty to access civil documentation – such as IDs and birth, marriage, and death certificates.²³

Direct damage to the electricity sector is widespread. A survey of factories in northwestern governorates by the Syrian Economic Forum indicated that production is limited by access to energy, with 95.7 percent of factories relying on electricity for production, but 56.5 percent of them receiving electricity for less than 3 hours a day.²⁴ Water supply has decreased to one-third of pre-crisis levels.²⁵ Sewerage treatment has decreased from 70 percent to 25 percent currently.²⁶ Solid-waste collection has significantly declined in many cities, and informal dumping sites are multiplying, creating significant public health risks.

The situation in Syria has reduced the ability of people, communities, and cities to respond to on-going shocks and their ability to move beyond simply coping to recovery and development. Multiple displacements have exhausted savings and undermined livelihood activities. Within host communities, large movements of internally displaced persons (IDPs) place incredible strain on already stretched infrastructure, services, and social services. Social tension is increasing in hosting areas as well as other locations across Syria. An increasing number of young male Syrians are leaving Syria seeking livelihood and economic opportunity.

The sheer extent of damage to Syria's physical, social, and economic fabric and protracted nature of the conflict have resulted in ever increasing numbers of Syrian's relying on humanitarian assistance and/or

18 <https://www.unescwa.org/sites/www.unescwa.org/files/events/files/1500565.pdf> (p.4)

19 http://www.unfpa.org/sites/default/files/pub-pdf/unfpa_gbv_take10-may17-single41.pdf

20 http://www.unfpa.org/sites/default/files/pub-pdf/unfpa_gbv_take10-may17-single41.pdf (p.22)

21 http://www.unicef.org/mena/UNICEFJordan_EarlyMarriageStudy2014.pdf (p.8)

22 World Bank, 2016

23 Compiled from World Bank and ESCWA reports. The physical status of each unit was classified in three categories: destroyed (>40% of damage), partially damaged (<40% of damage), and no damage.

24 Syria Economic Forum, 2014

25 Syria Humanitarian Needs Overview, 2018

26 Ibid.

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negative coping strategies to survive. While the Syrian conflict has largely been an urban conflict, the interconnected nature of pre-conflict economic, agricultural, social, and physical infrastructure means that the impact of the conflict is felt by Syrians in both rural and urban areas and requires coordinated multi-sector responses at the local level to overcome the significant barriers to recovery and resilience. At the same time, the crisis has greatly constrained the capacity of Syrian communities and local authorities to systematically gather and analyse data in support of evidence-based and participatory decision-making, aid strategic planning, and to coordinate, monitor and evaluate the delivery of assistance and basic services that are required to escape the cycle of dependency on humanitarian assistance and enable Syrian communities to begin to recover and build resilience.

Most importantly, the social fabric of the country has been severely damaged by the protracted conflict, which has deepened and widened pre-existing fissures. This has led in many cases to new social realities, which have created grievances. Social divisions differ significantly depending on local dynamics. They may crystalize along political, religious, socio-economic, rural-urban, ethnic or tribal lines. They may also occur along geographic distribution and movements of populations²⁷. Community security has been undermined by such tensions, as well as the consequences of the war economy, corruption and criminality. Communities have banded together in response to insecurity, contributing to increased in-group/out-group dynamics. That has contributed to the localization of conflict dynamics. Such dynamics pose an ongoing threat to future stability in Syria, to the individual security, safety and well-being of Syrians and to prospects for social cohesion.

The current situation is hindering the genuine participation of women and youth in public life.

2. Situational Analysis

A nation-wide ceasefire came into effect on 30 December 2016. The ceasefire was repeatedly violated as battlefronts raged across north, northeast, central and southern Syria. On 23 January 2017, a trilateral mechanism to monitor the ceasefire was established in Astana by the Government of Syria and non-State armed groups, together with the ceasefire guarantors. The Astana process led by Iran, Russia and Turkey reached an agreement on 4 May 2017 to establish four de-escalation areas (Idlib province, north of Homs province, eastern Ghouta, and certain parts of southern Syria - Deraa and Al-Quneitra provinces). The creation of such de-escalation areas has not led to significant reductions in the levels of violence nor improved humanitarian access in such areas. Protection issues regarding the conditions of returns (such as civil documentation, proof of property rights, and economic opportunities) provide disincentives to the stabilisation of population movements and recovery. Moreover, infrastructure and services are severely damaged and limited investments in social services also aggravate the conditions for stability and recovery. Underinvestment in infrastructure and services, can lead to a vicious cycle whereby a pattern of damage persists and becomes aggravated. Economic opportunity and livelihoods restoration are challenged by disrupted urban and rural linkages. The rupture between urban hubs and their rural catchment areas has led to elevated food prices and food insecurity, as impoverished rural areas no longer have reliable access to urban markets.

Beyond de-escalation zones, and while humanitarian access remains an acute problem in all besieged and hard-to-reach areas, the impact of the crisis varies across Syria. In Damascus and Rural Damascus, many towns and neighbourhoods have suffered from the consequences of the conflict and are now trying to

²⁷ For example, they may occur between host and displaced communities, between returnees and communities of origin, between communities living in various zones of Syria, and between communities living in different countries.

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recover. The governorate also hosts a large percentage of Palestinian refugees. In Dara'a and Quneitra Governorates there are areas that remain under AOGs control. The city of Homs was a major conflict centre and has been significantly damaged, but despite more than a year of relative stability in parts of the city the return of displaced populations or recovery of the city has largely not started. Meanwhile, some parts of the Governorate, remain in conflict and are hard to reach. Hasakeh, in the north-east, and Deir Ezzour in the east were both attacked by Daesh (ISIL) and parts of both cities were severely damaged. In both the cases of Hasakeh and Deir Ezzour, the return of displaced residents has been sporadic following the capture of each city from ISIL. Hasakeh governorate in particular is hosting an increasing number of IDPs from Deir-Ez-zour and from Al-Raqqah Governorates. In Aleppo, parts of the rural countryside remain under the control of armed opposition groups, and the eastern part of the city has seen a large amount of damage. Residents are returning to east Aleppo to reclaim their homes, and a limited number of families never actually left. In parts of Hama governorate fighting is ongoing, particularly in the northern areas controlled by armed opposition groups²⁸. Tartous, Sweida, and Souther and Coastal Latakia, which have been largely free of fighting, struggles with multiple strains on their infrastructure and services, caused by a large IDP influx. The influx has also led to increased social tension.

In late September 2017, with the occasion of the UN General Assembly Ministerial-level side event on Syria, the EU High Representative/Vice-President Federica Mogherini, launched the Brussels Initiative following up on the Conference held there in April 2017, where more than 10 billion were pledged by major donors to support humanitarian assistance to the Syria crisis. In her remarks, Ms. Mogherini made clear reference to the evolution on the ground in Syria and to the need for the humanitarian assistance to also evolve "beyond classical humanitarian aid" and vowed to "work on early recovery, providing basic services and health facilities, helping life start again – where it can start again"²⁹. Along the same lines, the World Bank and other global actors including the OECD have stressed that resilience and early recovery interventions can play an immediate role to arrest damage cycles, preserve development achievements and foster peace. Short-term interventions can help maintain human capital, and reduce the long-term effects of conflict and crisis. In particular, resilience-building interventions targeting women and female-headed households were effective in mitigating the impact of conflict on families and communities. While humanitarian assistance is critical to saving lives and meeting immediate needs, it is unable to address the underlying factors and causes of the conflict. Similarly, an increasing reliance on negative coping strategies and the interconnectedness of urban and rural periphery areas reduces the effectiveness of single sector based resilience and recovery efforts as gains in one sector are insufficient in impact to overcome challenges to interconnected sectors to establish sustainable recovery paths.

To be able to effectively respond to these different regional contexts and local dynamics, the Joint Programme will look in particular at locations presenting the following characteristics:

- A. Areas hosting large numbers of internally displaced persons (IDPs). These hosting areas are usually cities where large IDP inflows create an unsustainable burden on municipal infrastructure and basic services including education and health care. Lack of housing results in the creation of extremely dense informal shelters – often located in the periphery and/or poorer areas of hosting cities. Local economies and agricultural systems are unable to cope with the large influx of IDPs leading to increased rates of unemployment, poverty, and food insecurity. When combined with the inability

²⁸ HTS is an active Salafist jihadist militant group formed in January 2017 as a merger between Jabhat Fateh al-Sham (formerly al-Nusra Front).

²⁹ <https://eu-un.europa.eu/remarks-high-representative-mogherini-eu-hosted-high-level-event-syria-margins-72nd-un-general-assembly/>

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of local planning systems to accommodate the rapid influx of persons, all residents within an hosting area – both host communities and IDPs – experience a decline in quality of life and basic standards. This creates and/or exacerbates social tensions between host residents and IDPs and between different communities within a city resulting in increased incidents of violence and conflict.

- B. Areas that have witnessed active conflict lines and/or have been directly affected by the conflict, leading to widespread damage that has severely reduced the functionality of an areas and triggered population outflows. Conflict in these locations often led to the displacement of a large percentage of the original population and of the most active civil society actors, community leaders, professionals, etc. These are locations that are often politically, administratively and/or socially divided, and often continue facing reduced access of people, goods and services. Housing, public spaces, and economic infrastructure experience the highest degrees of damage. While some neighbourhoods may be safe, local structures are unable to provide a basic level of services; such neighborhoods therefore still lack access to the basic services that make these areas habitable. Damage to central neighbourhoods means that basic infrastructure and services – including health and education – are non-functional or function at a reduced level. These areas therefore face reduced economic activities, high unemployment, increased food insecurity, and overburdened housing, infrastructure and services, as well as the need to re-build trust and relationships across former conflict lines or areas of control. As the level of conflict reduces in an area, some returns can be witnessed, though not necessarily in a uniform way across a neighbourhood or city, sowing the seeds for future grievances. The degree of local ownership of and participation in the proposed planning process will therefore be a key factor in the discussion on whether to include such areas or not in the programme.
- C. Urban and Rural catchment Areas. The Joint Programme will work in urban and rural catchment areas. Rural catchment areas are those agricultural and rural communities where services, livelihoods, and social networks are interconnected with an urban area. Often, but not in every instance, agricultural and rural communities are included within the municipal administrative boundary of the urban area. (For example, the Municipality of Homs includes the agricultural communities within the Orontes Valley and surrounding communities, such as Al Waer, within its administrative boundary). The joint planning process will work at the level of the municipality and include the associated rural and agricultural communities. In some cases the catchment areas will extended beyond the municipality administrative boundary. In these cases, the additional administrative units will be included in the joint planning process.

3. Programming Principles and Lessons Learned³⁰

The UN in Syria has developed a resilience-oriented Strategic Framework for the period 2016-19, with a focus on three areas: institutional strengthening in support of resilience programming; sustainable delivery of basic essential services; and provision of sustainable livelihoods opportunities³¹. This Joint Programme

³⁰ Refer to the updated context and lessons learned in the 2021 annual progress report and other documents.

[https://mptf.unodp.org/sites/default/files/documents/40000/2021 annual narrative report syria urban rural resilient e.pdf](https://mptf.unodp.org/sites/default/files/documents/40000/2021%20annual%20narrative%20report%20syria%20urban%20rural%20resilient%20.pdf)

³¹ The three strategic focus areas for the UN in 2016-2019 are:

- The promotion of the capacity of local authorities, civil society, communities and institutional technical service providers for responsiveness to highest priority needs. The objective is to enable them to collectively develop, implement and monitor evidence- based policies, strategies, plans and resilience programmes.

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has been developed as a common platform to promote a coordinated and multi-sector planning approach for Syria, in line with the objectives of the Strategic Framework (2016-2019) as well as the resilience objective of the 2017 and 2018 Humanitarian Response Plan. To be noted however, that this JP will not contribute work on the first area amongst those mentioned above.

The JP will propose an urban area-based approach that is guided by principles of inclusion and community participation, with response criteria that reflect the needs to be met and the value-added of a multi-pronged intervention, based on available local development indicators and the results of participatory work with locally targeted groups. The approach is rooted in empowering local actors and communities, in a way that promotes accountable and inclusive decision making processes and creates the space for dialogue and support for improved social cohesion outcomes at the local level. Additionally the JP will focus thematically, and undertake work at multiple levels, building capacity of local communities, specific vulnerable groups and individuals with focus on building their resilience and contributing to social cohesion and re-building trust. It will address key needs of the most economically and socially vulnerable among the Syrian people, with special focus on women in situation of vulnerability (e.g. widows), children (especially orphans), adolescents, young people, female-headed households, families of detainees, people living with disabilities and persons living HIV/AIDS. The action will also address specific environmental challenges exacerbated by the crisis.

Programming Principles:

The application of these programming principles using a conflict sensitive approach reinforces the **inclusive and participatory nature of the Joint Programme** while providing protection safeguards to mitigate risks and ensure adherence with a 'do no harm' approach.

The Joint Programme will adopt a conflict sensitive approach, based on a thorough local conflict and stakeholder analysis that combines the tools used by the different Joint Programme agencies as well as the humanitarian sectors. Tools such as the UN Common System Conflict-related Development Analysis framework will be used. The impact of its components on the broader conflict environment will be assessed and monitored through programme design, implementation, monitoring and evaluation. Impact will be looked at in all its forms, be it intended or unintended, direct or indirect, positive or negative. Due diligence will be applied to adapt the programmes to take into account the results of the analysis in two ways. First, the potential negative impacts will be minimized through a do no harm approach. Second, positive impact will be maximised to alleviate tensions and increase impact.

The Joint Programme outcomes are in line with the five UNDG programming principles, and based on the UN system's common values and standards.

- **Human Rights Based Approach:**³² The Joint Programme explicitly takes a Human Rights Based Approach (HRBA), supporting rights holders to claim their rights (as provided for under national and applicable international law) and/or encouraging duty bearers (State and non-state actors with

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- The delivery of basic essential services to the population at national and local levels, with particular emphasis on displaced people and host communities and people facing deprivation and different forms of vulnerability.
 - The provision of sustainable livelihood opportunities to foster a more resilient society, economic recovery and social inclusion, access to social care services for the most marginalized households and communities, including a comprehensive response to gender based violence.

³² <http://hrbportal.org/the-human-rights-based-approach-to-development-cooperation-towards-a-common-understanding-among-un-agencies>



correlative obligations to fulfil the holders' rights) to meet their obligations, with the aim of achieving greater respect, protection, promotion and fulfilment of human rights. The Joint Programme is based on assessment and analysis identifying the human rights claims of rights-holders and the corresponding human rights obligations of duty-bearers as well as the immediate, underlying, and structural causes of the non-realization of rights. The assessment evaluates the capacity of rights-holders to claim their rights, and of duty-bearers to fulfill their obligations. Programmes develop strategies to build these capacities. They monitor and evaluate both outcomes and processes guided by human rights standards and principles. Throughout the joint program, people are recognized as key actors in their own development, rather than passive recipients of commodities and services. Participation is both a means and a goal. Both outcomes and processes are monitored and evaluated. Analysis includes all stakeholders. Programmes focus on marginalized, disadvantaged, and excluded groups, including persons with disabilities. The development process is locally owned. Programmes aim to reduce disparity. Both top-down and bottom-up approaches are used in synergy. Situation analysis is used to identify immediate, underlying, and basic causes of conflict and development problems. Measurable goals and targets are used. Strategic partnerships are developed and sustained.

- **Gender equality:** Achieving gender equality and eliminating all forms of discrimination based on sex and gender are mainstreamed throughout the Joint Programme. More specifically, gender-specific interventions are included in areas such as education, health, employment, female-headed households and gender-based violence. The joint planning approach is designed to maximise the participation of women in local planning and decision making as an asset for any sustainable peace agreement. Based on the UN's mapping of vulnerabilities and deprivations, gender-specific interventions will be central to the approach of the Joint Programme to addressing poverty and work towards a more equal society.
- **Environmental Sustainability:** The deterioration of ecosystems and the preservation of critical ecosystem services are addressed in the Joint Programme through the restoration and management of the environment and natural resources. The UN will assist affected communities in preparing for, responding to, mitigating and adapting to the consequences of the key environmental challenges facing Syria.
- **Results-based Management (RBM):** The Joint Programme's resources will contribute to a clear and logical chain of results from Outputs through to Outcomes to post-agreement scenarios and SDG-related priorities. There are a very limited number of tangible and specific outcomes and outputs for each priority area. These outcomes will make a significant difference in respect of key challenges, can be achieved in the proposed timeframe for the action, are outcomes in which the UN has a clear comparative advantage and for which the UN can mobilize resources from different areas of expertise.
- **Capacity development:** A central premise of the Joint Programme is that it can best contribute to achieve defined Outcomes through the development of the capacities of individuals, communities and civic groups. There are two foci for this: to increase the capacity of rights holders (individuals, communities and local civil society) through empowerment around essential services, livelihoods and social protection; and technical dialogue and advocacy with the duty bearers (institutions and communities) to identify needs and respect, protect, and fulfil those rights.

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Table 1 Application of the UN Programming Principles in the Joint Programme

	Human Rights Based Approach	Gender equality	Environment	Results Based Management	Capacity Development
FAO	Addressing gender equality is a fundamental part of FAO mandate. Social and economic inequalities between women and men undermine food security and hold back economic growth and advances in agriculture. To ensure that gender issues are adequately addressed at all levels of the planning and implementation processes and throughout each of FAO five Strategic Objectives, gender has been incorporated into the new FAO Strategic Framework as a Cross-Cutting Theme. This means that FAO recognizes the critical importance of the issue and commits to work towards gender equality in all its areas: food and nutrition security, agriculture and consumer protection, economic and social development, fisheries and aquaculture, forestry, natural resource management and environment, technical cooperation, knowledge exchange, research and extension	Addressing gender equality is a fundamental part of FAO mandate. Social and economic inequalities between women and men undermine food security and hold back economic growth and advances in agriculture. To ensure that gender issues are adequately addressed at all levels of the planning and implementation processes and throughout each of FAO five Strategic Objectives, gender has been incorporated into the new FAO Strategic Framework as a Cross-Cutting Theme. This means that FAO recognizes the critical importance of the issue and commits to work towards gender equality in all its areas: food and	FAO is at the forefront of work towards sustainable agriculture by promoting protection and sustainable use of natural resources while meeting society's growing needs for decent and resilient livelihoods. FAO vision, strategic objectives, key principles for sustainability, and environmental standards establish a boundary within which are FAO programs and projects, where the environmental risks need to be managed in order to deliver expected outcomes for each individual project while mitigating potential negative environmental impacts. FAO Environmental Standards relate to the following areas: <ul style="list-style-type: none"> Natural Resource Management, 	The ongoing FAO reform focuses on results-based management, an initiative to improve how FAO prioritizes, oversees and assesses its work in order to produce clear, measurable results, and ultimately to deliver a more effective service. Within this context, greater attention is being given to strategic programming at the country level know at FAO as Country Programming Framework (CPF). The CPF represents a major step in the transition at FAO from a demand-driven and ad hoc project approach to a longer-term needs-driven results approach. Under the new approach, FAO country level support contributes to national strategic objectives. Such objectives need to be in line with FAO mandate as	Capacity development is a core function highlighted in FAO strategic framework. It is a key to sustainable results at country level and ensures that FAO efforts lead to lasting changes.

		<p>nutrition security, agriculture and consumer protection, economic and social development, fisheries and aquaculture, forestry, natural resource management and environment, technical cooperation, knowledge exchange, research and extension</p>	<ul style="list-style-type: none"> • Biodiversity, Ecosystems and Critical Habitats • Plant Genetic Resources for Food and Agriculture • Animal - Livestock and Aquatic - Genetic Resources for Food and Agriculture • Pest and Pesticide Management 	<p>expressed in the corporate Strategic Objectives, Subregional and Regional Priorities and the priorities agreed by the UN Country Team (UNCT) and the government in the UNDAF or similar exercises.</p> <p>The CPF formulation process consists of a series of activities that can be grouped in three main phases, namely: Starting; Setting priorities; and Programming for results.</p> <p>In managing for results, FAO follows the next five principles:</p> <p>1. At all phases of the work – from strategic planning to implementation, monitoring and evaluation – the focus of the dialogue between the partner country, FAO, other development partners and national stakeholders will be on results;</p> <p>2. All programming, monitoring and evaluation activities will align to the agreed expected results;</p>	
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UNDP	UNDP follows a conflict sensitive assessment and approach as part of project design. It adopts the Maps of Risk and Resources methodology, as well as the community-based approaches that seek to empower local community groups and institutions by giving them direct control over investment decisions, project planning, execution and monitoring, through a process that emphasizes inclusive participation and management.	Within its Early Recovery and Resilience Building program, UNDP Syria ensures that Gender element is mainstreamed in all its projects and interventions, where not only women constitute a minimum of 30% of total beneficiaries, but targeted activities are tailored to address their needs and priorities.	UNDP through its activities mitigates the consequences of the key environmental challenges facing Syria, such as solid waste removal activities from communities and shelters to avoid health disease and reduce environmental affect, in addition to waste water network rehabilitation projects,	<p>3. The results reporting system will be kept as simple, cost-effective and user-friendly as possible;</p> <p>4. A fundamental rule is "to manage for results" and not "to manage by results";</p> <p>5. Results information will be used for management learning and decision-making, as well as for reporting and accountability.</p>	<p>UNDP conducts under Early Recovery and Resilience Building program:</p> <ul style="list-style-type: none"> Capacity Development of NGOs- FBOs- CSOs as Implementing Partner to be responsible for the overall project management, (based on a capacity assessment and risk analysis). A series of community-based initiatives to build capacities of Syrian youth through providing vocational training covering a wide range of skills. Enhancing the capacity of the Syrian communities to
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				strengthen and promote social cohesion and community security initiatives.
				<ul style="list-style-type: none"> UNDP will foster dialogue between people and communities from different backgrounds by developing their capacity on mediation and training them on team building and community organization/participation civic engagement communication skills and respecting the other, self-awareness and values.
				feedback to improve performance.
UNFPA	<p>UNFPA is applying human rights based approach in planning, implementation and monitoring of all programmes and projects. To this end, UNFPA applies an analysis of all stakeholders to assess the capacities and roles of duty bearers while empowering right holders. In this regard, UNFPA will develop the capacity of duty-bearers to meet their obligations and will support rights holders (namely women and youth) to claim and enjoy their rights</p>	<p>UNFPA works through its programme to achieve gender equality through gender mainstreaming and gender equality programming. UNFPA supports women empowerment interventions engaging women in decision making and providing access to economic and social resources through the supported community centers and supporting the youth</p>	<p>UNFPA implements an evidence-based results based management approach. Within the overarching framework of the Country Programme Document, the fund works with its implementing partners (IPs) to reach the intended results of the logframe of the UN joint programme.</p> <p>Key deliverables, with indicators, baselines and targets, and description of budgeted activities will be reflected in the respective work plans. Progress towards results</p>	<p>UNFPA will strengthen local capacities to generate and use statistical population data to facilitate evidence-based planning in the intervention areas of this Joint Programme.</p> <p>Training of service providers: physicians, nurses and midwives (health with focus on reproductive health and for the provision of specialized GBV services).</p> <p>Capacity development for women and youth as partners for positive change.</p>

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UNICEF	<p>UNICEF is guided in all its interventions by the core principles included in the Convention on the Rights of the Child: non-discrimination; best interest of the child; right to life, survival and development, and respect of the views of children.</p> <p>UNICEF's programme are also guided by an equity approach: targeting of the most vulnerable children and young people (<i>out of school, IDP and host community, children and young people living in poverty, girls and young women with reduced mobility, and other marginalized groups, such as children, adolescents and youth with disabilities</i>) will be supported by ensuring full consultation with local stakeholders for the prioritization of intervention.</p> <p>This will from the onset include an overview of demographic data and social needs in the selected location, with the direct</p>	<p>Equitable access to services for girls and boys remain a core pillar of UNICEF's work regardless of programmatic intervention. This includes ensuring services and opportunities are conducive to the individual needs, as well as taking into account social norms around gender in the local communities. Life skills, community-based vocational training, access to social and civic engagement for adolescents and youth, Sport for Development and other forms of engagement will empower young people with disabilities, to address critical issues affecting their communities, such as prejudice, gender</p>	<p>initiatives especially those of young girls.</p>		<p>will be measured quarterly through progress technical and financial reports.</p> <p>A joint Annual Work Plan will be developed with baselines and targets. The AWP will be developed through the Urban Area-based and Neighborhood Planning Approach.</p>	<p>All UNICEF supported interventions will ensure an open dialogue with local administration, services and communities, leading to the identification of social needs and required responses based on evidence-based criteria.</p> <p>UNICEF will engage also with local NGO partners, after verification of their capacity to provide relevant, effective and appropriate and quality services. Capacity development initiatives will be organized as required.</p> <p>Capacity development of the most marginalized children, adolescents and youth will be built through a package of age-appropriate services and opportunities. This includes specific support for young people by promoting demand for services and inclusive community engagement.</p>
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	participation of target groups (children and young people) and mapping of key stakeholders.	equality, abuse, drugs, human rights, poverty, violence, conflict management and peacebuilding.			
UN Habitat	The Urban Area-based Recovery and Neighbourhood Action Planning Approach is designed to maximise the participation of all vulnerable groups and marginalised communities in the identification, design, and monitoring of activities in their locations / neighbourhood.	Active participation by women – and women groups – in local planning decision making and project design is a pre-requisite for all UN Habitat programming.	The Joint Programme City Profiles includes a detailed environmental layer to identify environment issues and to incorporate these into the development of urban area-based and neighbourhood plans.	For each location, a joint Annual Work Plan will be developed with baselines and targets. The AWP will be developed through the Urban Area-based Recovery and Neighbourhood Planning Approach so that they can be used by communities and their local municipalities to monitor delivery and improve accountability	<p>A local municipality and partner (CBOs, NGOs,) capacity assessment is included as part of the Joint Programme City Profiles.</p> <p>The Urban Area-based and Neighbourhood Action Planning Approach creates a framework for local actors, local communities, local leaders, CBOs and municipalities, as well as other key actors to be identified through local-level stakeholder analyses, to develop participatory urban area-based recovery and neighbourhood plans – and builds the capacity of community stakeholder groups to meaningfully participate in and influence local planning and prioritisation processes.</p> <p>Capacity building and technical support to local communities through the Technical Services Centre (TSC) programme to improve the capacity to manage</p>

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WFP	<p>WFP adheres to core humanitarian principles, standards of accountability and professionalism in provision of assistance in all operations. WFP seeks to provide assistance in ways that respect life, health and dignity, and promote the rights of men, women and children. All our assessments are age and sex disaggregated and assistance targeted according to need and vulnerability.</p> <p>Committed to ensure that protection and accountability to affected populations issues are integrated and mainstreamed across all aspects of programme design and implementation.</p> <p>Put in place measures to ensure that assistance is provided in a way that protects the safety and dignity of the affected people and minimizes their exposure to risk.</p> <p>WFP has strengthened mechanisms to promote beneficiaries' participation and channel their feedback during programme design (CBPP).</p>	<p>The WFP Gender Policy ensures that all WFP programming considers gender equality and women's empowerment concepts and all efforts are made to identify activities and opportunities to do this. Activities designed to promote women's rights and empowerment are prioritized, and WFP has a high commitment of financial resources to implement these. All WFP staff undertake mandatory gender mainstreaming on-line training.</p>	<p>An environmental review should be undertaken at the earliest stage to identify mitigation measures for interventions whose design or scale or location threatens the environment. For WFP this could mean an assessment of the energy and environmental implications of each type of food basket or for household/community-level asset creation activities that impact natural resource management and/or carry a high-to-medium environmental risk.</p>	<p>The Strategic Framework enables WFP to track outcomes and outputs at the project level, which can then be aggregated to show achievements at the corporate level.</p> <p>For each location/activity a set of mandatory outcome-level and output-level indicators will be selected according to project objectives and context and used to measure results at the project level.</p>	<p>Capacity assessment of cooperating partners, including current emergency partners identified as potential to scale-up early recovery/livelihood activities;</p>	and deliver local services in a participatory manner.
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Lessons Learned

Collaboration between UN Agencies creates synergies that reinforce the benefits of interventions. The six UN Implementing Agencies (FAO, UNDP, UNFPA, UN-Habitat, UNICEF, WFP) have a wealth of experience from implementing activities within Syria and in similar contexts globally. The central aspect of the Joint Programme and neighbourhood planning approach is to build upon and maximise the synergies between the existing programming tools and activities of the UN Implementing Agencies in a way that is locally owned and is able to overcome the challenges facing sustainable resilience building activities. Some recent examples of complementarity of activities are outlined in Annex 2.

The transition from humanitarian interventions towards resilience-based interventions must begin as soon as enabling conditions are present and within a coordinated framework. Enabling conditions will be reviewed by the Joint Steering Committee on a case by case basis. One example, the WFP is adapting its programmes to shift from humanitarian responses towards building resilience with scalable and sustainable food solutions in partnership with technical agencies to increase food security. In Al Hasakeh, WFP and an international NGO partner are responding to needs of farming communities in rural parts of the governorate to restore and improve their livelihoods. The intervention acknowledges the important role of women and prioritises female-headed households to support home-based food production and income generating activities. Applicable to similar agro-ecological zones across the country, it is envisaged that this type of assistance will be replicated in partnership with FAO and other technical agencies to move affected populations from unconditional to conditional assistance. Since 2013, UNDP adopted an area-based resilience building approach focusing on investing in local resources, be it human or physical, to ensure that affected populations enjoy better access to livelihoods opportunities and basic and social services. Moreover, UNDP, UNFPA and UNICEF have supported social cohesion at the local level through its youth programs, which has nurtured positive dynamics between local communities and IDPs, all leading to stronger and more resilient population in this protracted crisis. Also, UNDP has supported community security improving access to justice and community safety.

The sustainability and leverage of resilience activities is strengthened when institutions are engaged at the technical level. For example, FAO technical cooperation with the Ministry of Agriculture, Water and Environment and Technical Working Groups (TWGs) ensures timely technical support to targeted beneficiary groups and a wide application of international standards. Furthermore, managing relations with local institutions safeguards the sustainability of projects and allows the provision of inputs for policy making such as agricultural and social protection reforms. UNDP and UN-Habitat adopted a local participatory planning approach for all their interventions in the field with emphasis on engaging with local technical entities mainly for the infrastructure rehabilitation and support to local service delivery projects. Restoration of social services, debris and solid waste management activities supported by UNDP and UN-Habitat relied on existing local governance mechanisms to coherently plan, coordinate and implement these projects and avoided creating parallel operating structures.

Ongoing interventions have highlighted the importance of promoting social cohesion among population groups in targeted areas, particularly those hosting a high number of displaced. While the humanitarian response has primarily targeted population groups directly affected by the crisis, all communities across Syria will bear the scars of the conflict for a long time. For this reason, UNFPA built on capacity building activities for IDP youth and those of the host communities in Damascus, Rural Damascus, Homs and Tartous as an entry point for improving social cohesion and better youth integration.

Also, UNDP under social cohesion and reconciliation interventions, has produced an updated context analyses of 12 local areas in the whole country. The analyses notably describe the underlying factors and

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actors of instability and insecurity. They identify dividers and connectors. Such analysis has helped finding entry-points for social cohesion and community security programming. It has also provided a basis for reviewing programming to ensure context sensitivity. It has developed livelihoods, economic recovery and rehabilitation of infrastructure activities for social cohesion and community security purposes. It has identified agents of peace and provided them with social cohesion and community security capacity building.

Activities in the JP will have to maximise entry points, where they exist, to work towards mitigating tensions, facilitating dialogue and mutual understanding, and enable longer-term reconciliation processes to start.

A robust inception phase at the local level that identifies formal and informal local governance and partner capacities and puts in place measures to address any gaps is essential to ensure that UN Agencies have a thorough understanding of local dynamics and capacities, prior to the delivery of specially designed programmes and activities. **Strengthening local participation in planning, implementation, and monitoring is essential in this regard.** Having access to urban profiles that include rural catchment areas can be combined with sector specific data sets (including those collected through the humanitarian sector groups) allows for the establishment of urban plans that provide a coordinating and prioritisation framework for sector interventions. UN Habitat's experience has shown that more **inclusive urban area-based and neighbourhood planning** increases the demand for strong civil leaders because they involve a wider cross-section of society and facilitate the emergence of technical leadership that is more responsive to the local population. During the inception phase, the already established Technical Working Groups (TWGs) under the ongoing FAO EU Resilience project, will be presented to stakeholders under the provision to use the same groups for the agriculture sector under this JP.

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4. The Joint Programme: Rationale, Strategy, Programme Approaches, Modalities for effective implementation and Stakeholder

i) Rationale:

The Joint Programme provides a flexible instrument that is able to respond to changing local dynamics and provide communities a comprehensive package of social services that strengthens their resilience and social cohesion, with peace-building objectives. As outlined in the situational analysis and lessons learned sections, a multi-sector response that supports local livelihoods, enhances food security, and reinforces social cohesion and community security is critical to build resilience in urban and rural areas and repair a torn social fabric. The sequencing of these multi-sector investments to respond to local priorities is necessary to support confidence-building amongst conflict-affected neighbourhoods. Given the sheer volume of destruction to infrastructure, services and social fabric in Syria, the Joint Programme might represent a model to be applied for building resilience across Syria.

The need for resilience and recovery oriented interventions is particularly urgent in more stable areas, among long term IDPs and in host communities, and in areas of voluntary return. The Joint Programme will preserve and maintain existing infrastructure, basic services and systems to avoid their collapse when they become overwhelmed by the increased population pressure. It will also aim to reduce the negative impact on social cohesion related to continuous displacements. In response to these needs, the Joint Programme has developed a collective understanding that urgent interventions are currently required to enable evidence-based operational responses to the highest order needs, support to essential services, restoration of livelihoods and economic recovery supporting participatory systems, and ownership by the local population, with a conflict-mitigation, confidence-building and peace-building objective. Contributions to social cohesion, creating space for civil society engagement, promoting inclusion of vulnerable groups and strengthening accountability processes, will drive activity prioritisation.

Building on lessons learned and the experience of the synergies that can be created through increased collaboration, neighbourhood based urban and rural catchment area resilience programming requires the following assumptions, which form the basis for the Joint Programme theory of change:

- Baseline data which is required for more sustainable resilience and early recovery planning phase and monitor and measure impact of the Joint Programme.
- Joint assessments to avoid community and Agency survey fatigue.
- Participatory planning that allows re-opening or keeping open channels of inclusion.
- A common understanding of area needs and prioritization of activities that builds on a local participatory assessment, current positive coping strategies, and ongoing recovery processes.
- An integrated multi-sector and concentrated area package of interventions that is able to overcome barriers to change dynamics.
- Economic, service delivery, and social linkages between urban and rural catchment areas must be strengthened.
- Strengthen self-reliance by enabling local actors to take action by leveraging existing resources.

Community-driven improvements in housing, community infrastructure, urban services, local service delivery, agriculture, economy and social activities in select Syrian cities and neighbourhoods demonstrate the viability of new approaches to societal recovery because they align with communities' own priorities and increase community ownership and protection of investments made.



Intervention packages will be provided to address priority areas that affect the resilience of Syrian cities and communities: (i) neighbourhood action plans; (ii) whole school approach; (iii) rehabilitation of housing, social and productive infrastructure, and services; (iv) local economic recovery and livelihoods; (v) agriculture rehabilitation & rural resilience; (vi) integrated social protection services; and (iv) social cohesion, dialogue and peace-building activities. No large-scale rehabilitation or any form of reconstruction efforts are foreseen as part of the Joint Programme, in line with EU political parameters.

Building on the objectives of the Joint Programme and the assumptions above, theory of change for building urban and rural resilience adopted by the Joint Programme is presented below.



Figure.1 Theory of Change for Resilience Building in Syrian Urban and Rural Catchment Areas

ii) The Strategy:

The Joint Programme package provides a set of interventions designed to maintain and restore basic social services to help communities cope better and recover faster when the situation will allow – the ambition to overcome social fragmentation, rebuild trust, stabilise population movements and bridge divides exacerbated by the conflict are outlined in the Theory of Change (Figure 1). It will also allow participating UN organisations the flexibility to programme in Syria's volatile and fluid context, where both humanitarian and early recovery resilience-focused programming are required. The JP will adopt a flexible programming approach, at the neighbourhood level with strong emphasis on community consultations to select programming locations and respective interventions – in accordance with the criteria stipulated in this document. Noting the volatility of the situation in Syria, the final location selection will take place at the end of the Inception phase, on the basis of the analyses and elements made available to the Joint Steering Committee (JSC).

The Joint Programme agencies will adhere to a common steering, planning, and design phase, which will allow the delivery of comprehensive and coordinated multi-sector intervention packages to support resilience building and recovery in the target locations. Relying on the local and regional planning expertise established during UN Habitat's EU-funded Urban Information and Analysis Project, UN Habitat will guide the Inception Phase and coordinate the joint planning process. The Joint Programme Urban Area-based and Neighbourhood Action Planning Approach is a flexible planning approach that brings together

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implementing agencies, communities, and local authorities to jointly assess, plan, and monitor interventions in urban and rural catchment environments.³³ This urban area based approach begins with urban planning principles and adds stakeholder, conflict sensitive, and spatial analysis of an urban area and its rural catchment areas. Vulnerability data, value chains, transport corridors, and urban and rural infrastructure and service networks will be analysed to develop the most appropriate combination of interventions that can enhance food security, strengthen local resilience, promote economic recovery, support social service delivery, and contribute towards re-building trust and social cohesion. A central outcome of this urban area based analysis is to understand the social, economic, and conflict dynamics within an urban area and its rural catchment areas, identify the barriers to building resilience and recovery, and to prioritise a package of activities that create the synergies to overcome those barriers.

Starting with the inception phase, the Joint Programme will be based on a rigorous conflict, stakeholder, and 'do no harm' analysis jointly conducted by the Technical Working Group (TWG). Tools such as the UN Common System Conflict-related Development Analysis framework will be used. The analysis will provide a better understanding of the context of operation, the underlying causes and dynamics of conflict, the stakeholders and their areas of influence and control, as well as the conflict's historical, political and socio-economic profile. Such an analysis will be used in at least three ways. First, it will help finding entry-points for **targeted programming addressing the substantial issues of fragility or violent conflict and strengthening peace incentives**, while making more efficient use of resources. Second, it will allow reviewing programming to ensure conflict-sensitivity, develop scenarios and undertake contingency planning and risk management. Third, it will serve to **engage counterparts in deeper discussions of key issues identified in the analysis**, develop a common understanding among stakeholders around the challenges or issues that they face, as well as advocate for more sustainable outcomes through an increased focus on the root causes of conflict rather than on the symptoms.

The Joint Programme Inception Phase is designed to be an iterative process that can be repeated for multiple locations and to accommodate the potential addition of locations in the future.

This joint planning approach will be implemented in three main steps:

- **Step 1 (max. 2 months) - Strategic Analysis and establishment of a long-list of potential locations, and location selection.** Consolidation of existing data by the Technical Working Group (TWG) to develop a Joint Programme City Profile for each potential urban and rural catchment area that provides strategic analysis of needs, identifies intervention priorities and objectives, maps stakeholders, incorporates do no harm and conflict sensitive assessments, and includes local governance and implementation capacity assessments. The Joint Programme City Profiles along with TWG recommendations will be sent to the Joint Steering Committee (JSC) for review and final selection of the locations. Due to the high level of local community engagement required for the Urban Area-based Recovery and Neighbourhood Action Planning process, to avoid raising expectations and increasing operational and reputational risks while potentially causing harm, approval by the JSC for the TWG to begin engagement in a particular location is required to begin the joint planning process in a specific location.
- **Step 2 – Joint Urban Area-based Recovery and Neighbourhood Action Planning (one month)** – after a location has been selected by the JSC, the joint planning process, using the Urban Area-based and Neighbourhood Action Planning Approach, will be initiated by the TWG. The joint planning

³³ UN Habitat New Urban Agenda, <https://www.habitat3.org/the-new-urban-agenda/>

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process employs a two-pronged approach – First, local actors (including civil society groups, community leaders, women and youth groups, community based organisations, sector expert groups, etc.) and Joint Programme agencies will agree on the geographic and sectoral framing for an Urban Area-based Recovery Plan that includes a joint field needs assessment, defines the rural catchment areas, and identifies strategic intervention priorities and neighbourhoods in which these should take place. This will be complemented by a consultation with the relevant technical service departments (i.e. water, education, housing, social affairs, etc.). This process is guided by principles of inclusion and community participation. Joint Programme agencies will jointly consult with neighbourhood stakeholders including civil society groups, community leaders, women and youth groups, community based organisations, sector expert groups and, if possible, directly with IDP and host residents, to develop Neighbourhood Action Plans that identify specific activities and projects in each neighbourhood. The Urban Area-based and Neighbourhood Action Planning Approach is rooted in empowering local actors and communities, in a way that promotes accountable and inclusive decision making processes and creates the space for dialogue and support for improved social cohesion outcomes at the local level.

- **Step 3 - Annual Work Plans (15 days)** – the Neighbourhood Action Plans will be consolidated into a single Annual Work Plans (AWP) for each location. The AWP will include the proposed activities, implementation modalities, potential partners – as well as baselines and targets. These AWP will be approved by the TWG and JSC, and they will be individually implemented by each JP agency after compliance with the EU restrictive measures is confirmed by the Contracting Authority as per mechanism agreed.

The inception phase will commence following the signing of the Delegation Agreement between the Contracting Authority and the UN. It will be initiated by a meeting of the JSC, which comprises participating agencies and Joint Programme donors to discuss a longlist of potential locations where the programme could be implemented. The JSC will convene at the end of the inception phase to prioritise the proposed locations, and at the end of Phase 1 to agree on the interventions and respective financial allocations for each of the priority locations. To be consistent with the conflict sensitive approach and to avoid raising community expectations, the planning and identification of activities in each locations will not begin unless there is funding commitment.

There will be a 6 month mobilisation period following the start of the Joint Programme to recruit the necessary programme staff and set-up the necessary governance and management structures. However, the Participating UN Organizations (PUNOs) commit to commencing with the Inception Phase and other Phase 1 Joint Planning activities while mobilising dedicated JP staffing.

Location Selection Criteria

The Joint Programme will target those urban and rural catchment areas where the pre-conditions for resilience and societal recovery can have the maximum positive impact, that is where the potential value added in terms of contributing to social cohesion and inclusive participatory processes can be higher, in line with the Theory of Change presented above. Intervention locations will be selected based on the following criteria:

- A secure context that allows for on-going and predictable access is required for Joint Programme staff and implementing partners to maintain a regular presence and for the local population and

target groups to be able to participate and take full advantage of interventions. The situation must be such where sustainable interventions are possible and considered a priority by all stakeholders.

- Interventions must provide equitable benefits to the diversity of political, social, ethnic, and religious groups in each location and – if applicable – provide equal benefits to both host communities and IDP populations within an area.
- Following from the two criteria above, the minimum conditions should be there for the UN to ensure the protection of the most vulnerable, as an essential pre-condition for the implementation of the full package thus providing positive examples of inclusive recovery processes.
- The location must offer the possibility for the proposed interventions to have an added value in terms of community level confidence-building, for bridging social, political and economic divides.
- There must be a catalytic role to using a joint planning approach, where the integrated nature of the interventions can leverage neighbourhood and area resources and capacity to strengthen resilience and support economic recovery and social cohesion.
- There must be engagement of both urban and rural areas to re-establish or strengthen the interconnectedness between urban and rural economies and communities.

Catchment areas will be identified during the Inception Phase on the basis of the following types of linkages between urban and rural areas:

- Community identified networks
- Value chain analysis
- Conflict sensitivity assessment
- Stakeholder consultations
- Service areas
- Service providers
- Transportation routes
- Technical working groups (i.e. FAO)
- Population and demographic
- And other linkages as relevant and available

Activity Selection Criteria

Joint Programme activities in each location will meet the following criteria:

- Have an added value in terms of confidence-building, for bridging social, political and economic divides.
- Concentrate investment into strategic areas in order to maximise impact and show positive models of local recovery that can underpin any post-agreement process.
- Demonstrate a multi-sector / multi-agency approach.
- Directly respond to the locally identified needs.
- Preserve or re-establish the conditions for ensuring rights' protection and safeguards, as well as inclusive and participatory local processes.
- Build upon existing community coping strategies and/or provide remedy for negative coping strategies.
- Maximise synergies or complement other interventions in the Joint Programme.

- Do not contribute to fuelling war economies or socio-economic inequalities, or crystallizing situations that will need redress in a post-agreement phase.

The Joint Steering Committee (JSC) will convene at the end of the inception phase to agree on priority locations, and then again to approve interventions and the related financial allocations. Once the joint action plans in each location are approved by the JSC and no-objection expressed by the Contracting Authority on contractors/vendors, the participating UN agencies will start the implementation of the Joint Programme, following the action plan for each neighbourhood. A local technical committee will be established to coordinate the activities at the local level. The participating UN agencies will monitor the progress on the achievements and report to the donors through the JSC, as established in the Monitoring, Evaluation and Reporting section. Regular and joint monitoring visits of donors and participating UN agencies will be organized.

Once additional donor funding is received, the UN agencies will expand the JP into other locations, subject to the analysis and planning methodology tested in the pilot phase to provide enough elements for a decision by the JSC. The Joint Programme (JP) could therefore represent a flexible platform that can absorb additional donors and implementing partners, providing a model for implementing joint recovery and resilience programming in conflict-affected areas.

iii) Programme Approaches:

Building on existing planning and programming approaches used by UN agencies in Syria, the Joint Programme will use an Urban Area-based and Neighbourhood Action Planning Approach to work with communities to plan and implement a package of infrastructure, services, livelihoods, and social protection. These interventions will have sufficient impact to secure sustainable resilience and recovery phases planning stages, overcome barriers of fragmentation, economic decline and on-going displacement. This can help stabilize populations' movements allowing for local economic recovery and strengthen local cohesion, which will improve the resilience of Syrian communities and cities.

Working with local communities, local authorities, and technical expertise the urban and rural analysis will be developed into urban area-based and neighbourhood action plans that prioritise local needs and actions and which allow for neighbourhood based monitoring. The neighbourhood action plans will be the result of joint consultations, organised ensuring the participation of local technical departments and civil society stakeholders, and guiding a structured process of prioritization of interventions. Macro areas/sectors of interventions will be initially identified, based on the urban and rural analysis results presented to the communities; subsequently, sector working groups will be organised, where participating agencies will propose specific assessment/analysis tools that will help defining priority interventions. The proposed sector interventions will then be shared and discussed collectively, allowing to define synergies of multiple interventions. The joint consultations with all partner agencies will provide opportunities to facilitate a constructive dialogue between representatives from public services and the communities, thus increasing participation and inclusiveness in the planning, prioritisation and implementation of the area-based and neighborhood plans as well as accountability. The increased dialogue between communities and local governance structures will be considered a result beyond the production of plans that will guide the implementation of jointly prioritised interventions in response to identified social and economic needs of the community. Communities will be supported to participate to the process, but also empowered to foster accountability at local levels, notably at implementation and monitoring stages.

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In each location, a joint planning approach will be used to identify and deliver the package of interventions prioritised by the community. The programme approaches will be Whole School Approach and Skill Building/Engagement Opportunities; Expanding the Youth Peer Network (Y-Peer) to reach out the vulnerable youth; Community Safe Spaces (CSS); Rehabilitation of Housing, Social and Economic Infrastructure & Services; Local Economy and Livelihoods; Strengthening Resilience for Food and Nutrition Security; Integrated Social Protection Services; and Social Cohesion. These approaches and resulting packages of interventions are core aspects of each agencies' existing programming within Syria and are based on good practice, experience, and lessons learned. These packages will be discussed at the time of local consultations, which will drive the prioritisation of interventions for each neighbourhood.

Extended information can be found in Annex 1.

v) Modalities for effective implementation and Stakeholders:

UN agencies will be using the following implementation modalities:

- A. direct execution by UN agencies especially for procurement of all goods and services, using available resources, long term agreements, and capacity building due to the depletion of the local markets and limited local capacities.
- B. direct implementation through local NGOs and local businesses to facilitate the implementation of the activities aiming at improving community and managerial / organizational structure resilience such as youth participation and engagement, improving social services, and expanding urban and rural networks.
- C. modality using third party approach can also be utilized to overcome administrative hurdles of transferring financial resources to contested areas, and monitor the project implementation where the access of the UN staff is challenging.

The procurement of goods or services will be carried out in accordance with applicable UN rules and procedures and will uphold key principles such as competitiveness, transparency and value for money (Ref. Article 1.3 in the Special Conditions of the PAGODA Delegation Agreement).

NGO grants will be administered according to the UN NGO grant scheme as per standard rules and procedures. The scheme promotes a conflict sensitive approach, gender and environmental sustainability, respect of international laws (human rights, international humanitarian law, etc.), equal opportunities, financial accountability and sound management of resources in line with UN transparency obligations.

Considering the sensitive context in which the UN is operating in Syria and the specific requirements of the EU as key donor, the following additional mechanism will be put in place: at the end of each procurement/selection process, the UN entity in charge of the process will share the shortlist of potential recipients with a dedicated EC point of contact. The EC point of contact will have the possibility to review the shortlisted entities and to alert the UN entity, within a defined period of time (7 working days), if one of the shortlisted entities is ineligible. In this case, the procurement process will not be continued and the corresponding amount will not be charged to the Action."

Main Stakeholders and implementing partners will include:

Main Stakeholders:

- Representatives of IDPs and affected communities



- Local and neighbourhood committees
- Community leaders, religious leaders, tribal leaders
- Representatives of adolescents, youth and women.
- Municipalities / Local councils
- Technical directorates in governorates
- Technical Service Departments within the relevant line ministries
- International Organizations and Research Institutions

Implementing partners:

- NGOs (national and international)
- CSOs
- Freelancers
- Locally based private businesses (linked to the need to reactivate local economic circuits)
- Local retailers (same as above)
- Financial service providers
- Faith based organizations
- Professional Associations such as the Chamber of Commerce and Syndicate of Engineers.

UN identifies cooperating partners (CPs) to ensure nation-wide coverage in operational terms. The partners undergo a due diligence review, which includes vetting the partner against the UN Sanctions List 1267 as well as making the action compliant with the EU restrictive measures. Considering the sensitive context in which the UN is operating in Syria and the specific requirements of the EU as key donor, the following mechanism will be put in place: at the end of each procurement/selection process, the UN entity in charge of the process will share the shortlist of potential recipients with a dedicated EC point of contact. The EC point of contact will have the possibility to review the shortlisted entities and to alert the UN entity, within a defined period of time of 7 working days, if one of the shortlisted entities is ineligible. In this case, the corresponding amount will not be charged against the Action. In addition, Partners are subject to performance evaluations regularly and audit review. These evaluations form the basis for whether to continue working with the CPs.

The criteria for selecting partners include capacity, experience, (preferably) a valid registration with the relevant authority, financial strength and stability, and passing the due diligence check. As noted above, the Joint Programme supports a stronger engagement by the community, including women, adolescents and youth, vis-à-vis local institutions. However, "to whom" the data should be disseminated and "by who" it should be utilised will be discussed on the Joint Steering Committee to support potential prioritization and replication in other governorates and districts based on solid and verified information.

Complementarities and Synergies

The Joint Programme will maintain flexibility in implementation to achieve the overall objective of building community resilience even in those circumstances where the six JP participating agencies cannot

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implement joint activities. Under certain conditions where a maximum synergy and complementarity could be achieved by at least three agencies operating in the same location (selected by the JP) based on their comparative advantages; provisions will be made to accommodate this.

The area-based approach and the neighbourhood profiles, will allow the sequencing and prioritising of interventions to support the most vulnerable and at risk of social, political and economic exclusion. Where feasible, programming approaches including income-schemes, cash and voucher transfer programmes will be coordinated.

5. Results Framework

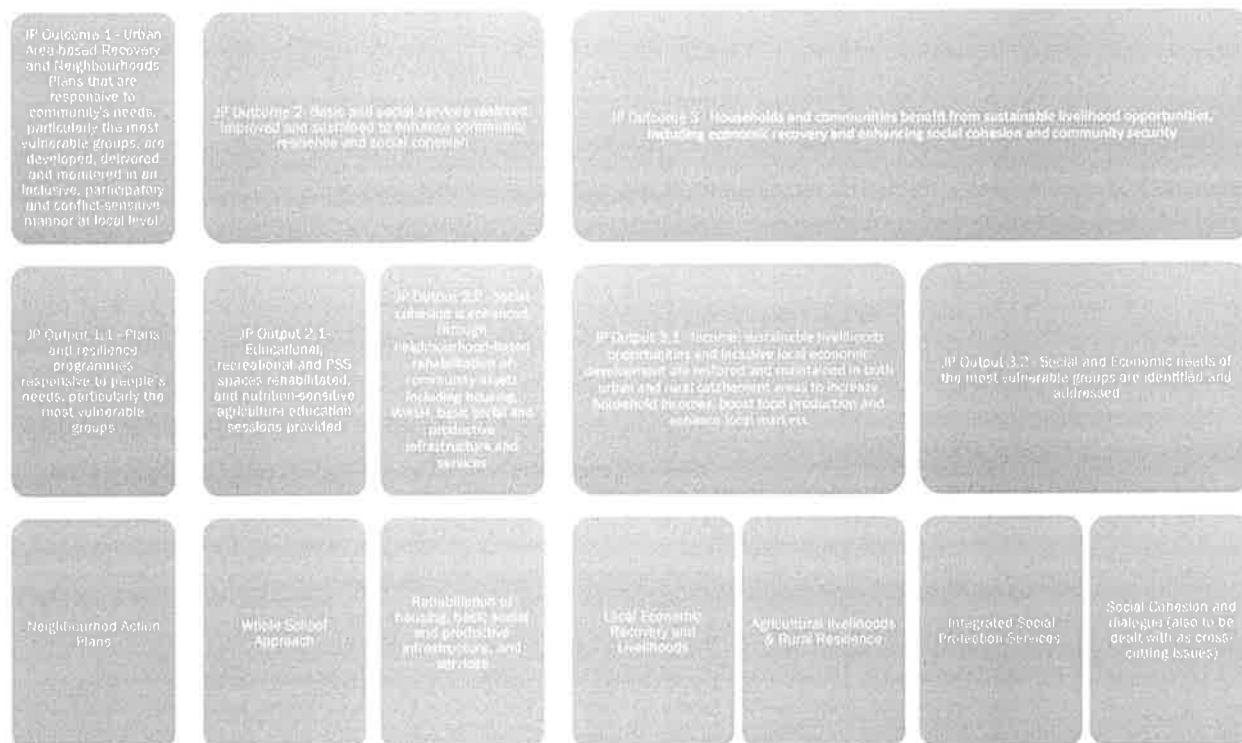


Figure 3 Overview of the Joint Programme on Building Urban and Rural Resilience and Recovery Results Framework

Outcome 1: Urban Area-based Recovery and Neighbourhoods Plans that are responsive to community's needs, particularly the most vulnerable groups, are developed, delivered and monitored in an inclusive, participatory and conflict-sensitive manner at local level.

The crisis has greatly constrained the capacity of Syrian institutions to systematically gather and analyse data in support of evidence-based and participatory decision-making, strategic planning, and monitoring and evaluation of key service areas. As a result of this crisis, local institutions and community based actors have prioritized emergency response over longer term planning; their mechanisms for generating, and monitoring the implementation of evidence-based policies has been weakened.

The Joint Programme will generate local level analysis that will form the critically important basis for an evidence basis and criteria for resilience-focused programming, in an effort to reduce the number of people dependent on humanitarian assistance and establish at local level the conditions for more sustainable post-conflict recovery and reconciliation processes.

JP Output 1.1 Participatory formulation of plans and resilience programmes that are responsive to people's needs, particularly the most vulnerable group.

The Urban Area-based and Neighbourhood planning approach is a flexible urban and regional planning approach that works with residents, civil society organisations, local councils, and external stakeholders, and consults the technical departments of Governorates to identify neighbourhood needs, develop neighbourhood plans, and prioritise activities in a participatory and evidenced based manner. The increased dialogue and improved accountability between communities and their administrators will be considered a result in itself, beyond the production of plans that will guide the implementation of jointly prioritised interventions. Additionally, in an effort to facilitate local planning processes in a sustainable manner, local capacity to generate population statistical data as an evidence base will be complemented.

Outcome 2: Basic and social services restored, improved and sustained to enhance community resilience and social cohesion.

The crisis has devastated Syria's infrastructure, and greatly diminished access to basic services that were previously widely available. Combined with insecurity and impoverishment, the consequent difficulties of growing displacement and migration have been further reducing service delivery capacities and led to increasing inequities. Restoring and sustaining key infrastructure, services and capacities, using local procurement and creating linkages with vocational training components will help to generate livelihoods, stabilize communities and build their resilience, an initial step towards a viable future recovery.

JP Output 2.1 Educational, recreational and PSS spaces rehabilitated, and nutrition-sensitive agriculture education sessions provided.

Activities under this output are aimed at enhancing community resilience and will be determined along social cohesion and peace-building priorities at local level. Whilst education activities are an integral part of the comprehensive multi-sector approach, they will not form part of this joint programme activities funded by the EU. The rehabilitation of educational, recreational and psycho-social support (PSS) spaces should be directly linked to child protection, psycho-social support and recreational activities implemented under the Joint Programme.³⁴ Further to this, the UN will support adolescents and young people in their capacity- and skill-building, social and economic support, participation and inclusiveness. A package of comprehensive services responding to their needs and level of maturity will include the following core components: psycho-social support; enhancing skills and capacities of women and young people for social and economic entrepreneurship; life skills-based education; vocational and technical training (non-formal TVET); economic incentives to encourage regular participation in skills training; access to safe recreation spaces and sport for development. The Y-peer training techniques will also be used to enhance the capacity building of youth using new approaches while at the same time increasing social reconciliation in line with the important role of youth in peace building.

JP Output 2.2 Social cohesion is enhanced through neighbourhood-based rehabilitation of community assets including housing, WASH, basic social and productive infrastructure and services.

³⁴ This support will not be channelled through the Ministry of Education and will not aim to serve the provision of formal education.

Activities under this output are aimed at enhancing community resilience and will be determined along social cohesion and peace-building priorities at local level. Restablishing the functionality of individual and community infrastructure, coupled with the restoration of utility of shared goods (e.g. water service provision) offer great potential to bring individuals and communities, power groups and marginalised groups, to the same point of interest. Re-investing in livelihoods, engaging with youth, and offering alternatives to women, can all contribute to conflict-driven and poverty-stricken pathways of the future. Examples of potential scope of activities are elaborated below.

At the neighbourhood level in those locations of heightened HLP and community safety risk due the widespread damage to residential buildings, activities under this output will ensure that all residential buildings within an at-risk neighbourhood are restored to a minimum level where they no longer pose a risk of collapse. Displaced residents are usually unable to return to unsafe moderately damaged residential buildings – that is those residential buildings that have been damaged to an extent where some common structural elements have been impacted. Therefore, these moderately damaged buildings remain vacant and untended and often degrade until they collapse. At the same time, residents are unable to return to these moderately damaged buildings until they are able to show detailed structural assessments for the whole building. With the interest in protecting Housing, Land and Property rights, and reducing further (often secondary) population displacement, activities should contribute to both protecting HLP rights, but could also invest in areas with a high degree of HLP risk. It should be underlined that no individual housing rehabilitation is foreseen under the Joint Programme. The rehabilitation of homes will improve unsafe homes to minimum levels to enable residents to return without the need for detailed engineering assessments or complicated beneficiary selection processes. The locations of homes to be rehabilitated will be based on priority locations within a neighbourhood and on complementarity with other interventions – such as clearing of roads, lighting, rehabilitation of community shared spaces and recreational public spaces, etc. At the core, the interventions intend to remove some of the barriers faced by the most vulnerable urban Syrians from returning to their original neighbourhoods and homes. **Housing, Land and Property (HLP) rights** related concerns will be taken into account and best practices applied in coordination and complementarity with the work developed by the HLP Technical Working Group (TWG).

With a view to promote the restoration of local livelihoods as a lever for peace-building, the prioritisation of the agricultural sector and its assets offers large potential; many of the sector's key assets have been either lost or damaged by years of violent conflict and hence, the rehabilitation thereof is prioritised. Rehabilitation of irrigation infrastructure is key to improve agricultural productivity and strengthen farmers' resilience to achieve reasonable level of socio-economic stability under the current circumstance. This is also vital for enhancing protection of natural resources and sustaining agricultural cultivation practices in rural areas. In parallel, rehabilitation/introducing efficient irrigation techniques and irrigation management schemes; and use of alternative energy resources on field farms will enhance sustainable use of natural resources.

Specific activities also include support to crisis-affected communities to improve the functionality and utility of basic public goods, including damaged areas, streets and buildings of community concern. Potential activities could include to remove and recycle debris and reuse the recycled outputs as rebuilding material where possible, providing capacity building to local laborers and improving local level debris management (collection, sorting, removal and recycling). In addition, and based on conflict-sensitive analysis, the Joint Programme may rehabilitate basic public space and services, as contribution to a improving public and common goods at community level, such as local solid waste management (collection, sorting, removal and recycling). Much of the community infrastructure stock requires only limited support through maintenance and rehabilitation – no large scale infrastructure investments or any form of reconstruction will be implemented under the Joint Programme, in line with EU policies and parameters. Critically important

systems of shared community infrastructure such as the potable water network, the sewage network, and electricity including renewable energy, and of basic and social services such as schools and health facilities, will be restored and maintenance systems re-established.

These activities will be closely linked to engaging youth, with vocational training and labour intensive schemes that provide economic incentives (e.g. cash for work) to maximize the employment of area youth and residents during the rehabilitation works. This will provide opportunities for social engagement and community ownership, but also valuable work experience in labour-skills and construction, an economic sector where demand is likely to grow exponentially in the future.

Solid waste management activities will maximize the use of community members in the collection, separation, recycling, compost and disposal of waste. These activities will be designed and implemented in partnership with the community and municipality to sustainably extend municipal services to underserved or unserved areas, to areas gravely affected by the conflict, or to areas hosting large numbers of IDPs for example, while defining roles and responsibilities, and accountability measures, between municipalities, contractors, labourers, and residents.

Outcome 3: Households and communities benefit from sustainable livelihood opportunities, including economic recovery and enhancing social cohesion and community security

More than 8 years into the crisis, economic and social conditions of the Syrian people continue to deteriorate. In areas where it is feasible, the UN will support measures to strengthen resilience-building, responding in particular to the social and economic needs of the most vulnerable as well as addressing the negative coping strategies that communities have resorted to during the crisis.

Resilience depends on a variety of complex and inter-dependent factors that no one actor can change, the UN will emphasise partnership in promoting economic recovery, food security, livelihoods, and a sustainable environment to strengthen the impact of its programmes. The UN will work to ensure that **basic social services contribute to reducing vulnerabilities** by being accessible and adapted to the specific needs of those most at risk, including female headed households, people with disabilities, children in need of protection, adolescents young people; that **social care and inclusion** measures are available to all, including the most vulnerable and excluded, and that underlying issues related to inequities are addressed.

A strong support to livelihood opportunities and **social protection schemes** for those who do not have access to income generating activities will aim at increasing the capacity of people and communities to cope with the protracted crisis, sustain local economies and markets, and reduce social tensions related to continuous migrations and relocations, increasing the competition over scarce resources.

JP Output 3.1 Income, sustainable livelihoods opportunities and inclusive local economic development are restored and maintained in both urban and rural catchment areas to increase household incomes, boost food production and enhance local markets.

The ambition is to also utilise sustainable livelihoods to offer concrete opportunities to bring members of the community together, to reach out to youth and engage in meaningful work, to restore income and dignity at household level, to re-bridge local rural-urban linkages as well as mend social and economic fabric, and to prioritise local investments that bring peace dividends and contribute to improved social cohesion.

In urban and rural catchment areas, the UN will support socio-economic recovery planning and capacity-development for rehabilitation of markets, workshops and small shops and support to small businesses, including for women. Vocational training will be provided to create livelihoods and help revive the production

sector (including the construction sector). Job opportunities will also be enhanced to support people's access to basic services such as health, education and WASH, and the restoration of relevant basic community infrastructure. In rural areas, the UN will support livelihood interventions with particular emphasis on food insecure households including income generation through agricultural inputs to promote food production, skills training and social safety nets for vulnerable groups (cash or voucher transfers).

Resilience-based programmes aim at restoring livelihoods for rural communities, including for IDPs and host communities. These programmes will support restoring, rebuilding and protecting locally-owned livelihood assets, infrastructure and facilities; no large-scale rehabilitation or any form of reconstruction efforts are foreseen under the Joint Programme. The programme intends to support vegetable production in greenhouses, sheep breeding, backyard poultry, and family gardens, support to cereal crop production of vulnerable food insecure farmers through agricultural inputs distribution. The Joint Programme will explicitly link the expansion of agricultural production to nearby by urban markets and strengthen these linkages through enhancement of food value chains, tertiary transportation routes, post-harvest handling and food transformation, technical support to small to medium size food producers and food processing. Enhance local food value chains and post-harvest handling will promote greater access to markets and access to labour opportunities for IDPs and other vulnerable population. Moreover, Output 3.1 will support the improvement of household revenues through home income generation activities and assisting small scale farming enterprises to boost their production and access to markets. Conflict-sensitivity vis-à-vis water management issues will be a primary concern under this output.

JP Output 3.2 Social and Economic needs of community and the most vulnerable groups are identified and addressed.

Joint Programme interventions will promote social care programmes for identified vulnerable groups unable to participate in labour intensive schemes, **promoting social inclusion** through enhancing their resilience, and ultimately social cohesion. In particular, regular cash transfers for families of children with disabilities, as well as seed funding for social and business entrepreneurship promoted among youth (15+) involved in vocational and life skills training in Outcome 2, will contribute to the injection in the selected communities of resources addressed at increasing social inclusion and cohesion.³⁵ These cash transfers will allow those children and youth currently out of school to work less and devote more time to their education. Seed funding for youth will support sustainable livelihood opportunities, as well as providing a platform for young people to have their voices heard at community level.

Adopting an integrated approach to social protection, cash transfers are promoted not as a one-off substitute of supply distribution, but as a regular and predictable social transfer aiming to strengthen the ability of the most vulnerable families to respond to economic shocks, social vulnerabilities and the loss of their livelihoods. The cash transfer programme is complemented with professional case management services, while capacity development interventions promoting case management and referral mechanisms targets public service providers and professionals of NGOs.

³⁵ Social protection interventions will be implemented in line with the principles of the Social Protection Floor initiative, the platform endorsed by all UN agencies to invest in social justice and economic development. Social protection schemes, including various cash transfers schemes provided along the life cycle, are promoted as important tools to reduce poverty and inequality, while contributing to economic growth by raising labour productivity and enhancing social stability. See <http://www.social-protection.org/gimi/gess/ShowTheme.action?id=2485>

The introduction of regular cash transfers addressed to families with vulnerable children, in close dialogue with public service providers, will be an opportunity to promote a model of integrated social services in the country.

Evidence shows that people with disabilities are among the most vulnerable categories in Syria. In a country where poverty is wide spread, families with children with complex and incapacitating disabilities have less opportunities to provide for their livelihoods – mainly as a result of the full-time care requirements and disruption of social care services. Therefore, children with complex disabilities are among the priority groups for the cash transfer programme.

The organisation of training sessions for social service providers and NGOs professionals on vulnerability assessment, case management and referrals; the provision of specific support to identified vulnerable families, with the direct engagement of trainees; the final assessment of the impact of service provisions on the reduction of vulnerabilities – with the direct involvement of beneficiaries.

Community safe spaces will be established within schools and rural development centres supported by the Joint Programme to promote GBV prevention, community-based delivery of health services, social cohesion and participatory planning. Expansion of the Y-Peer network will provide a pathway to further promote civic engagement, life-skills development and productivity among youth, while additionally, the network will serve as a platform to harness the potential of youth to serve as positive actors of change with regard to community reconciliation and peace building.

The Joint Programme will contribute to increase the resilience and social inclusion of young people in Syria, allowing them to play an active and positive role in the society. This will be achieved through building their skills and capacities, enabling their participation in communities and boosting their employability prospects. Throughout the project design and implementation, a specific attention will be given to **promotion of gender equity**. This important aspect will be carefully addressed both in designing and implementing specific tailored activities for girls (including working with caregivers to convince them to allow their daughters' participation) as well in monitoring of targets reached through disaggregated data.

The Joint Programme will also implement **targeted activities for the promotion of social cohesion and community security**. It will promote positive attitudes and behaviors among communities of different backgrounds. It will **strengthen their collective ability to manage grievances, ease tensions and resolve disputes peacefully at local level**. The Joint Programme will seek to address holistically local factors of conflict. That will aim at creating an enabling environment for more comprehensive efforts towards **sustainable peace and human security in the long term**. The approach will be participatory. Conflict analysis will inform programme design, implementation, monitoring and evaluation, so it will be evidenced-based, needs driven and conflict sensitive. **The Joint Programme will combine multi-sectoral activities, to target specifically economic, social and governance related factors of conflict**. The following examples illustrate possible activities that may be carried out depending on needs identified in the conflict analysis: encourage economic activities across communities from different backgrounds or formerly located in different zones of control; provide alternative opportunities for income generation and better livelihoods, targeting youth at risk of becoming involved in violence, and providing reintegration opportunities for former carriers of weapons; improve the physical and environmental conditions that generate crime, fear of crime and feelings of marginalization (e.g. rehabilitation of public spaces for social interactions across divides; or street lighting to prevent kidnappings and subsequent escalation of inter-group tensions; or hospitals and schools to relieve tensions between residents and IDPs around access to food, health and education); or improve transparency and participation in local decision-making (e.g. where mismanagement and discrimination in provision of basic services create a conflict risk).

Identification of Activities and Selection Criteria

Potential Joint Programme activities in each location will be discussed during the inception phase and defined at the start of the programme (Phase 1).using a Urban Area-based Recovery and Neighbourhood Action Planning approach. The specific activities in each location must be responsive to the current situation of that location, and show an added value in terms of confidence- and peace-building, in order to achieve sufficient concentration of impact to contribute to positive and sustainable change and resilience. The activities will be adapted depending on the outcome of inception phase and the actions plans.

The below list of activities is indicative and under no circumstances exclusionary. As highlighted above, the final selection of activities in each location will meet the following criteria:


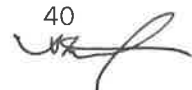
- Have an added value in terms of confidence-building, for bridging social, political and economic divides.
- Concentrate investment into strategic areas in order to maximise impact and show positive models of local recovery that can underpin any post-agreement process.
- Demonstrate a multi-sector / multi-agency approach.
- Directly respond to the locally identified needs.
- Preserve or re-establish the conditions for ensuring rights' protection and safeguards, as well as inclusive and participatory local processes.
- Build upon existing community coping strategies and/or provide remedy for negative coping strategies.
- Maximise synergies or complement other interventions in the Joint Programme.
- Do not contribute to fuelling war economies or socio-economic inequalities, or crystallizing situations that will need redress in a post-agreement phase.

The Joint Steering Committee (JSC) will convene at the end of the inception phase to agree on priority locations, and then again to approve interventions and the related financial allocations. Once the joint action plans in each location are approved by the JSC and no-objection expressed by the Contracting Authority on contractors/vendors, the participating UN agencies will start the implementation of the Joint Programme, following the action plan for each neighbourhood. A local technical committee will be established to coordinate the activities at the local level. The participating UN agencies will monitor the progress on the achievements and report to the donors through the JSC, as established in the Monitoring, Evaluation and Reporting section. Regular and joint monitoring visits of donors and participating UN agencies will be organized.

Table 2 Potential Joint Programme Activities

Expected Outputs		UN Organization	Indicative list of activities:
Plans and resilience programmes responsive to people's needs, particularly the most vulnerable groups		WFP UNDP FAO UN-HABITAT	Training and capacity building for community stakeholders on participatory evidence based planning, prioritization of activities, and the monitoring of neighbourhood commitments.
		WFP UNDP	Support and strengthen value chain of the main products.

Expected Outputs		UN Organization	Indicative list of activities:
		FAO	
		WFP UNDP FAO UN-HABITAT	Urban & rural spatial analysis including value chain, local economic development, food security, local conflict analysis and stakeholders, early warning analyses, multi-stakeholders' dialogue, education access, health access, vulnerability, youth, and damage and needs analysis.
		UNFPA FAO UN-HABITAT	Training to strengthen local stakeholder capacity on generation of quality data in a context of recovery and resilience.
		UNFPA	Undertaking at least 1 comprehensive population survey in each of the intervention areas.
		ALL UN ORGANIZATIONS	Neighbourhood planning and engagement activities including focus group discussions, thematic and geographic meetings, etc.
		WFP FAO	Expansion of the food security surveillance system to include intervention areas and inform area based analysis, plans and introduce new tools such as IPC.
		ALL UN ORGANIZATIONS	Urban Area-based recovery plans and neighbourhood action plans (target neighbourhoods) are developed, in consultation with local communities and stakeholders, in each municipality and neighbourhood, as well as tools of municipal risks and resources mapping.
		ALL UN ORGANIZATIONS	Incorporate neighbourhood action plans into each Agency Annual Work Plans.
	Educational, recreational and PSS spaces rehabilitated, and nutrition-sensitive agriculture education sessions provided	UNDP	Rehabilitation of educational, recreational and PSS spaces
		UNICEF	Non-formal education, rehabilitation of schools
		WFP FAO	Provide nutrition sensitive agriculture education sessions. Establish school gardens and introduce practical training for students (on





	Expected Outputs	UN Organization	Indicative list of activities:
			farming and sensitize young people with eco-friendly options such as low cost water supply for productivity)
		WFP	Conditional cash-based transfers for out-of-school children
	Housing and essential community infrastructure rehabilitated in priority urban and rural areas.	UNDP	Debris management (from rubble removal to crushing, recycling and reuse)
		UNDP UN-HABITAT	Healthier Neighbourhoods – restoring community-level solid waste management (collection with sorting, cleaning, providing equipment and containers) and awareness training for residents on disposal and management of household waste. Clear accumulated solid waste and establish a durable system for the reduction and management of solid waste in neighbourhoods with returning IDPs.
		UN-HABITAT	Using an area-based approach that is directly informed by HLP concerns and the work carried out by the HLP TWG to restore common elements of moderately damaged residential buildings to ensure they do not pose a danger of collapse.
		WFP UNDP UN-HABITAT	Rehabilitation of shared services and public goods – rehabilitate critical infrastructure servicing the community (e.g.: water, sewage, waste), economic and commercial infrastructure and public spaces. To restore basic functionality of infrastructure in damaged neighbourhoods to enable IDPs to return (liveable neighbourhoods).
		WFP UNDP FAO	Efficient rehabilitation and improvement of damaged ground and surface water irrigation infrastructure in rural areas including rainwater harvesting constructions and irrigation networks, irrigation management and monitoring centers and on farm irrigation systems.

	Expected Outputs	UN Organization	Indicative list of activities:
		WFP UNDP	Rehabilitation of rain water harvesting constructions, and other water management, climate smart conflict sensitivity, supporting and implementing means of efficient use of the already collected and stored water.
		WFP UNDP UN-HABITAT	Safer Access – Restore to access within and between damaged neighbourhoods – light debris clearing, rehabilitation of footpaths, solar lighting, etc. Restore and upgrade access to people and services to reconnect damaged neighbourhoods with the city.
		FAO UN-HABITAT	Open Spaces – restore and upgrade community utilised central and open shared social spaces such as parks, gardens and urban agriculture. Create meeting points for IDPs and host community to reconnect in outdoor public social settings.
		UNDP	Rehabilitation of local market areas
	Income, sustainable livelihoods opportunities and inclusive local economic development are restored and maintained in urban and rural areas to increase households incomes, boost food production and enhance local markets	WFP UNDP FAO	Support of agriculture production for resilience building through provision of needed inputs, training and capacity building
		UNDP FAO WFP	Improve sustainable management of natural resources through efficient water and soil management practices and techniques
		FAO	Improve irrigation management especially on farm level and Introduce efficient low cost field irrigation techniques for small holders and collaborative irrigation projects
		FAO	Introduce efficient irrigation systems to increase water productivity
		FAO UNDP	Use alternative energy resources such as bio gas and solar energy for agricultural needs of small holders
		FAO	Improve water resource monitoring systems to enhance watershed management approach

	Expected Outputs	UN Organization	Indicative list of activities:
		WFP FAO	Replacement of seriously damaged parts of the open channels (danger to community) and/or installing modern irrigation systems where applicable and technical capacity building
		UNDP FAO	Promote increase of agricultural production
		WFP FAO	Promote diversity diet and improve the nutritional status especially for women and children
		WFP UNDP	Biogas and water management
		WFP UNDP FAO	Increase revenue and access to alternative income sources by promoting income generating activities (including food processing)
		WFP UNDP	Vocational Training for skilled labourers to support construction and infrastructure rehabilitation
	Social and Economic needs of the most vulnerable groups are identified and addressed	UNFPA	Rehabilitate and equip community safe spaces for the provision of basic health, GBV management and counselling services
		UNICEF	Unconditional cash transfers for children with disabilities
		UNFPA UNDP	Provide basic health, GBV management and counselling services in community safe spaces via a PHC liaison nurse, incl. referrals for more specialized care
		UNFPA UNDP	Provide psychosocial counselling in community safe spaces
		UNDP	Support to PWDs including conditional cash based interventions for enhancing social protection of PWDs: physical and psycho-social support, and livelihoods support to PWDs.

Expected Outputs	UN Organization	Indicative list of activities:
	UNDP FAO	Labour intensive schemes for livelihoods and community asset rehabilitation (cash for work) including for social workers
	FAO	Provide veterinary treatments, distributing production assets, and provision of training.
	UNFPA UNDP	Capacity building of implementing partners including school counsellors on youth healthy life style and PSS
	UNFPA	GBV prevention capacity building for UN staff at the Governorate level
	UNFPA	Organize life-skills training in community safe spaces
	UNFPA	Organize social mobilization campaign in community safe space
	UNFPA WFP UNDP FAO	Support women economic empowerment (focus on Female Headed Households)
	UNFPA	Provide recreational and network opportunities in community safe spaces
	UNFPA	Training Y-Peer on community level planning and reconciliation/peace building
	WFP	Provision of economic incentives to encourage regular participation in skills and vocation training (conditional cash-based transfers)
	UNFPA	Provide technical and financial support to Y-Peer for development and implementation of projects on community level planning and reconciliation/peace building
	UNFPA UNICEF	Support skills building for adolescents and youth, including life skills and community-based vocational training.
	UNFPA	Provide technical and financial support to young people including Y-Peer for the development



	Expected Outputs	UN Organization	Indicative list of activities:
			and implementation of small-scale business initiatives that benefit the local community
		UNFPA	Y-Peer training on Youth Health (incl. GBV) and peer-to-peer education
		UNFPA	Support Y-Peer implementation of peer-to-peer campaigns on youth health, civil engagement, peace building and reconciliation
		UNDP	<p>Support communal activities as an entry point to fostering interaction across divides, bridgebuilding and dialogue;</p> <p>Build the capacities needed to carry out social cohesion work, including training on context analysis, social cohesion response planning, mediation, and soft skills</p> <p>Conduct new, and update existing community-based assessments to identify and prioritize community security problems and needs</p> <p>Support local initiatives to enhance community security with the purpose of fostering community trust, reducing tension, violence and building peace at the local level</p> <p>Support innovative approaches towards reducing violence targeting girls and women, including utilizing skills of youth, the use of theatre performance, local and social media, and artistic activities</p>
		UNDP	Inclusive market recovery for the poor, adapting conflict sensitive value chain development and inclusive financial access for the poor
		UNDP	Social innovation through incubation/acceleration of social enterprises targeting youth
		UNDP	Demand driven vocational and skills training and employment services for sustainable employment creation

6. Management and Coordination Arrangements

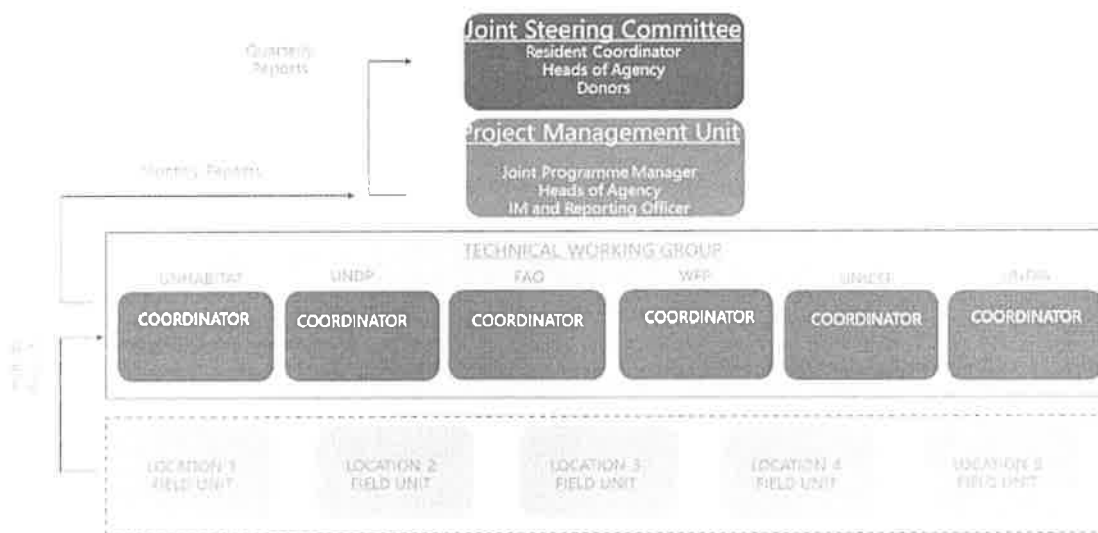
i) Role of Participating UN Organisations (PUNOs):

The Joint Programme management arrangements follow the 'Guidance Note on Joint Programmes' endorsed by the United Nations Development Group (UNDG) in 2014. The Joint Programme initially foresees the participation of six UN organisations: FAO, UNDP, UNHABITAT, UNICEF, UNFPA, and WFP. Cooperation with other UN Agencies, Funds and Programmes may be established, subject to endorsement by the Joint Programme Steering Committee.

Each UN organisation participating in the Joint Programme subscribes to a common Area Based Planning Approach, Programme Results and Resource Framework, Monitoring and Evaluation Framework, Annual Work Plan, Budget, Co-ordination structure and Resource Mobilization Strategy.

The contribution of each participating UN organisation towards the Joint Programme will be featured in both the Results and Resources Framework and Annual Work Plans, and these will be used to transfer funds, by the Administrative Agent (UNDP Multi-Partners Trust Fund Office). Each organization will have accountability for the resources received and the programmatic areas agreed upon. Each will, therefore, be responsible for its own portfolio of projects contributing to the implementation of the programme, budget and work plan, partnership arrangements and corresponding legal documents or contracts, and minor budget revisions as per its own rules, regulations and directives. In pursuing the Joint Programme, the same organizations agree to share information and analysis, derived for example from technical reports and assessments, minutes of meetings, lessons learned and other documents of strategic importance.

MANAGEMENT & COORDINATION



ii) Joint Steering Committee (JSC)

At the national level, the Joint Programme will set up a Joint Steering Committee (JSC), which will be co-chaired by the UN Resident Coordinator (UNRC) and the largest donor to the JP, managing the overall steer of the programme upstream and downstream. The JSC will also include representatives of the other donors

involved in the JP and from the Participating UN Organisations (PUNs). The Administrative Agent will be an ex-officio member of the Joint Steering Committee.

The JSC will convene regularly, at least quarterly, and will be a dynamic body that guides strategic decisions of the JSC including locations, interventions and resource allocation. The JSC will regularly discuss implementation progress; review challenges and provide recommendations for the JP. The Committee will also endorse the Area Action Work Plans for each location selected by the Joint Programme. The JSC will also support the resource mobilisation and outreach for the JP, and will endorse decisions to include additional donors and implementing partners.

The JSC terms of references including its role, structure, composition, responsibilities, decisions and decision-making process and its Secretariat support are annexed to this document (Annex 3).

(ii) Program Management Unit (PMU)

The PMU will be composed of one Joint programme manager; and two staff members supporting on monitoring and evaluation and on donor reporting, communications and advocacy (National Officers). The Joint Programme Manager (JPM) will be appointed through the office of the UN Resident and Humanitarian Coordinator and under his supervision will act as the coordinating secretary for the JSC. The PMU will act as Technical Secretariat for the JP. The Programme Manager will coordinate the activities of the PMU as well as being the interface between donors and PUNOs in areas of coordination, monitoring and reporting. Detailed TORs of the PMU are attached to this project document (Annex 4). The JPM represents the Joint Programme and is accountable to the PUNOs and ultimately to the JSC (and therefore the donor/s) through the UN RC/HC.

The JPM together with the PUNOs will develop a joint M&E framework during the Programme's Inception phase, inclusive of indicators, baselines and targets, which would serve as the basis for monitoring and evaluation of the Programme. The PUNOs will also adhere to those M&E requirements specific to their Organizations.

iv) Technical Working Group (TWG)

The Technical Working Group (TWG) will include representatives from the PUNOs at the technical level. The TWG will meet on a regular (at least monthly) basis to determine more specific priorities and to elaborate on Programme components. The Joint Programme Manager (JPM) will participate in the TWG. This TWG will directly link with the PMU in providing the necessary field-based information, inter alia priority needs, activities to be selected, sequencing of interventions, identify complementarities, etc. Reports of TWG meetings will be shared with interested JP donors.

At the local level, PUNOs will work in teams under the leadership of a designated agency. They will provide cross-sectoral technical support to each other as required for the implementation of the Programme.

NB: During the Inception / Joint Planning Phase, the TWG will be chaired by UN-Habitat after which the chairing function will be rotating among the PUNOs. UN-Habitat will be providing the necessary technical support on the basis of the regional, city and neighbourhood information, analysis and planning activities and methodologies developed under complementary EU funding.

It will be mainly the responsibility of the TWG to ensure effective linkages, synergies and complementarities between the different components of the intervention on the basis of the area-based approach proposed.

v) Technical Advisor:

UN Habitat will provide technical support to the TWG and advisory support to the PMU focusing on the following:

- At the beginning of the Inception / Joint Planning Phase, consolidating and adjusting of the methodology to approach the different locations on the basis of the tools developed by the participating agencies;
- Guiding the preparation of urban analysis and urban area-based recovery and neighbourhood action plans;
- Consolidating neighbourhood action plans into draft annual work plans for approval by the Technical Working Group;
- Support the Technical Working to monitor and consolidate reporting on Joint Programme deliverables at the neighbourhood, city, regional, and Damascus level;
- Provides technical advice to the PMU on urban area based planning and recovery and neighbourhood action planning process;

NB: The different layers of overall management and coordination are outlined, noting that Terms of Reference will be endorsed by the Steering Committee.

vi) Measures to Avoid the Duplication of Funding

Overall, activities within the proposed Joint Programme are all consistent with implementing Agency country strategies and programming frameworks. As such, they will be internally coordinated and planned in such a way as to avoid duplication of activities and to maximise any synergies and complementarities.

To ensure a strong process to avoid duplication of activities, in addition to the systematic management and programming controls put in place by the UN to avoid duplication across all their programming, the Joint Programme will put in place additional control measures. These are, firstly, to the maximum extent possible, activities funded by other EU Programmes or donors will be separated by geographic location, sequencing, and intervention sector. The neighbourhood planning process will identify other interventions within a neighbourhood and/or area. Secondly, in cases where similar activities from other projects will be implemented in the same area during the same time period, the neighbourhood planning approach will be able to identify these potential areas of duplication to maximise possible synergies and avoid any duplication.

(For example, as part of a separate ongoing EU funded Action on agricultural resilience, FAO will target areas and beneficiaries selected through a participatory appraisal by the communities, partners and stakeholders. As the Joint Programme is based on concentration of assistance that strengthens synergies and urban-rural linkages, in a coordinated manner, to target specific areas and neighbourhoods – the areas of the current Action will be different than the ones proposed in the Joint Programme).

7. Fund Management Arrangements

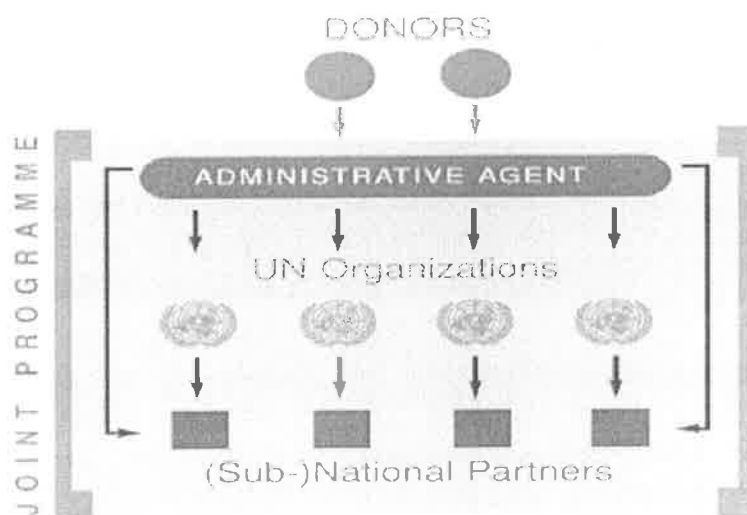
The JP financial mechanism will be a pooled mechanism. This is a pass-through funding modality, with programmatic and financial accountability resting with the participating UN entities, who manage their respective components as coordinated and directed by the Steering Committee. The Committee sets the overall direction, makes resource allocation decisions and carries out independent reviews. The Programme Management Unit is responsible for operational and programmatic coordination, including the coherency of activities implemented on the ground and coordination of narrative reporting.

Participating UN entities have agreed that the Multi-Partner Trust Fund Office (MPTF Office) housed at the United Nations Development Programme (UNDP) in New York will serve as Fund Administrative Agent (AA). The role includes receiving contributions from donors and channelling them to participating UN organizations based on the Steering Committee decisions. The AA is responsible for concluding Standard Administrative Arrangements (SAAs) with donors and Memorandum of Understanding (MoU) with Participating UN Organisations.

The PUNs and the PMU Unit will be supported by the UN Resident Coordinator in his strategic leadership of the UN Country Team, relationships with national authorities and in his capacity as Designated Official. The UN Resident Coordinator (with the support of the PMU) will provide overall strategic guidance and oversight for the programme, and ensure that PUNs meet their obligations. The Resident Coordinator (with the support of the PMU) is entrusted with supporting the overall programme implementation based on the initial design, donor strategies, programmatic oversight, consolidation of programme reports and a permanent analysis of lessons learned.

Involvement of the donors and other key stakeholders in deliberations concerning the Fund-related activities in the country is crucial. The Joint Programme also looks to the Resident Coordinator to reach out to NGOs, CSOs, and non-resident UN agencies, where appropriate.

Graphic illustration of fund management for a Joint Programme with Pass-Through Funding



Administrative Agent: the Joint Programme PUNOs have selected UNDP as Administrative Agent for the Joint Programme based on existing capacity and demonstrated expertise. The Administrative Agent is

accountable for effective and impartial fiduciary management and financial reporting. During the start-up phase of the Joint Programme, the AA will negotiate and sign a Standard Administrative Arrangement with the donor(s)³⁶ as well as a Memorandum of Understanding with the PUNOs. Each PUNO participating in the Joint Programme will programme and manage activities and funds in line with its established regulations and rules.

Detailed responsibilities and deliverables of the AA are outlined below:

- Receiving contributions from donors that wish to provide financial support to the Joint Programme.
- Administering such funds received in accordance with the Memorandum of understanding and the Standard Administrative Arrangement, including the provisions relating to closing the Joint Programme Account and related matters.
- Disbursing such funds to each of the PUNOs in accordance with instructions from the JP JSC, taking into account the budget set in the Joint Programme Document/Annual Work Plan and amendments approved in writing by the PUNOs.
- Consolidating financial reports provided to the AA by each PUNO and providing these together with the consolidated narrative report prepared by the PMU to each donor that has contributed to the Joint Programme Account and to the JP JSC.
- Final reporting, including notification that the Joint Programme has been operationally completed, in accordance with the Memorandum of Understanding and the Standard Administrative Arrangement.
- Disbursing funds to particular PUNOs for any additional costs of the task that the JP JSC may decide to allocate in accordance with the Joint Programme Document.
- Any other functions as outlined in the Memorandum of Understanding and the Standard Administrative Arrangement.

Accounting, indirect costs and fees: In order to demonstrate transparency in accounting, the AA will comply with standard UN regulations and create a separate ledger account for the Joint Programme. All funds received will be deposited to the Joint Programme Account and recorded by the AA. Funds channelled to PUNOs will not be recorded as income. UNDP, as both AA and a PUNO will, therefore, have two ledger accounts for the Joint Programme: (i) one for administering the Joint Programme Account; and (ii) for the receipt and administration of funds disbursed from the Joint Programme Account to UNDP for its portfolio of substantive activities within the Joint Programme.

Each PUNO shall assume full programmatic and financial accountability for the funds disbursed to it by the AA. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the AA. The PUNOs participate in the design, ongoing programmatic implementation and oversight of the Programme through the working groups and PMU. They shall be entitled to deduct indirect costs on contributions received according to their own regulations and rules, taking into account the size and complexity of the particular programme.

The AA fee will be included as direct cost in the budget. Indirect costs of the PUNO recovered through programme support costs will be 7%. In accordance with relevant UN General Assembly resolutions (2012 Quadrennial Comprehensive Policy Review Principle of Full Cost Recovery), all other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs. The Administrative Agent will issue a financial report and final certified financial statement to donors and PUNOs on its activities.

³⁶ In the case of the EU-funded JP, this will be a proper Delegation Agreement as per the negotiated PAGODA II (Pillar-assessed Grant or Delegation Agreement).

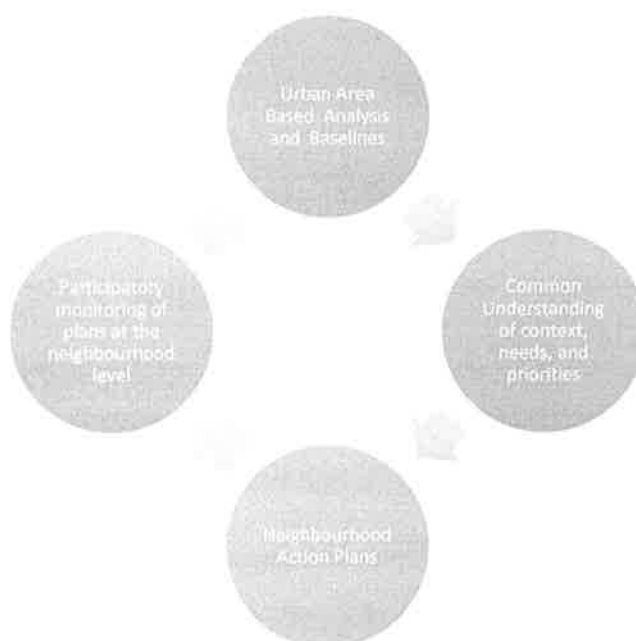
Agency and Project level funds: Agency project-level management, operations (procurement, finance, human resources) and expenditures shall be governed by the rules, regulations and directives of the respective PUNO. Each will have responsibility for approving its own project-related documents, including budget revisions within tolerance levels. The Joint Programme Manager will set the tolerance levels and subject to review will endorse any excessive deviations and substantive budget and project revisions for approval by the Technical Working Group before submitting to the Joint Steering Committee.

To the extent possible, all funding for the Joint Programme will be channelled through the AA, with the exception of: (i) core resources of all the PUNOs agencies and organizations; and (ii) other resources mobilized by participating agencies through existing partnership agreements with donors prior to the date of signature of the Joint Programme document.

Ensuring specific conditions for EU support are met: Considering the sensitive context in which the UN is operating in Syria and the specific requirements of the EU as key donor, the following mechanism will be put in place: at the end of each procurement/selection process, the UN entity in charge of the process will share the shortlist of potential recipients with a dedicated EC point of contact. The EC point of contact will have the possibility to review the shortlisted entities and to alert the UN entity, within a defined period of time of 7 working days, if one of the shortlisted entities is ineligible. In this case, the corresponding amount will not be charged against the Action.

8. Monitoring, Evaluation and Reporting

The neighbourhood action plans allow for the participatory area based monitoring of activities by all stakeholders while the urban area-based plans provides a baseline that can be used to evaluate the overall impact of activities.



The neighbourhood planning approach allows for the participatory area based monitoring of activities by all stakeholders at the neighbourhood and municipal levels as well as consolidated across the Joint Programme. The neighbourhood planning approach also provides a baseline that is developed alongside targeted neighbourhoods that can be used to evaluate the overall impact of activities (see above for explanation). In addition, UNFPA will conduct regular vulnerability monitoring of Joint Programme activities to maximise the involvement and benefit to vulnerable and marginalised groups.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing UN agencies' responsibilities, aimed at providing time-sensitive / real-time data and information. To this aim, UN agencies shall establish a permanent internal, technical and financial monitoring system for the action that will feed into the quarterly progress reports for the JSC, and elaborate annual progress reports and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) or the list of result indicators. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

Outcome monitoring will rely on the baselines developed during the neighbourhood planning approach and will track progress of the JP activities and outputs towards meeting JP outcomes. A potential outcome monitoring tool could be modified community scorecards that allow communities to provide their perception and inputs on the JP activities and outcomes. The specific targets and tools for the outcome monitoring will be developed during the inception phase and will report against the following JP outcomes:

- 1: Local communities and Civil Society Organisations have mechanisms to develop, implement and monitor in an inclusive and participatory manner evidence-based plans and resilience programmes.
- 2: Basic and social services restored, improved and sustained to enhance community resilience and social cohesion.
- 3: Households and communities benefit from sustainable livelihood opportunities, including economic recovery and social inclusion

Table 2: Joint Programme Monitoring Framework (JPMF)

Expected Outputs	Strategic Indicators	Responsibilities
1.1 Plans and resilience programmes formulated in a participatory manner and responsive to people's needs, particularly the most vulnerable group.	<ul style="list-style-type: none"> - Urban Area-based and Neighbourhood Action Plans are developed, delivered, and evaluated in all Joint Programme locations. - Urban MIS that is linked to national IMS is used to develop urban area-based plans in all Joint Programme locations. - Number of inclusive consultations with stakeholders undertaken to generate data for evidence based planning. 	UNICEF UNDP UN Habitat FAO WFP UNFPA
2.1 Educational, recreational and PSS spaces rehabilitated, and nutrition-	- Number of spaces rehabilitated	UNDP UNICEF

Expected Outputs	Strategic Indicators	Responsibilities
sensitive agriculture education sessions provided	- Number of nutrition sensitive agriculture education sessions	FAO WFP
2.2 Housing, markets, and essential public service infrastructures are rehabilitated in priority urban and rural areas	<ul style="list-style-type: none"> - Number of households benefiting from rehabilitated houses (disaggregated by neighbourhood). - Number of people benefiting from safer neighbourhoods (disaggregated by neighbourhood). - Number of people benefitting from rehabilitated essential infrastructure (disaggregated by neighbourhood). - Number of essential infrastructure rehabilitated (disaggregated by type of infrastructure and neighbourhood). 	UN Habitat FAO UNDP WFP
3.1 Income, sustainable livelihoods opportunities and inclusive local economic development are restored and maintained in both urban and rural catchment areas to increase household incomes, boost food production and enhance local markets	<ul style="list-style-type: none"> - Number of persons living with disabilities benefiting from livelihoods opportunities and impact on their lives from such opportunities (disaggregated by age and gender). - Number of people sensitized on youth health & life skills, and impact thereof. 	WFP FAO UNDP UNICEF UNFPA
3.2 Social and Economic needs of the most vulnerable groups are identified and addressed	<ul style="list-style-type: none"> - Number of beneficiaries from livelihoods opportunities (disaggregated by age and sex). - Number of children with disabilities reached with cash transfer assistance - % of population in target neighbourhoods benefitting from social inclusion services through community spaces / centres. - Number of beneficiaries (disaggregated by age & sex) accessing services offered in community safe spaces (disaggregated by service). - Number of local reconciliation initiatives undertaken. - Number of local area analyses developed and updated - Number of social cohesion and community security initiatives undertaken - Number of people receiving capacity development on context analysis, social cohesion response planning, mediation and soft skills 	UNICEF UNDP FAO UNFPA WFP UN-HABITAT

* Baselines, and targets will be established as part of the neighbourhood planning process in each location. These will be consolidated into annual work plans.

* Additional, more specific, indicators will be used by each agency as required.

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Risks	Risk level (H/M/L)	Mitigating measures
<p>Deterioration of the security situation precluding resilience efforts and access to areas of implementation</p> <p>Increased control of urban space and resources by parties to the conflict / Parties to the conflict act as spoilers to the Joint Programme</p> <p>Large displacements and/or population movements in the vicinity of the area of implementation</p>	<p>High</p> <p>High</p> <p>High</p>	<p>Regular monitoring of conflict dynamics in localities of interventions. Conflict sensitive approaches mainstreamed. Engagement with key neighbourhood and local security actors.</p> <p>Demonstrating success and identifying shared incentives for supporting early recovery and stabilisation efforts.</p> <p>Implementing Agencies have experience implementing actions in the same or similar security and conflict affected contexts.</p> <p>The neighbourhood planning approach includes detailed conflict, stakeholder, and local governance analysis to identify interests, incentives, and potential shared benefits.</p> <p>Flexibility to adjust interventions to respond to changing security situation.</p>
Deterioration of relations between IDPs and host communities in areas of implementation	Medium/Low	<p>The neighbourhood planning approach results in assistance that is balanced and not directed only to one specific group. Identification of beneficiaries is done in partnership with local communities including IDPs and host communities.</p> <p>Selected implementing partners that are accepted by local communities and have the necessary capacities to apply a conflict sensitive approach.</p> <p>Flexibility to adjust interventions to respond to changing security situation.</p>
Communities and local governance structures lack interest and capacity in recovery and stabilisation efforts	Low	<p>Strong emphasis on neighbourhood level understanding and data that is linked to a participatory planning process that demonstrates shared incentives and benefits.</p> <p>Capacity analysis of local governance and communities during the inception phase to identify any gaps.</p> <p>During the Inception / Planning Phase, considerable emphasis will be placed on sensitizing local stakeholders, setting-up /</p>

Risks	Risk level (H/M/L)	Mitigating measures
		<p>strengthening neighbourhood planning and consultation bodies, and strengthening relationships. Implementing agencies can rely on existing local and sector partnerships to increase local buy-in.</p> <p>Involvement of local authorities in neighbourhood consultative bodies during project selection, implementation, and monitoring.</p>
<p>Increase in restrictions on the activities or operations of implementing Agencies and/or implementing partners by parties to the conflict.</p> <p>Attempts at interfering on the definition of the locations, activities to be implemented and/or communities to be benefited by the interventions create a reputational risk for PUNs and JP donors.</p>	High	<p>Continuous advocacy and negotiations with parties to the conflict for partners to have access to targeted areas.</p> <p>The PUNs will undertake periodic assessments of the operational contexts in order to respond to changes. The Joint Programme will also maintain some fluidity to its planning and budgeting processes to allow for mid-stream modifications in close consultation with donors.</p> <p>Where necessary, the steering committee mechanism will be responsible resolving operational restrictions, and the UN RC will be requested to advocate accordingly on behalf of the JP.</p> <p>Establish agreements with implementing partners that clearly identify activities, target groups, and areas of intervention.</p>
Uncoordinated localized interventions and increased economic and rehabilitation activities deplete scarce natural resources and harm the environment	Low	<p>Adhere to appropriate technical guidelines and environmental safeguards.</p> <p>Conduct appropriate environmental/technical assessments during planning and prior to the implementation. Crosscheck with macro level information and data.</p>
Natural disasters (summer droughts, harsh winters)	Low	<p>Climate change monitoring and preparedness where necessary.</p> <p>Close technical support and monitoring on diversification of location and types of activities.</p> <p>Monitoring through FAO Geo-referenced system and projections (GIEWS) as well as FAO supported early warning systems</p>

Risks	Risk level (H/M/L)	Mitigating measures
Remote management and oversight of implementation of activities	Low	Established internal monitoring and management structures. Partnership with local actors and triangulation. Implementing Agencies have robust compliance and monitoring systems. PUNs will deploy additional management and finance staff to strengthen risk management systems.
Poor coordination among PUNs leads to fragmented interventions at local level that decrease the added value of the JP	Medium	The Joint Programme Urban Area-based Recovery and Neighbourhood Action Planning approach will jointly identify intervention priorities as well as identifying and sequencing complementary interventions. These interventions will be reflected in the annual work plans which will be implemented by each PUN at the field level.
Tools and methodologies developed do not sufficiently allow incorporating in the programming protection concerns and conflict-sensitivity approaches, thus creating a pull factor for returns whose risks cannot be contained by PUNs	High	A detailed conflict and stakeholder analysis and conflict sensitivity assessment – which includes an HLP risk assessment - will be conducted for each proposed location during the Inception Phase and will inform the implementation of the Urban Area-based Recovery and Neighbourhood Action Planning phase to ensure that ‘do no harm’ and conflict sensitivity principles are integrated into the JP interventions.
Assumptions		
Target areas are selected on the basis of security, access, and a reasonably stable local context. Security considerations allow for the movement of staff and mitigation measures are in place to protect them. Equipment and supplies are available in the local or international markets. Local institutions and community will accept project interventions and contribute actively to their design, thus sheltering the JP from external interferences.		

9. Legal Context or Basis of Relationship

Table 3: Basis of Relationship (illustrative examples)

Participating organization	UN	Agreement
UNDP		This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of Syrian Arab Republic and the United Nations Development Programme, signed by the parties on 12 March 1981.
UNICEF		United Nations Children's Fund (UNICEF) a Basic Cooperation Agreement (BCA) concluded between the Government and UNICEF on 18 September 1997.
FAO		With the Food and Agriculture Organization of the United Nations the Agreement for the opening of the FAO Representation in the Syrian Arab Republic on 27 October 1945.
WFP		With the World Food Programme a Memorandum of Understanding concerning assistance from the World Food Programme, which MoU was signed by the Government and WFP on 5 May 1969.
UN Habitat		With the United Nations Human Settlements Programme (UNHABITAT) the SBAA signed by UNDP and the Government on 12 March 1981 and renewed on 28 August 2001 be applied, mutatis mutandis, to UNHABITAT.
UNFPA		This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of Syrian Arab Republic and the United Nations Development Programme, signed by the parties on 12 March 2001.

10. Communication and Visibility

Due to the political and security context of the Project – in particular working with community stakeholders to whom public communication and visibility may result in operational and security risks – the Project will only engage in a limited number of visibility activities.

As the JP is an innovative pilot initiative communications and visibility activities will highlight and reinforce the value of a joint UN locally led planning approach to be able to respond to people's needs in a complex and dynamic environment with the required early recovery and resilience programming that supports basic social services provision and livelihoods, while facilitating social cohesion and trying to address at the local level some of the underlying causes of the conflict

Visibility activities will target the international donor community, EU and other donors' representatives, and international actors with interests and/or engagement in resilience and establishing the pre-conditions for recovery within Syria. All materials for dissemination to this target group – including presentations – will have the logo of the JP PUNs and contributing donors.

A detailed Communication and Visibility Strategy will be developed during the Inception Phase by the JP PMU and JP TWG and submitted to the JSC for endorsement. EU visibility will be decided on a case by case basis.

<u>Type of activity</u>	<u>Description of the activity</u>	<u>Target group</u>	<u>Expected result</u>
Events	Workshops, roundtables, and bilateral discussions	International donors Like-minded organisations EU Member States representatives	Sharing of information and the joint planning approach developed and used by the JP.
Information materials	City and neighbourhood action plans City and neighbourhood profiles Maps and diagrammes – visual products Presentations	International donors Like-minded organisations EU Member States representatives	Sharing of information and the joint planning approach developed and used by the JP.
Publications	Relevant modules and guides – such as locally led participatory planning – will be circulated	International donors Like-minded organisations EU Member States representatives	Improved capacity and knowledge of the JP activities and tools.

Urban Area-based Recovery and Neighbourhood Action Planning Approach: The neighbourhood planning approach is a flexible urban and regional planning approach that works with communities and their local authorities to jointly assess, plan, and monitor multi-sector interventions in urban environments.³⁷ The neighbourhood planning approach is rooted in urban planning principles and adds stakeholder, conflict, and spatial analysis of an area. Vulnerability data, value chains, transport corridors and urban infrastructure and service networks will be analysed to develop the most appropriate combination of interventions that can enhance food security, strengthen local resilience, promote economic recovery and address social cohesion issues.

Relying on the local and regional planning expertise established during UN Habitat's EU-funded *Urban Information and Analysis Project*, UN Habitat will coordinate the neighbourhood planning process. Existing or planned city and neighbourhood profiles will form the starting point for analysis. Recognizing that there are inherent gaps in objective and reliable data to support evidence-based planning, the Joint Programme actors will look at ways of developing concrete plans through community-based consultations, baseline assessments, market assessments and therefore support local data collection and analysis processes and contribute to improving local-level planning in the future. Support will include the introduction of tools for two-way communication/consultative processes, including 'bottom-up' planning, prioritization and inclusion of IDPs and host communities particularly women, persons with disabilities and youth.

When done together with communities and their local authorities, this results in a common understanding of neighbourhood needs, existing processes, and neighbourhood activity priorities which allows for the concentration of investments in strategic locations to build resilience and social cohesion. This approach creates an entry point to strengthen local accountability and governance processes, either explicitly through trainings or through the planning and project implementation process. Specific technical capacities will be strengthened through on-going engagement with communities and their local authorities in the various implementation sectors. By bringing people together within their neighbourhoods and cities, a neighbourhood planning approach restores connections and social interactions within a physical geographical space, thereby reducing the need for negative coping strategies.

The Joint Programme will adhere to common steering, planning and design phases, which will increase the inter-connectedness and harmonization between programmatic components and across thematic sectors. This makes for a comprehensive package of conflict-sensitive recovery support to the target locations, but also refers to the integrated neighbourhood based resilience objectives envisaged by the Joint Programme.

Key components of neighbourhood planning approach are:

- An urban and rural spatial analysis that brings together existing data and needs assessment tools along with local communities and authorities to reach a common understanding of the area context, stakeholders, and needs that will inform the development and prioritization of activities. A central aspect of the area based analysis is to understand the social, economic, and conflict dynamics within an urban area and rural catchment areas, identify the barriers to building resilience and social cohesion, and to prioritise a package of activities that create the synergies to overcome those barriers.
- Building upon the urban and rural analysis, urban area-based recovery plans will provide an overview of the context, stakeholders, and key areas for intervention in each city; they will result

³⁷ UN Habitat New Urban Agenda, <https://www.habitat3.org/the-new-urban-agenda/>

from extensive consultation with communities, local administrators and stakeholders, and will provide opportunities to facilitate a constructive dialogue between public services and the communities, thus increasing reciprocal trust and social cohesion.

- Urban Area-based plans will be detailed in to neighbourhood action plans for each target neighbourhood. This process of prioritising and planning the needs and activities in each neighbourhood must be led by local communities.
- The neighbourhood action plans will be consolidated into annual work plans for each UN Agency that are disaggregated at the neighbourhood level. While building on the same consultative structures at the local level to increase the linkages and synergies with the work of other agencies, agency-specific work plans will build upon the neighbourhood action plans and prioritisation of activities to develop Agency specific work plans – this includes the identification of the additional resources needed such as technical services from sub-district and governorate departments; identify implementing partner organisations; detail how activities will be implemented including target groups, sequencing, and costs.
- The urban area-based recovery and neighbourhood action plans allow for the participatory area based prioritization of interventions and monitoring of activities by all stakeholders, while providing a baseline that can be used to evaluate the overall impact of activities.

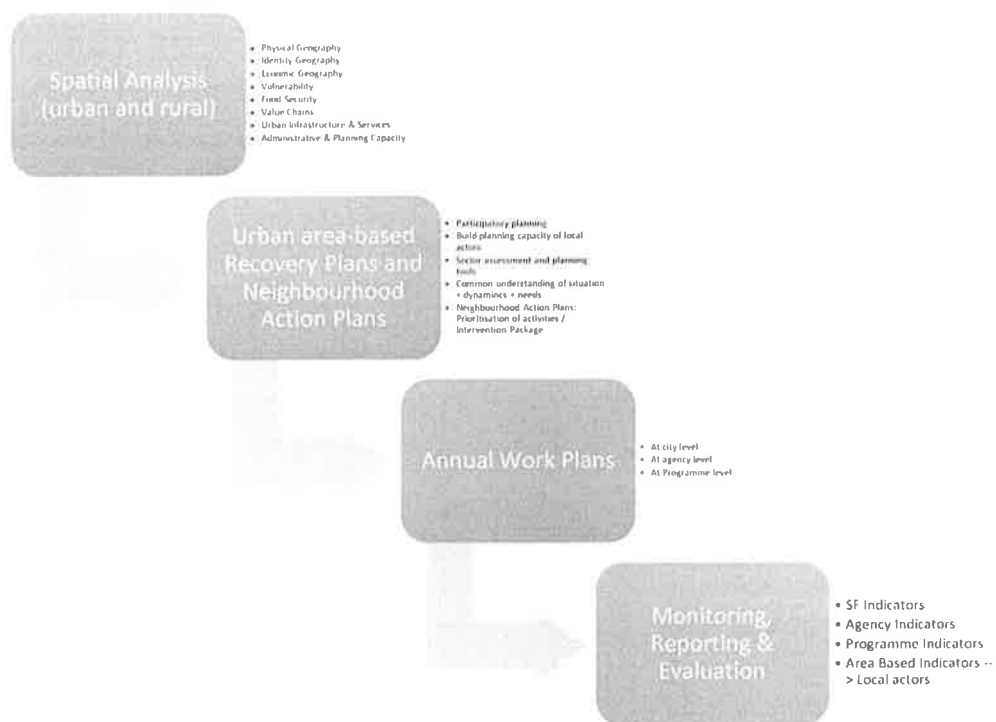


Figure 1 Urban Area-based and Neighbourhood Action Planning Process

Within the neighbourhood planning process, all agencies will collaborate and provide support on data management aspects with national and local partners to ensure that accurate demographic and related vulnerability information is available for neighbourhood planning and activity prioritisation while also strengthening the sharing of accurate and locally valid data between relevant local technical units. A central focus of this activity is the mainstreaming of vulnerability data including marginalised and vulnerable groups. This mainstreaming approach relying on access and use of data to inform Joint Programme activities will continue throughout the Joint Programme. All stakeholders will be supported to maximise the

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involvement and benefit for marginalised and vulnerable groups during the planning, implementation, and monitoring of activities.

Local Systems to Generate Quality Data for Evidence Based Planning: Reliable data – about the size, household, age, sex, distribution, living conditions, education, employment, health and needs of populations – is crucial to inform evidence based planning and implementation during any recovery phase. The crisis in Syria has resulted in substantial loss of life and massive population displacement. As a result, estimates from previous datasets are no longer reliable. Moreover, local statistical capacities have been weakened and require support to resume the generation, processing, and analysis and use of population data for evidence based planning.

UNFPA will strengthen local capacities to generate and use statistical population data to facilitate evidence-based planning in the intervention areas of this Joint Programme. This will include:

- Training to strengthen local stakeholder capacity on Population Statistics in a context of recovery and functional rehabilitation
- Undertaking at least 1 comprehensive population survey in each of the targeted intervention areas.

The intervention will strengthen the resilience of local statistic actors for years to come. Meanwhile, the generated population statistics data will inform the evidence base of all stakeholders engaged in local level development planning (incl. the 6 UN agencies involved in this JP).

Whole School Approach and Skill Building Opportunities: Schools can be an entry point for local communities, NGOs and the UN to invest and leverage resources in order to maximize collective efforts and results. More specifically, schools can serve as a common platform where children access protective and inclusive environments and quality learning, teachers benefit from professional development, and communities access awareness-raising activities, social protection services, as well as life-saving supplies.

As part of its resilience development agenda, and drawing on the experience of the 'No Lost Generation Initiative' promoted by the EU in the region, UNICEF will focus in this action to address the social needs of children, adolescents and youth, by promoting an integrated package of services. Starting from the school as a place for positive social exchanges in the community – as well as a safe learning environment – UNICEF will promote programmes aimed at increasing access to quality education for children³⁸, and at the same time supporting families with basic income to address the needs of their children. Cash transfers for children enrolled in self-learning initiatives, as well as seed funding for social entrepreneurship promoted among young people involved in vocational and life skills training, will contribute to the injection in the selected communities of resources addressed at increasing social inclusion and social cohesion.

Also, skills-building, entrepreneurship, employment, and livelihoods will be addressed in an integrated manner. The Action will support **meaningful adolescent participation and social/civic engagement** of girls and boys in local communities; giving them equitable access to safe space to be seen and heard, where they practice acquired life skills through either social entrepreneurship initiatives, or wider citizenship and social mobilization. The ultimate objective is for adolescents and youth to improve their capacities to contribute to enhancing resilience and social cohesion in their communities and hence transition to adulthood with purpose.

Within the Whole School Approach model, the provision of cash, vouchers or school meals for vulnerable children offers the opportunity to achieve multiple objectives ranging from education, social protection,

³⁸ Although undoubtedly part of a comprehensive multi-sector approach, education activities will not be covered by this EU-funded JP.

increasing food production and revitalizing the local economy. Local sourcing of ingredients and food commodities along with support provided to local manufacturers in food processing for utilization in education and social protection programming by WFP-UNICEF-FAO is at the heart of the approach to support the most vulnerable school aged children in Syria. The local sourcing of raw ingredients from local suppliers and producers, who benefit from FAO's agriculture inputs and technical support at production stage is also encouraged. This leads to positively impacting livelihood opportunities across the supply chain. Moreover, adolescents and youth attending UNICEF-supported alternative education interventions, including life skills based education and vocational training, will be directly supported with cash-based transfers as a mean of ensuring their active participation and incentive to completing capacity building sessions. Also, Out-of-School-Children (OOSC), through cash based transfers, will directly support local food producers (cereals, fruits, vegetables, dairy and poultry) while also revitalizing markets for wholesalers and retailers. These conditional cash-based transfers will stimulate local demand for locally produced food in project areas. In this way the entire supply chain from farm to table is positively impacted while also encouraging families to return their children to quality learning.

Expanding the Youth Peer Network (Y-Peer): UN Security Council's Resolution 2250 on youth, peace and security notes that the marginalization of young people is detrimental to building sustainable peace, and urges countries to meet their needs and to include them in decision-making and peace-building efforts³⁹. When empowered and given the right opportunities, youth are effective drivers of change⁴⁰.

The Y-Peer network, established with support from UNFPA in Syria in 2006, is designed to empower young people to become leaders and youth advocates in their communities. UNFPA has successfully partnered with Y-peer across the world (more than 50 countries) to promote youth participation in decision making processes that affect them, and strengthen their ability to advance human rights and development issues such as health, education, employment⁴¹ and peace-building. As a result of the crisis, the network has been dormant for several years. In early 2016 however, Y-Peer was officially re-activated and it is a growing organization that is ideally placed to mobilize additional youth in the JP interventions areas. As such, and in a range of different community settings (including schools, rural development centres, markets, clubs, etc.), Y-Peer will be supported to serve as a platform to promote youth's civic engagement, youth's life-skills and productivity. Additionally, the network will serve as a platform to harness the potential of youth to serve as positive actors of change with regard to community reconciliation and peace building. More specifically, using the Y-Peer Network as an entry point, UNFPA will provide:

- Trainings on community planning & reconciliation, subsequently providing technical and financial support for Y-Peer initiatives that promote inclusive planning and local reconciliation.
- Vocational and entrepreneurship trainings, subsequently providing technical and financial support for business initiatives that promote social good.
- Training on Youth Health & Life-Skills, and on Peer Education while providing subsequently grants for local public awareness campaigns to promote youth health & life skills.

Community safe spaces (CSS): As a consequence of the conflict, the vulnerability of women, girls and young people has increased in terms of GBV, health and economic hardship. Recognizing the critical need for communities (ie: women, girls, men, boys and children collectively) to process the trauma to mitigate future risks and address the challenges related to their economic hardship, vulnerability and health, UNFPA will support the establishment of community safe spaces within schools, health centers and rural development

³⁹ <http://unov.org/wp-content/uploads/2250-annotated-and-explained.pdf>

⁴⁰ <http://www.unfpa.org/youth-participation-leadership>

⁴¹ http://www.unfpa.org/sites/default/files/pub-pdf/UNFPA_2015_Annual_Report.pdf

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centres where community members will be able to access GBV prevention, counselling, management services and life-skills training, in addition to variety of complementary services supported by the JP-partners, including: education, vocational training, business grants, etc. The community safe spaces will offer all members of the community a safe non-judgmental environment where they can address their anxieties, access professional care to manage the physical and mental consequences of GBV, build their life-skills and access basic general health services provided by a PHC liaison health worker. Additionally, community safe spaces will also be integrated in selected PHC-facilities to ensure that GBV-prevention, counselling and management services are also available to women, girls, men and boys that do not visit schools and rural development centres,

To each of the community Safe Spaces, UNFPA will provide support to:

- Rehabilitate and Equip the community safe spaces
- Provide basic health, GBV management and counselling services via a PHC liaison nurse, incl. referrals for more specialized care
- Provide psychosocial counselling,
- Provide Sensitization and Life-skills training
- Provide Recreational and Network Opportunities

Rehabilitation of housing, community infrastructure & shared basic services: By investing in a higher standard of services and infrastructure in a neighbourhood, households can benefit from reduced expenses, improved services and reduced social tension arising from competition over services and the management of natural resources (e.g. water). This frees up resources and reduces the use of negative coping strategies which in turn enables local economic growth and improved social cohesion. Improvements to urban and community infrastructure and services also stabilizes population movements and could provide a safe environment for voluntary returns.

Specific activities are:

- Neighbourhood Infrastructure Rehabilitation – rehabilitate critical shared-utility community infrastructure (water, sewage) and reconnect people and markets within and outside their neighbourhoods (roads) through labour intensive schemes (cash/food for work).
- Open spaces – to create safe open spaces – such as parks and areas near community facilities, to offer shared urban spaces for conflict-affected communities to reconnect in and to.
- Safer Access – rehabilitation and upgrading of footpaths, solar lighting, etc. to invest in community common-goods that are equally utilised and protected.

Rehabilitation includes a spectrum of activities from simple and labour intensive light repair and debris clearing to more material and technically challenging repair of critical services. However, no large scale rehabilitation or reconstruction is foreseen under the Joint Programme, in line with EU policies and parameters. Inclusive and participatory high local labour and local procurement content will be a condition of these activities. In particular, rehabilitation will be closely linked with short term vocational training activities and the start up of workshops. Once again, it is important to highlight that rehabilitation activities will implemented as part of this JP only to the extent that they will provide a clear value added in terms of trust- and peace-building amongst communities.

By using an area based model, all residential buildings in an area will be targeted to ensure a minimum degree of safety for damaged homes. This will address one of the major barriers for vulnerable Syrians to return to their original neighbourhoods and homes and restore dignity and reduce social tensions.

As communities have been displaced and at the same time are hosting IDPs, population concentrations have shifted and become a challenge for a community to manage; alone in terms of waste produced, local

management strategies can be utilised to ensure safe handling, but also offer an opportunity to collectively address a shared challenge at community level. A comprehensive solid waste management programme addresses the problems of the accumulation and un-proper disposal of solid waste, the shortage of capacity of the municipalities in human resources as well as physical assets and the promotion of good and sustainable practices of integrated solid waste management. In addition to the solid waste collection and removal, this comprehensive programme includes recycling and reusing solid waste for fuel briquettes and biogas production that provide affordable alternative sources of energy, and finally supports landfill rehabilitation. This will improve the shared safety, cleanliness and ownership of community space at local level.

Through this action, WFP will complement the efforts of UNDP to rehabilitate community infrastructure and community assets' functionality through cash-based transfer modalities, including market rehabilitation to promote food security and restore local economies. Cash-based transfers to unskilled labour participants have the potential to stimulate demand for local produce. Likewise, participants in vocational training projects tailored to labour market demands will benefit from cash based transfers. In addition to the skills gained from the training, immediate food security needs of participants is addressed during the training period. Given that cash-based transfers are designed to access locally produced foods, linkages are established with local food producers who benefit from FAO's agricultural support. The objective is to link activities as much as possible, connect agencies and their responses, and serve the community in a comprehensive and integrated manner. Various monitoring and quality assurance mechanisms will be in place to avoid duplication of the activities/interventions. Some agencies such as UNDP use an advanced information management and GIS systems to plan, implement, track progress and monitor the implementation on all UNDP projects. This allows the differentiation of activities implemented, funding sources used, and beneficiaries reached under various UNDP projects (bi-lateral, multi-lateral, JP, among others).

Local economic recovery and livelihoods: Local Economic Recovery and Livelihoods assistance aims to contribute to the resilience building of conflict-affected people and communities by reactivation of the production process and provision of sustainable livelihood resources. Support in this area aims at enhancing various livelihoods assets including human assets (building skills), physical assets (markets etc.), natural assets (farming land, irrigation for agricultural activities etc.), financial assets (household income, cash injection etc), social and political assets (social network, participation in planning etc.). It facilitates the creation of both employment and self-employment creation through vocational and skills training, employment services to bridge demand and supply of the local markets, productive assets replacement, and start-up grants, vocational trainings. It can also contribute to stimulating the local economy through fostering local production in particular agricultural commodities in rural areas. In order to link rural and urban, as well as to ensure sustainability of livelihoods, the interventions will also include value-chain development, market restoration, and access to market and finance. Rehabilitation of market areas can be conducted through labour intensive schemes (cash/food for work) to stabilise livelihoods through injecting cash to households and local markets.

The interventions support IDPs and their host communities, and works with them to alleviate pressures brought about by conflicts, displacement and competition over scarce resources. UNDP's design of livelihoods and economic recovery interventions will mainstream Do No Harm principle, as well as gender and protection, while maximizing impact on local peacebuilding through addressing grievances, bringing people together, and providing opportunities.

Livelihoods and economic recovery interventions target vulnerable groups, such as women-headed households, people with disabilities and youth through aforementioned types of activities. Assistance to youth plays a key role in the local economic recovery. In this connection, UN agencies in cooperation with

local partners will build the capacity of young people in various sectors based on the market needs through different means including vocational training. UNFPA will build on its experience in this area with local NGOs and the Y-Peer Network, focusing on business initiatives for social good.

Private sector engagement, recovery and growth is critical across these activities. For instance, rehabilitation of workshop and light industrial areas through - support to workshops and businesses in industrial and commercial areas, integrating market for the poor, can be considered based on the local market and conflict sensitive assessments.

UNDP will rely on its extensive experience in responding to the socio-economic challenges faced by the Syrians during the past eight years and continue promoting the area-based comprehensive resilience building approach where the restoration of economic opportunities and the rehabilitation of infrastructure and social services are inter-connected at all phases from planning to implementation. UNDP has globally adapted the three-track (Track A, B and C) approach of the UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration (2009) for its livelihoods and economic recovery programming in crisis situations to link Track A programming responding to the urgent needs of crisis-affected groups with interventions to help stabilize livelihoods; Track B programming focuses on medium- to long-term local economic recovery, including interventions to boost sustainable employment, income generation, and reintegration; and Track C programming focusing on long-term employment creation and inclusive economic growth. UNDP's livelihoods and economic recovery interventions focus on Inclusive private sector recovery and development mainstreaming social innovation; and Active labour market.

While support for enterprise development will be identified jointly by UN agencies using criteria that will assess entrepreneurial attitudes of individuals and viability of business plans, UNFPA and UNDP will take steps to integrate vulnerability, gender, conflict sensitivity and social cohesion dimensions into these assessments and business models, in order to ensure to the extent possible that the business ideas identified and individuals supported respond to the local-level peace and social dynamics and to the needs of excluded or vulnerable communities, such as families of detainees, widows and orphans, women, youth, persons with disability , etc. UNFPA and UNDP will make every effort to ensure projects address the expressed demands of marginalised and vulnerable communities who could improve their livelihoods through enterprise development, rather than externally identified needs. Such intervention is more likely to gain acceptance and generate a response. However, targeted communities may not be aware of systemic issues beyond their locality that affect the markets they operate in. The joint program will therefore play a role in revealing such issues and creating awareness through information sessions/desks, business planning and counselling sessions. Some of the most important effects of integrated enterprise development projects lie in the entrepreneurs learning from the business development processes that are initiated, as opposed to general skills development training programs. In terms of technical support, the joint program will go beyond business planning into provision of mentoring and counselling support in order to ensure continuous and timely support is available for entrepreneurs in implementing their business plans. This will contribute to increasing the rates of success of enterprises. For instance, UNDP aims at fostering youth and social innovation. It will support the establishment of mechanisms to generate ideas and solutions to Syria's recovery challenges. The actions include hosting Social Innovation events to generate home-grown ideas and establishing arrangements, partnerships and infrastructure to incubate, develop and bring solutions to market (incubation/acceleration centre at the governorate level). UNDP will place a particular emphasis on the development of social enterprises, which have the potential to increase both income and non-income benefits in the communities where they operate. Working with other institutions and partners,

UNFPA and UNDP will support the Local Economic Recovery and Livelihoods component of the Joint Program by ensuring processes are inclusive, locally-owned and locally-driven to the largest extent possible

by ensuring the selected business ideas are viable and have a high degree of relevance to local needs, particularly competitive advantages which can result in sustainability. This approach will also facilitate a stronger sense of local involvement, which will increase the contributions in time and effort that local stakeholders are willing to make. Local ownership will also enhance the potential for longer-term sustainability, as stakeholders will come to consider their involvement independent of project support. Through this joint project, UNDP adapts conflict sensitive value chain development, including value chain analysis and diagnostics of financial sector. This information will identify interventions that will enable strategic upgrades. The types of interventions will include: development of a competitiveness strategy for moving the sector toward sustained recover and growth and expanding the value added that accrues to crisis-affected populations and enterprises; infrastructure and technology upgrades at the sector and firm levels, development of niche products with substantial market demand; development of forward and backward linkages; strengthening of business associations and cooperatives.

Strengthening resilience for food and nutrition security: Agriculture has a key role to play in maximizing livelihood opportunities and ensuring food and nutrition security of crisis-affected people both in urban and rural areas targeted. Urban centres depend on rural areas for provision of food, clean water, environmental services among others, while efficient and functional value chains can safeguard livelihood of small scale producers and protect vulnerable eco systems. In order to promote food and nutrition security and livelihood systems in Syria, including individuals, households, communities, institutions and agro-ecosystems, FAO plans to focus on the following two objectives:

- A. Strengthening the capacity of crisis-affected people and host communities through:
 - Increased agricultural production (plant and livestock).
 - Increased revenues and access to alternative income sources by promoting income generating activities including food processing and preservation.
 - Diversified diet and improved nutritional status, especially for women and children.
 - Improved management of natural resources (bio gas, water management).
- B. Reducing exposure to shocks and strengthen the risk management capacity of target communities and key food security stakeholders through:
 - Improved early warning and information management systems.
 - Liaison with key technical national institutions and mechanisms.
 - Establishment of Resilience Programming Network to improve the conceptual thinking and programming capacity of national stakeholders.

Above activities will be conducted in accordance with key principles and guidelines developed for resilience programming in FAO, such as “Resilient Livelihoods, Disaster Risk Reduction for Food and Nutrition Security,” “Climate Smart Agriculture”, “Nutrition Sensitive Agriculture,” and “Save and Grow”, as well as in full respect of the EU parameters for engagement in the differently-controlled areas of Syria.

Food processing and marketing will focus on enhanced added value for farmers and communities, creation of job opportunities and reduction of post-harvest losses. FAO, based on its guidelines on food and hygiene safety standards, will provide guidance to producers and support the production and processing of products with according to existing normative standards cleared by the relevant State institutions. On the market side, WFP will leverage its local procurement capacities and increased use of conditional cash-based transfers to create employment, enhance household purchasing power and stimulate local economies. Building on its existing urban community networks, UN Habitat will facilitate enhanced dialogue of urban residents as consumers with food producers and rural institutions identified by FAO, thereby increasing potentials for more inclusive local planning processes in the area. In order to facilitate access and competitive market development in the crisis-affected areas, UNDP in collaboration with FAO and WFP also aims to develop value chains on key agriculture commodities for livelihoods and economic recovery. It will

identify value chains in which market demand is substantial and crisis-affected people are or could be strongly represented as entrepreneurs or employees. Interventions will be designed through the establishment and management of cooperatives targeting in particular women, UNDP will support through connecting them to other MSMEs as well as larger companies with access to wider markets, creating forward and backward linkages where wider crisis-affected people can participate. The members of cooperatives will be further supported as a community-based platform for social network and cohesion. Again, the objective is to link activities as much as possible, connect agencies and their responses, and serve the community in a comprehensive and integrated manner.

Rehabilitation of damaged agriculture assets is another area of complementary work anticipated by WFP and FAO. WFP will utilize the food-for-work/asset modalities; FAO will provide technical support and apply normative standards taking into account key parameters such as cost efficiency, environmental concern, local context, human centred approach, and develop scheme for rehabilitation of rural infrastructure in promotion of sustainable use of water resources. UNDP's rural asset and infrastructure rehabilitation will also include key agricultural infrastructure especially in rural areas where access to range land, farming and irrigation is critical.

UNFPA will cooperate jointly with FAO, WFP, and implementing partners to ensure that women and youth in rural areas are meaningfully engaged in the Joint Programme and receive awareness-raising services on RH and GBV. To do this, UNFPA will contribute to supporting capacities of Rural Development Centres. This approach will also provide space and opportunities for female youth empowerment, capacity building through small and medium scale enterprises.

Some of the most important effects of integrated enterprise development projects lie in the entrepreneurs learning from the business development processes that are initiated, as opposed to general skills development training programs. In terms of technical support, the joint program will go beyond business planning into provision of mentoring and counselling support in order to ensure continuous and timely support is available for entrepreneurs in implementing their business plans. This will contribute to increasing the rates of success of enterprises.

FAO has received separate funding from EU and other donors in relation to strengthening resilience for food and nutrition security of crisis affected people and communities. All FAO resilience-building activities, regardless of funders, are managed under one programmatic framework. While applying same methodologies and approaches defined in the said framework, FAO ensure that there is no duplication of funding for activities in a single location.

Integrated Social Protection Services: UNICEF promotes the development and strengthening of integrated social protection systems as a highly effective approach for addressing the multiple and compounding vulnerabilities faced by children and their families. Vulnerable conflict-affected households, with focus on children, youth, and women, will be specifically supported through the action.

Together with the introduction of cash transfers in support to the needs of families of vulnerable children, case management practices and referral mechanisms will be enhanced through training sessions involving service providers of the Department of Social Affairs and of NGOs; the training will be based on the comprehensive capacity development package, providing essential knowledge on all the core elements required to set up systems of integrated social services. Cash transfers will be used as an entry to bring together local social service providers with the governorate and national level social services required to substantively address vulnerability. The strengthening of these linkages has an added effect of reinforcing participatory, locally owned, social services that are supported by national level policies.

Social protection interventions will primarily focus on vulnerable groups; together with economic incentives reducing their needs to provide for their livelihood; integrated responses related to their identified social needs.

In addition, UNFPA will build on its experience in this area with local NGOs and Y-Peer Network, focusing on business initiatives for social good.

Lastly, UNDP includes integrated support for PWDs with medical and psycho-social, and livelihoods support. In line with United Nations Convention on the Rights of Persons with Disabilities (CRPD), UNDP Syria has adopted a twin track approach model involving targeted as well as mainstreaming interventions on the short, intermediate and long-term Basis: Short and intermediate term interventions will include the activities of assessing the situation of PWDs and provision of emergency rehabilitation and livelihood support in addition to short term crash technical courses to enhance the capacity of national service providers in vital rehabilitation techniques. Based on the vulnerability assessment conducted, UNDP, in coordination with UNICEF, will integrate social protection for the most conflict-affected vulnerable households with a focus on PWDs, especially with severe disabilities such as spiral code injuries and provide targeted support including conditional cash transfer. UNDP also aims to promote inclusiveness of these vulnerable households through a graduation model for them to be empowered and self-reliant.

Social Cohesion: The concept comprises two key pillars. The first, linked to 'social inclusion' or 'social justice', encompasses those structural issues which affect whether individuals and groups are able to participate in society equally, such as through equal access to services, political or economic inequalities or decentralisation discrimination. The second pillar, linked to 'social capital', reflects the attitudes, the degree of participation and the level of contact between different groups in society. Rebuilding the social fabric also pursues the longer-term objective to maximise opportunities for reconciliation and sustainable peace.

Within the integrated resilience building approach, the social cohesion component of the Joint Program aims at providing Syrian communities with a greater ability to prevent and respond to local events in ways that minimise violence and de-escalate tensions. Communities are enabled to understand inter/intra-communal dynamics, address drivers of conflict and strengthen connectors through targeted measures. Interactions across divides are designed to incept positive changes in individual and group attitude and behaviour. All relevant actors are engaged, capitalizing on the role of women and men, youth and the elderly. Building on its 2014-2017 activities for social cohesion and resilience building, UNDP will:

1. Identify and support social cohesion actors at community level, including youth groups, local leaders, faith-based leaders and tribal leaders; provide social cohesion actors with opportunities to connect and support each other through shared experience; empower youth to play a pivotal role in social mobilization for peace;
2. Adopt a community based approach by involving communities (including IDPs and host communities, women heading their households, persons with disabilities and other actors from affected and vulnerable communities) in analysing local contexts and identifying socio-economic, political, ethnical, religious and other dynamics and tensions; in mapping risks, resources and priorities; in identifying a response, implementing and monitoring it;
3. Identify, establish, rehabilitate, invest in, and expand physical and social spaces for inter-communal engagement (clubs, parks, markets, grassroots committees, etc.); community centres and public space rehabilitation will be prioritized in a way to reduce social tension and provide safe spaces for all members of the community, in particular the most vulnerable; targeted activities with local groups will be conducted to better use these spaces for social cohesion;
4. Facilitate local dialogues on socio-economic issues; support mediation and other kinds of alternative dispute resolution between individuals, families, community leaders and other local

actors; promote a culture of reconciliation through pro-peace media engagement, including in the social media.

5. Support communal activities as an entry point to fostering interaction across divisions, dialogue and reconciliation; such activities will include art/sport/food for peace events, civic engagement initiatives, as well as interactive theatres covering the dilemmas faced in the people's day to day life during the crisis, examining social cohesion related issues and events from the viewpoint of a range of characters and exploring the interplay of individuals, families and communities and the impact of decisions of people's actions on wider society;
6. Foster linkages between processes and actors at local level (track 3) with peace processes at broader level (tracks 2 and 1, in particular the Geneva process); allow a better participation of local actors in the broader peace process and a better understanding of the actors of the broader peace process for the people's needs and wishes at local level;
7. Build the capacities needed to carry out social cohesion work, including training on context analysis, social cohesion response planning, mediation, drama for peace, soft skills (conflict management, communication, team-building, self-awareness, respecting the other, joint decision making and problem solving) and technical skills required for community-based approaches (mapping risks and resources, resource management, financial management, project cycles and M&E data collection).

In a complementary manner, UNFPA will harness the expansion of the Y-Peer network as a gateway to boost civic engagement of youth and materialize their potential to serve as actors of change with regard to community reconciliation and peace-building. The Y-Peer network will benefit from trainings on business development, community level planning and reconciliation/peace building. Initiatives from the Y-Peer network aimed at advancing social good, community reconciliation, peace building and planning will receive technical and financial support to ensure their success. Social cohesion activities will impact positively on other areas of the Joint Programme. Indeed, issues affecting local economic recovery may be rooted in conflicts of interest, related for instance to distribution of benefits and opportunities. When communities enter into dialogue, such conflicts may at least be partly resolved, and some common interests identified for business development. Developing communication channels and opportunities to collectively engage on business development can contribute to building trust and understanding between different communities.

Community security: Community security is a powerful approach that builds human security and contributes to wider peace and development goals. It aims at improving people's experiences of security, and therefore it should become a principal tool shaping the policies and programmes of international actors.

Community Security affirms the need for institutional and technical reforms, but rejects the idea that security is the sole preserve of the state. The public is engaged as having both the right and the opportunity to articulate security priorities and to be a part of planning and implementing responses.

Community security is usually influenced by a wide range of factors, and each community has its own challenges and concerns. Threats to community security can take various forms, including armed conflict, ethnic tension, violence, crime, and other threats directed against women and children based on their vulnerability and dependence.

Although all Syrians have been affected by the seven-year long crisis, several population groups are particularly affected due to lack of safety and security. These include people living in besieged and hard-to-reach areas, IDPs, spontaneous IDP returnees and over-burdened communities comprising from both IDPs and host communities.

The community-level information collected through 10 assessments conducted in 7 Syrian governorates between Nov. 2017 and March 2018, indicated several serious community security issues, which sometimes have different impact on each gender and age group.

In several areas, tension is clearly visible mostly between IDPs and host communities, but also between same community members who have different religious and sectarian backgrounds.

IDPs, regardless of being poor or non-poor, they are largely seen as a burden to host communities, and a reason behind the shortage of services, resources and job opportunities.

Other community security threats that have been identified included the prevalence of drugs taking among adults, in addition to the proliferation of illegal weapons and stray shooting, which led in many occasions to several casualties.

In isolated and uninhabited areas, the community security problems include crime, theft and kidnapping.

There are also several communities, that were at the frontlines, such as in Aleppo, where they suffer from the presence of uncounted numbers of unexploded remnants of war, that constitute real risk on residents and children.

As stated earlier, each gender and age group has different community security challenges, for example:

- *Women:* Women have endured all forms of suffering during the conflict in Syria and they continue to take more roles and responsibilities that are traditionally associated with men – something that increasingly expose them to various types of threats. They suffer from insecurity both directly through gender-based violence (GBV) and indirectly through increased marginalization. Domestic and gender-based violence, early marriage, economic exploitation, sexual harassment (also during distribution of assistance), are examples of the personal insecurity issues faced by women, and were reported during the community assessments.
- *Youth:* Young men aged 15-24 are both the main victims and the main perpetrators of armed violence in most countries. A critical trend impacting on the security of communities is the growth in size and proportion of the youth population. The results of assessments showed that many young people have chosen to join formal or informal military structures to secure monthly income due to lack of opportunities and jobs. Limited freedom of movement due to security situation, lack of legal documentation and fear of arrest and kidnapping, has negatively impacted the ability of young people to find work or live normally. These harsh realities have forced them to resort to different negative coping mechanisms, such as drug misuse, gambling that's usually associated with violence, and other practices, including sexual harassment.
- *Children:* The family, which is considered the first line of protection for children, has been severely torn apart during the year-long conflict. The number of orphan and unaccompanied children have increased in the past years due to the death or absence of one or two parents. As such, and due to poverty conditions, the cases of school dropout, labour and street begging are on the rise among children in Syria, something that increases their vulnerability and exposes them to violence and exploitation. In several newly accessible areas, such as in Deir El Zor, several children were part of what so called "Children of Caliphate" during ISIS presence, and these children are now particularly vulnerable and facing isolation and neglect. Integrating these children and providing them with psychological and education support is considered key for community security.

ANNEX 2: EXAMPLES OF UN ORGANISATIONS COLLABORATION IN SYRIA

In 2015, UNICEF and WFP collaborated through an integrated package of food and education supplies to encourage children to return back to school. By the end of 2015, WFP provided on site snacks to 315,000 school children in 550 primary schools in Aleppo, Rural Damascus, Tartous, Homs and Hasakeh, whilst UNICEF supported the same children with remedial education, text books, stationary and school bags. Such joint efforts were encouraging families to send their children to school and provided boys and girls with an incentive to attend classes. Internal evaluation of the impact has shown a positive improvement in school attendance: boys baseline 82% attendance increased to 87%; girls from 81% to 91%. The school retention rate target of more than 70% at the end of the year was more than 96% for both girls and boys. The date-filled biscuits are to reduce short-term hunger and provide the micronutrients needed to grow and learn. The school supplies are to offset some of the cost of education so that low-income and displaced students can start the school year with new supplies. This collaboration reinforced the place of the school within the community, incentivized out-of-school children to return to school, and ensures that students are more able to learn as they are not hungry. This collaborative example will be increased in coverage to assist additional children currently not reached through ongoing intervention.

Since 2014, UNICEF and UNDP have joined efforts to support local production and hence contribute to the revitalization of the local economic cycle in the targeted areas through various assistance channels. UNDP supported SMEs and small workshops producing clothes and shoes while UNICEF locally procured these items and distributed them to the affected children in the same region. Moreover, UNDP and UNICEF are partnering to work collectively on schools' rehabilitation where UNDP can employ local labour to carry out the repairs works or the production of classroom benches and UNICEF will support the equipment and the curriculum in the target schools. This has created a positive dynamic and a business competitive environment particularly among the operating workshops to improve their production standards for better marketing and outreach while employing local labour, particularly from the most vulnerable groups. In order to mitigate factors that are bound to increase social tensions, and to respond to the needs of all the population, UNICEF in cooperation with UNDP has also identified IDP women who have been involved in livelihood initiatives in the previous months, and involved in the production of winter kits for children. The positive reinforcement resulting from the engagement of IDP women in producing supplies for children will also contribute to a decline in social tensions between IDP and host populations, by injecting more resources in local communities.

FAO and WFP developed a complementary programme model of the "Purchase for Progress (P4P)" which is built on the expertise and comparative advantages of the two agencies, maximizing the synergy and the impact of respective interventions. The P4P is a component of this cooperation between these agencies and is aligned with Rome-based approach, strengthening the partnership and collaboration between Rome-based agencies. The interventions will focus at household and community levels throughout the food chain. With regards to increasing food production capacities, FAO and WFP interventions will be complementary by targeting the same beneficiaries with different set of activities jointly strengthening their resilience for food and nutrition security. While FAO works in supplying key agriculture inputs and capacity building to increase crops and livestock productions of targeted beneficiaries, WFP will provide conditional cash-based transfers to the same beneficiaries to strengthen their resilience to food shocks until the crops are harvested for self-sustenance. This project will expand to add tomato processing facilities that will allow targeted beneficiaries to transform their tomato fruit into a valuable commodity, which can be sold on local market or consumed by households beyond the usual perishable date of fresh tomato fruit. Similar approach developed in the agriculture sector could applied to other UN agencies such as UNHCR with whom FAO is in cooperation to support greenhouse vegetable production to expand increased synergy and collaboration among various UN agencies.

Below a table with the Joint UN Programming Initiatives 2016 – 2017.

UN Agency		Project Title	Focus Area	Nature of Activity	Start Date	End Date	Budget USD
1	UNDP - UNFPA	Partnership of UNDP and UNFPA in Restoring Basic Infrastructure in the Affected Areas in Syria	Basic and social services and infrastructure restoration	Restoration of health facilities and provision of health and reproductive health equipment and services	June 16	December 16	500,000
2	UNDP - UNFPA	Partnership of UNDP and UNFPA in Restoring Basic Infrastructure in the Affected Areas in Syria	Basic and social services and infrastructure restoration	Restoration of health facilities and provision of health and reproductive health equipment and services	April 17	December 17	329,443
3	UNDP - UNHCR	Support of UNDP Vocational Training Centre	Livelihood opportunities, including economic recovery and social inclusion	Partnership to support UNDP supported VT centres, UNDP supported trainees and skilled labour job placements. Support NFI sector through UNDP projects.	May 17	May 18	350,000
4	UNDP - FAO WFP - UNHCR	Wheat Value Chain Assessment with Syrian Economic Society and Agriculture policies Research Centre	Livelihood opportunities, including economic recovery and social inclusion	It is a study that aims at understanding the wheat value chain to give an opportunity for the different organisations to bring their different expertise and plan their activities around wheat and wheat-based products for cost effective and impactful implementation.	April 17	May 17	ED
5	UNDP - FAO WFP - UNFPA - UNHCR	Employment, Livelihoods and Economic Opportunities Assessment (macro and field study)	Livelihood opportunities, including economic recovery and social inclusion	As livelihood is a central element in resilience building and recovery strategy, this research is to guide that strategy formulation, by conducting a (socio) economic and employment analysis, for the purpose of identifying employment and livelihoods opportunities (under different scenarios) to inform evidence-based and coordinated programming in the Livelihoods Area. Identifying the economic and livelihoods' opportunities is indeed critically important so as to allow effective livelihoods-related prioritization, programming and implementation.	April 17	August 17	25,000
6	UNFPA - FAO	Strengthening Resilience of Vulnerable Crisis Affected Households through Women Empowerment and Livelihood Improvement	Households and communities benefit from sustainable livelihood opportunities, including economic recovery and social inclusion	Strengthened capacities of vulnerable women affected by the Syrian crisis through GBV prevention and livelihood improvement. Increased opportunities for women to contribute to income-generation and dietary improvement of their households through integrated homestead farming, agroprocessing and product marketing.	March 17	March 18	1,498,825
7	UNDP - WFP	Distribution of food baskets to UNDP VT Trainees (3950 Trainees in 6 Governorates)	Livelihood opportunities, including economic recovery and social inclusion	Partnership to support: Food security to UNDP ongoing VT project in 6 governorates	May 17	December 17	1,400,000
8	UNDP - WHO	Technical Cooperation for Long-Term Capacity Building of Syrian Experts "Training for All"	Capacity development and Support for Institutions	Capacity Development of biomedical engineers in the area of installing and maintaining medical equipment	March 17	March 18	43,967
9	UNDP - UNFPA			Capacity Development of non-physician clinician to improve quality of Emergency Obstetric Care through use of audit and process indicators			420,531
10	UNDP - UN Habitat			Establishment of 20 Municipal Service Centers to formulate evidence based and participatory municipal recovery plans that prioritize recovery and return interventions			420,531
11	UNDP - FAO			Capacity Development of agricultural support institutions for service provision and knowledge transfer			420,531
12	UNDP - IOM			Capacity Development in the construction sector			525,464
13	UNDP - UNFPA - UNICEF	Participatory Rapid Adolescents and Youth Needs Assessment	Conduct a qualitative youth needs assessment/ Operational Research to gain a better understanding of adolescent and youth needs and priorities in different Syrian governorates at both government and opposition controlled areas.	Rapid Assessment	September 16	December 17	35,000
14	WHO-UNICEF	National Health Information System	Targeted institutions systematically collect and use quality and disaggregated data to inform and monitor policies and strategies	Supporting the functions of National Health Information System in Syria for Primary Health Directorate in MoH, in terms of ICTs, web-based application, and capacity building	July 17	October 18	100,000
15	UNICEF, UNDP, WHO	National Study on Disabilities	Targeted institutions systematically collect and use quality and disaggregated data to inform and monitor policies and strategies	Assess the availability of, access to and perceived quality of services for children and adults with disabilities, and their status of social inclusion. The study findings are expected to inform planning and decision-making at national and local level with regard to the needs, priorities and actions required to better support children and adults with disabilities in Syria.	September 17	December 17	100,000
16	UNFPA, UNICEF, UNDP, WFP, WHO, UNHCR	National Socio-Demographic Survey	Targeted institutions systematically collect and use quality and disaggregated data to inform and monitor policies and strategies		August/September 2017	February/March 2018	170,000
17	WFP, UNICEF, UNFPA and WHO	Nutrition EMAM	Joint PCAs all 11 governorates except Idlib, Ar Raqqa and Deir Az Zour	Nutrition Treatment	September 15	December 17	400,000
18	WFP, UNICEF	School Feeding/Joint MOU	Basic and social services and infrastructure restoration	School Feeding and targeted nutrition messages	September 15	December 17	200,000
19	WFP, FAO	Joint assessment: Crop and Food Security Assessment Mission (CFSAM)	Basic and social services and infrastructure restoration				
20	UNFPA - UNICEF - WFP - UNHCR - FAO - UN Habitat - UNRWA - IOM	UN Joint programme for supporting of Education for all in Syria	Promoting Quality learning, Skills Development & Participation for children & Young people in Syria	Promoting quality learning, skills development and participation for children & young people in Syria	March 17	March 18	13,065,916
21	UNFPA - UN WOMEN	Economic empowerment of Syrian women IDPs and enhancing their protection	Enhance protection and support for women	Training and support services for GBV service providers/ survivors	December 15	March 16	200,000
22	FAO, WFP, UNICEF, UNHCR	Joint Programme "strengthen the resilience to food and nutrition insecurity of crisis-affected households and host communities in Syria"	Build the resilience to food and nutrition insecurity of livelihood systems in Syria (including individuals, households, communities, institutions and agro-ecosystems)	The joint cooperation of FAO with WFP and UNHCR aims at support farmers and IDPs through the provision of agriculture production inputs and knowledge. Joint cooperation of FAO with UNICEF and WFP is under the "whole of school approach" to create synergies around nutrition interventions and education	March 16	March 18	6,558,001

JP Budget Phase 2

Staff and Other personnel costs	6,805,298
Supplies, Commodities, Materials	6,778,744
Equipment, vehicles and furniture including depreciation	637,731
Contractual services	12,271,120
Travel	662,606
Transfers and grants to counter parts	10,615,891
General operating and other direct costs	1,819,475
Total direct costs	39,590,865
indirect support costs (7%)	2,771,361
TOTAL AMOUNT	42,362,226