

DANISH REFUGEE COUNCIL

REGIONAL RESPONSE TO SYRIAN CRISIS

STRATEGY

JAN-DEC 2013

(REV JULY 2013).

CONTEXT AND NEED ANALYSIS

The Syrian crisis has steadily increased in scope and severity since the beginning of this year, despite uneven attempts to find a political solution. The numbers of Syrians in need has reached critical thresholds, now exceeding 8.4 million (including 4.25 million displaced within Syria and 1.59 million refugees in neighbouring countries¹). In addition to this there is clear evidence of an unsustainable pressure being placed on hosting communities throughout the region. The speed of the increase in the displaced population has surprised the international community, with projected numbers from previous interagency plans being significantly surpassed. Refugee and IDP numbers have increased by 300 % and 250 % respectively since the start of the year.

The conflict has devolved to some sort of stalemate, with little evidence that a military solution is available in the short term - though the past months have seen the Syrian Army re-gaining some lost ground, against a divided and further fragmented opposition. This has left pockets of population unreachable and effectively under siege and unable to either receive humanitarian aid or flee.

Refugee outflow has continued, though numbers have dropped in recent months following clear evidence of either closed or "managed" border policies by Turkey, Jordan, Iraq and to a lesser extent, Lebanon. This has resulted from internal political decisions within the hosting countries, and results from increased political, social and economic stress caused by the refugee influx. It is clear that hosting countries do not believe that the "burden" is being adequately shared.

To face such an overwhelming challenge, the IASC has launched several humanitarian appeals of unprecedented scale. Currently the SHARP is appealing for over USD 1.4 billion to assist 6.8 million people in Syria until end of 2013 with a further USD 3.8 billion requested for refugees under the RRP5.

Unfortunately neither the SHARP nor RRP are funded above 40 % of their requirement, which has resulted in a decrease of coverage of population in need of assistance. In addition to the direct humanitarian effects inside and outside Syria, the underfunding has further strained host government basic service provision capacity to their own constituents, fuelling the mounting tensions between host and refugees communities.

While significant efforts have been put into resource mobilisation, the ability to target and prioritise needs inside and outside Syria still is inadequate. Access restriction, plus the lack of unified systems to track trends in needs, movements and conflict across the whole of Syria and in refugee hosting countries remains a major obstacle to progress. Existing needs assessments published provide only a snapshot of the situation, and have routinely been affected by political considerations on all sides. Coordination structures remain woefully inadequate with disconnects between inside Syria coordination, that in neighbouring countries and the UN HQ. However there have been recent hopeful developments both in the UN and among NGOs that require further nurturing

No foreseeable solution to the conflict is envisaged during 2013, with the crisis entering a new prolonged phase, requiring strategies to be revised with a longer term perspective. As such DRC is now focusing on impact/result scenarios rather than predictive one, as it is likely that many developments may be transient and/or localised.

¹ Figures from SHARP/RRP5

Syria: Context Evolution Scenarios Projection (Note: All the below scenarios can be combined in various ways and might happened at the same time)

	Scenario	Likelihood
1	Conflict lines in Syria will continue to be contested / challenged by the parties to the war, especially so in Deraa, Aleppo and Hassakeh governorates.	High
2	An increasing involvement of Hezbollah fighters alongside Jihadist groups in Syria will increase the occurrence of sectarian violence and lead to incidents of ethnic cleansing.	High
3	Fragmentation of armed opposition groups will increase further making it more complicated to ensure protection of civilians and provide humanitarian assistance.	High
4	Sustained fighting among Kurdish groups as well as between Kurdish groups and Jihadist groups will increase the likelihood of players such as Turkey and Iraq to become more directly involved with the conflict / or see spill over effects of the conflict in Turkey and Iraq.	Medium

Syria Crisis, MENA: Impact Scenarios Projection (DRC's capacity and Population Movement)

	Scenario	Location
1	Massive Refugee Influx	Lebanon
		Jordan
		Iraq
		Turkey
2	Security or Political deterioration preventing expatriates to remain in the field	Syria
		Lebanon
		Jordan
		Turkey
3	Massive Refugee Influx &/or Internal Displacement & Security or Political conditions preventing expatriates to remain in the field	Syria
		Lebanon
		Jordan
		Iraq
		Turkey

In each of the above scenarios, DRC expects that the needs of the displaced and conflict-affected will grow, with significant flows of either existing or new population groups. In many scenarios, there is a distinct possibility of (premature) mass movement, as different population groups move in different directions both within and between countries to areas of perceived political unity and safety. As mentioned, it is envisaged that many changes will be localised and/or transient, and DRC must retain the capacity to respond to an increasingly heterogeneous conflict.

RESPONSE STRATEGY

In response to the Syrian crisis, DRC has adopted a flexible, holistic and beneficiary-centric approach to protection, emergency response and future durable solutions for displacement affected populations. Furthermore DRC strategic priorities evolve with the seasons (winter and summer generates needs that are seasons specific), since the region's severe climate has substantial impact on beneficiaries. DRC's overarching theme for the regional intervention is protection - and working to assist under-served caseloads as close to their point of origin as possible. DRC's extensive regional presence has allowed for the development of contingency plans that remain relevant in any of the potential outcomes analysed, with resources available for relocation to respond to crises as and when they occur.

DRC's MENA response strategy based on 4 pillars:



1) PROTECTION: Rights based approach which supports affected populations based upon vulnerabilities and needs, regardless of their location and status;

2) CORE FOCUS: on DRC's global sectors of expertise;

• Protection	• Humanitarian Mine Action
• Shelter & Non-Food Items	• Armed Violence Reduction (AVR)
• Food Security	• Community Infrastructure & Services
• Education	• Coordination & Operational Services
• WASH	• Income Generation

3) FLEXIBILITY: Coordinated regional approach led by the DRC MENA regional structure via an Emergency Preparedness and Response Plan (EPRP) and targeted advocacy. This is founded upon an extensive operational capacity within all affected countries and the ability to transfer skills and best practices as needed; and

4) CONTEXT ADAPTED: DRC's thorough institutional knowledge of the region and its underlying socio-economic and political paradigms, as well as a conflict sensitive approach in organisation and programming.

ACHIEVEMENTS

Since the beginning of the year, DRC became operational in Turkey which completed DRC operational presence coverage of the 5 main countries affected by the Syrian crisis. Furthermore, several exploratory missions were conducted in Egypt.



DRC's volume of activities has grown more than 150 %, providing assistance to more than 3 million beneficiaries and covering the following sectors:

Food and Non Food distributions, Shelter (Collective and Individuals), Wash, Protection, Capacity building, Livelihood, Education.

DRC has 53 international and 563 national staff working on the crisis in the region, has raised more than 100 million USD and already spent almost 70 % of this amount.

DRC has reviewed its EPRP and develop an ad hoc model of EPRP based in IASC EPRP principles and has started its roll out to the region. Further to that DRC has commenced the establishment of small NFI regional buffer stock mainly for Lebanon and Syria (Cap: 2,500 HH) and has the ambition to increased it to a capacity up to 10,000 Households.

DRC is the chair of the SIRF (Syrian Humanitarian Forum) and DRC is actively involved in all coordination mechanisms with its UN and non UN partners in all countries of operations.

TARGET POPULATION

Refugees, IDPs, returnees, displacement affected communities inside and outside Syria, minority groups (e.g. Palestinian refugees from Syria (PRS)), local NGOs and other humanitarian actors.

EXPECTED OUTCOMES

As one of the leading non UN agencies responding to the Syrian crisis, DRC will continue to further increase its capacity as well as strengthening its own system to cope with the unprecedented growth in needs. DRC is expecting the following achievement towards the end of 2013:

- Winter (2013/2014) needs are appropriately assessed and responded to
- Continuing to provide urgently needed protection and humanitarian assistance to meet the needs of the growing affected population with vulnerability targeting
- Expand the Iraq response to the Syrian refugees in KRG
- Continue assessing situation in Egypt and Libya and deploy appropriate response if needed
- Maintaining DRC's flexible approach in order to efficiently use windows of access opportunity and respond to needs as they arise
- Continue advocating for flexible regional funding
- Continue advocating and supporting for the establishment OCHA-led regional coordination platform for both UN and non-UN agencies
- Stressing to relevant stakeholders the necessity to harmonize assistance as much as feasible throughout the region in order to minimize refugee pull factors

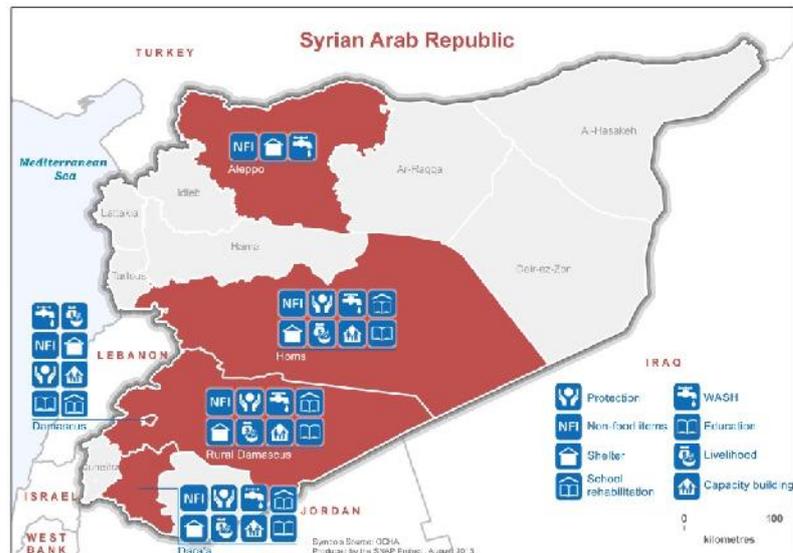
EXPECTED DRC MENA (YEAR 2013) SYRIAN REGIONAL RESPONSE BUDGET (ALL FIGURES IN USD)

Country	Total Funding Needs	Total Raised June 2013	Spent	% Budget already spent	Funding Gap	%
SYRIA	30,000,000	19,252,000	9,912,399	51%	10,748,000	36%
TURKEY	2,500,000	2,298,000	505,817	22%	202,000	8%
JORDAN	12,000,000	5,549,000	4,392,758	79%	6,451,000	54%
LEBANON	120,000,000	78,595,000	58,141,572	74%	41,405,000	35%
IRAQ	6,000,000	304,000	23,949	8%	5,696,000	95%
TOTAL	170,000,000	105,998,000	72,976,495	69%	64,002,000	38%

COUNTRY DETAILS

SYRIA

Within the Syrian Arab Republic, the Danish Refugee Council has responded to the Syrian crisis since June 2012 in its main areas of operation: Rural Damascus / Damascus, Homs, Dara'a and Aleppo. Aside from these areas, DRC continues to address emergency needs, as they arise, in other areas throughout Syria, such as Hama; Deir Azour; Idlib, Swella etc. DRC's emergency response focuses on provision of NFIs and communal shelter rehabilitation with a strong WASH focus.



During the first 6 months of 2013, DRC has reached more than 450,000 beneficiaries with NFIs making DRC the biggest INGO in terms of scale of emergency response. As for rehabilitation of shelters, the DRC envisions to rehabilitate more than 50 communal shelters for displaced populations in 2013.

Where possible, DRC links its relief provisions with recovery efforts, meaning conflict affected populations gain access to DRC protection; counselling and skills development services through its 6 field structures in the country. These field structures, providing assistance to more than 3,000 people per month, also ensure referral to other actors for health and direct cash assistance, enabling DRC to ensure a comprehensive support. For more durable support, DRC delivers educational and vocational activities monthly to minimum 5,000 students and teachers as well as evacuation and risk education / safety trainings through the Ministry of Education and DRC Community Structures.

SECTORS OF INTERVENTION

SECTOR	DESCRIPTION
Community Services	6 community centres: Damascus (4), Homs (1) Dara'a (1) – providing services to Syrian and refugee populations. Skills development; counselling; out-reach livelihood activities and educational support to drop-out from schools.
Protection	Legal counselling and protection support through community centres and direct interventions in court. Focus areas: Freedom of movement / renewal of official documents; Child protection; Gender Based Violence.
Education	Quality Education: programme support to schools: remedial classes; learning difficulty / drop out students; psycho social support. Rehabilitation and equipment support to schools. Integration of displaced children into the formal educational system.

Humanitarian Mine Action	Provision of Mine Risk Education by DDG specialists for schools through the Ministry of Education and its Community Structures. Evacuation and Safety Awareness at schools.
Vocational Training and Livelihood	Vocational training and on-the-job training (internships) through private Institutes; Ministry of Education and UNRWA structures. Business development and income generation support.
Shelter & Non-Food Items	Collective shelter rehabilitation. NFI distributions: essential household items for displaced and conflict-affected people throughout DRC's key areas of intervention.
WASH	WASH interventions in communal shelters and with host populations; hygiene kits distributions to displaced and conflict-affected people; mobile shower and toilet units in collective shelters.

TARGET POPULATION: 1 MILLION PEOPLE

TYPE	TARGET
Conflict affected and / or displaced individuals	1 million with NFIs.
Displaced populations	20,000 beneficiaries assisted by shelter rehabilitation and WASH
Displaced and refugee populations (70 / 30 %)	70,000 people receiving community / protection services as well as educational support.

ESTIMATED FUNDING NEEDS: 30,000,000 USD

TURKEY

Since January 2013, DRC has largely focused its efforts on the non-camp Syrian refugees and affected host communities in south/south-eastern Turkey, while also supporting coordination efforts by NGOs present in Turkey. Interventions target assistance in the following sectors: protection/community services; civil society development; coordination services, and, in the pipeline for 2013, non-food item distribution.



DRC largely works through partners, Support to Life (STL) and the International Middle East Peace Research Centre (IMPR) in the two key provinces of Hatay and Sanliurfa. DRC provides specific technical expertise to support and build capacity of these organizations to ensure effective response to needs/gaps of Syrian refugees in Turkey. DRC also supports outreach activities and support in Gaziantep and Kilis provinces as needed.

SECTOR	DESCRIPTION
Protection/Community Services	Community centres primarily in two main areas (Hatay and Sanliurfa) serving as hubs for: psychosocial, life skills and rehabilitative support; risk education; information counselling and referral; intercultural activities targeting both refugee and host populations; legal counselling in line with GoT messaging and policies. Centre activities are supplemented with outreach activities. It also includes Provision of Mine Risk Education (MRE) by DDG specialists. Further to that, two MRE teams were established to conduct out-reach activities and training sessions with identified target groups.
Non-food Items	Delivery of basic and critical non-food assistance (mattresses, blankets, kitchen sets, etc.) to new arrivals.
Civil Society Development	Closely working and collaborating with national partners to enable transfer of knowledge and skills in DRC's areas of expertise through regular formal trainings and one-on-one mentoring support.
Coordination Services	Providing information management and coordination services for NGOs operating in Turkey to ensure adequate information-sharing and appropriate responses to the crisis.

TARGET POPULATION: 24,000 INDIVIDUALS; OVER 35 NGOs

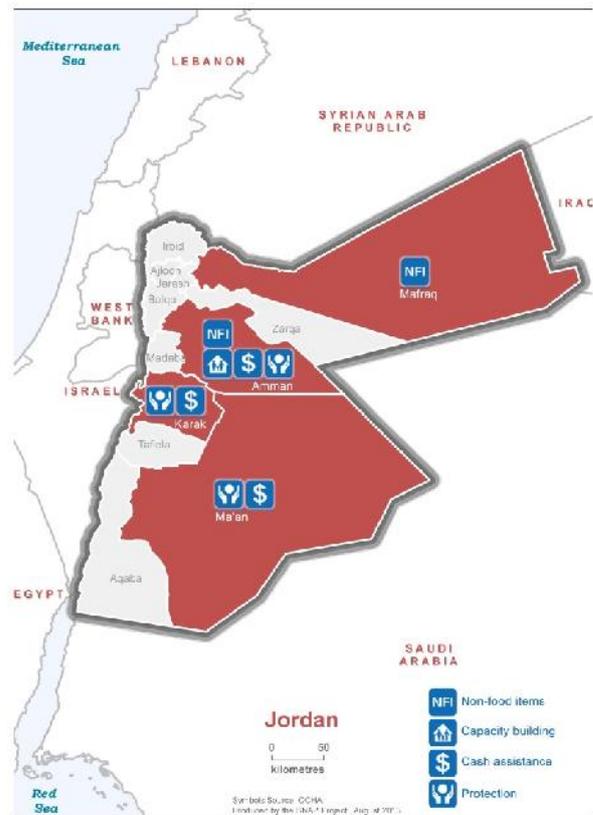
TYPE	TARGET
Refugees	20,000
Host communities	4,000

ESTIMATED FUNDING NEEDS: 2,500,000 USD

JORDAN

In response to the immediate needs of the Syrian Refugees and the hosting communities affected by the Syrian crisis, DRC Jordan is developing its intervention across four primary sectors of intervention: income generation through cash assistance, non-food items distribution, comprehensive protection information provision and referral, and civil society capacity building and empowerment. DRC Jordan has already reached more than 80,000 individuals and is currently:

- ❑ Providing cash assistance in Amman and southern Jordan (Amman, Karak, Ma'an, Tafileh Governorates) for Syrian Refugees incapable of coping with financial shocks with additional support to the local displacement-affected populations;
- ❑ Supplying refugees living in urban areas with critical non-food items, with a particular focus on winterization;
- ❑ Mitigating tensions between host community members and Syrians over resource allocation and growing economic pressures through livelihoods activities for the Jordanian population;
- ❑ Developing a comprehensive referral mechanism with the cooperation of other INGOs, government services, and NNGOs in Amman and southern Jordan to provide refugees with access to critical referral, protection and legal information in decentralized locations through mobile outreach teams and, in Amman, through an established Information Centre;
- ❑ Building the capacity of the Jordan Hashemite Charity Foundation (JHCO) to facilitate a more efficient and effective national emergency response in accordance with international humanitarian principles.



SECTORS OF INTERVENTION

SECTOR	DESCRIPTION
Protection	Legal assistance and referrals
Non-Food Items	NFI assistance to refugees in non-camp settings
Income Generation	Provision of emergency cash assistance and livelihoods
Civil Society Development	Capacity building of local NGO

TARGETED BENEFICIARIES

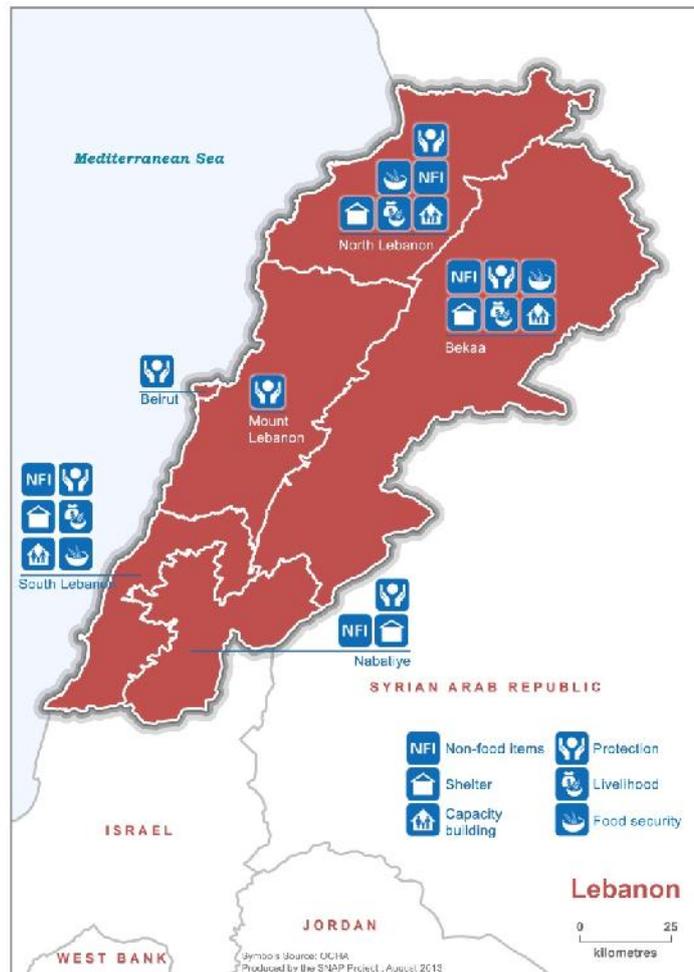
TYPE	TARGET
Refugees	156,680 individuals
Hosting communities:	26,900 individuals in Amman, Karak, Ma'an and Tafileh

FUNDING NEEDS: \$12,000,000

LEBANON

DRC Lebanon is strengthening the emergency response to the Syrian crisis in all 5 areas (North Bekaa, Central-West Bekaa, Akaar, Tripoli and South Lebanon), to adjust to the evolving needs of the displacement affected populations. The program focus is on 4 major sectors: 1) Food and NFIs, 2) Protection, 3) Shelter and 4) Community development and livelihoods. The exponential increase of displaced Syrians (quadrupled in the first 6 months of 2013) is estimated at 658,831 in July 2013. This caseload requires a targeted approach to distribution for which the DRC has been advocating for over a year. This is in addition to an urgently needed shift to cash transfer modalities for both cost-effectiveness and refugee dignity. Furthermore, the increasing tension between refugees and host communities requires targeted peace building and local development initiatives. As in 2011 and 2012, DRC intends to continue assisting the UNHCR registered population as well as the increasingly vulnerable unregistered groups. These demographics include new arrivals, Palestinian refugees from Syria, Syrian minorities, and Lebanese vulnerable hosting communities.

Geographically, DRC will expand its capacity and coverage in North Bekaa and South Lebanon, while consolidating the response in the other three areas.



To better prepare for future emergencies, DRC Lebanon has designed an internal contingency plan through field offices and in coordination with different UN agencies and stakeholders. Finally, DRC is positioning most of its regional contingency buffer stocks in Lebanon.

SECTORS OF INTERVENTION

SECTOR	DESCRIPTION
Food and NFIs	Food intervention for registered and unregistered populations. Non-Food assistance (mattresses, kitchen sets, cooking stoves, etc.) provided in the 5 areas of intervention, including winterisation (up to March 2013) such as heating fuel, stoves, blankets and clothes. Emergency preparedness: pre-positioning of essential items (food, mattresses, blankets) for potential massive influx response. Winterisation assistance for October – December 2013 is being prepared with partners.
Protection	Protection monitoring and case management, SGBV interventions and child protection. Support to persons with

	special needs / extremely vulnerable individuals. Unconditional cash assistance: Direct cash assistance to already identified Extremely Vulnerable Individuals in the 5 regions.
Shelter	Collective shelter rehabilitation, shelter boxes, tented settlements and emergency preparedness.
Community development and livelihoods	Community centers, Quick-Impact Projects, Community Support Projects, cash for work, vocational training and collective center management.

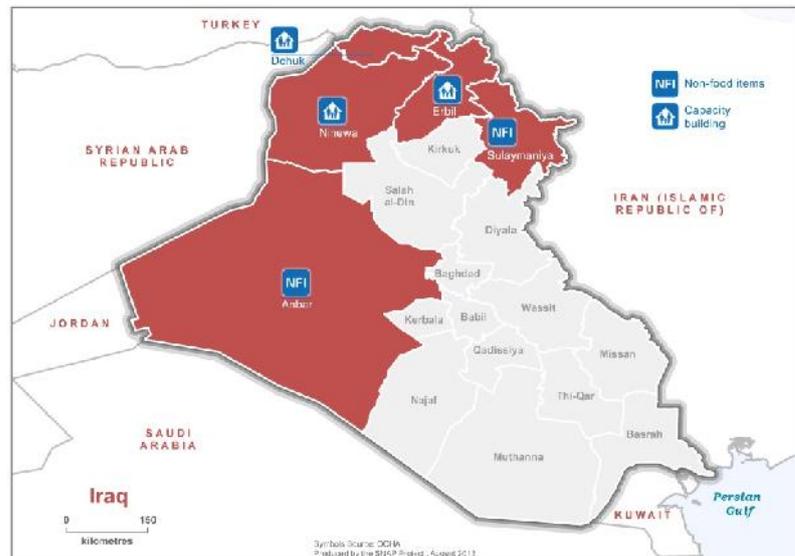
TARGETED BENEFICIARIES: 622,000 INDIVIDUALS (MONTHLY TARGET)

TYPE	TARGET
Registered refugee population (monthly assistance)	Approximately 316,000 individuals across 5 regions (Tripoli+5, Akaar, North Bekaa, Central-West Bekaa and South Lebanon).
Unregistered population (one-off assistance)	290,000 newly arrivals in the 5 areas
Displacement-affected host communities	Lebanese hosting and/or vulnerable families: 16,000 individuals

FUNDING NEEDS: \$120,000,000

IRAQ

With increasing needs among Syrian refugees throughout northern Iraq, DRC is scaling its response to address the myriad needs. DRC's response is currently focussed on protection outreach, emergency cash assistance to the most vulnerable combined with capacity building of local stakeholders and Governorate Emergency Cells. Over 1,500 Syrian refugees are supported through emergency Non Food Items (NFIs) in Anbar, Sulaymaniyah and Erbil.



In 2013, DRC provided NFIs to meet the urgent needs of Syrian refugees in 3 governorates of Iraq: Anbar, Erbil and Sulaymaniyah

- In Sulaymaniyah and Erbil; 1,000 vulnerable Syrian women and children received hygiene and sanitary kits
- In Erbil, 500 baby and infant kits were provided to Syrian families to assist in meeting their children's needs. Kits included baby feeding bottles, diapers, and baby napkins.
- In Al' Qaim Refugee Camp, DRC distributed medical equipment and wheelchairs to 35 persons with disabilities and some 50 hygiene kits.

Funds are actively being sought to increase assistance in Erbil, Sulaymaniyah and Dohuk governorates, noting the greatest presence of displaced Syrians in these governorates. DRC will also assist the increasing number of Iraqi refugee returnees. DRC will seek to intervene in the following key sectors:

SECTORS OF INTERVENTION

SECTOR	DESCRIPTION
Community Infrastructure & Services	The Governorate Emergency Cells (GEC) are the only recognised governorate-level humanitarian coordination mechanism in Iraq. Since 2007, DRC has built the capacity of GECs in 16 of 18 governorates of Iraq. DRC will support GECs in their coordination capacity to prepare for a larger influx of Syrians and returning Iraqis.
Unconditional cash assistance	Direct cash assistance to Extremely Vulnerable Syrians and host communities in the 3 northern governorates.
Protection	DRC will establish emergency response systems within selected implementing partners, with a specific emphasis on building skills in protection monitoring as such protection capacities are generally weak in Iraqi civil society. This will be complemented by protection outreach to access remote and underserved Syrian populations.
Vocational Training and	Vocational training and on-the-job trainings (internships) to

Livelihoods	support Syrians access sustainable livelihoods. This will also encompass business development and income generation support.
Shelter and NFIs	DRC will make a rapid assessment of public infrastructure facilities for both Syrian refugees and Iraqi refugee returnees and prioritize rehabilitation programmes accordingly. This will provide long-term shelter improvements for refugees and returnees living in such facilities and be sustained for the Iraqi population after the crisis has concluded.
Humanitarian Mine Action	DRC will assess the involvement of the Danish Demining Group (DDG) to provide risk education for Syrians. DDG has provided Mine Risk Education and Demining services in Iraq since 2003.

TARGET POPULATION: 30,000 REFUGEES

TYPE	TARGET
Refugees	30,000 individuals

ESTIMATED FUNDING NEEDS: 6,000,000 USD

NOTES ON LIBYA

Syrian refugees in Libya are part of a mixed-migration influx and are covered under DRCs general protection monitoring and legal aid program in Tripoli. By May 2013, UNHCR has registered 9,6101 Syrian refugees in Libya while the total estimated number of Syrians in Libya being about 100 000. The Syrian refugee caseload in Tripoli is relatively low as they are concentrated in Misratah city, yet families are seen scattered and identified elsewhere, e.g. in Tripoli and Sabha where DRC is also present with operations.

DRC continues to support Syrians in Libya as part of its overall programme. In the past year DRC has provided 211 legal consultations to the caseload and made 35 individual referrals based on the results of individual protection assistance (IPA) programming. Identified humanitarian needs remain for clothes, blankets, mattresses, small cookers and hygiene kits.

DRC opened 35 legal cases for Syrian refugees to assist with documentation.

322 Syrian refugees were covered as part of DRC protection monitoring visits. An additional 37 individual monitoring visits were provided to Syrian refugees.

On on-going survey of mixed migrants in Libya has interviewed 39 Syrian refugees. (The majority of the Syrians are in the age range of 30-40.

NOTES ON EGYPT

DRC has made a number of missions to Egypt to determine the needs for humanitarian interventions there. The Egyptian government has welcomes a commitment from DRC to apply for registration. During the registration process, DRC will continue to monitor the situation of Syrians (and other displaced) in Egypt to determine whether urgent action is required through the use of local partners.