

EU Regional Trust Fund in Response to the Syrian Crisis, the 'Madad Fund'



State of Play and outlook 2016

1. Context

In 2015, the Resilience Pillar of the Regional Refugee & Resilience Plan in response to the Syria Crisis (<http://www.3rpsyriacrisis.org/>) was even more underfunded than the humanitarian refugee pillar: while [overall funding against the 3RP is reported at 64%](#), only some 30% of the USD 2 billion resilience needs were funded. **For 2016, [the 3RP now appeals for almost USD 2.5 billion](#) for the ever more important resilience pillar alone, an increase of 25%.**

In response to these resilience needs and dramatic funding gaps, the **overall objective of the EU Trust Fund is to reach a total volume of EUR 1 billion** to provide a coherent and reinforced aid response to the Syrian crisis on a regional scale, responding primarily in the first instance to the needs of refugees from Syria in neighbouring countries, as well as of the communities hosting the refugees and their administrations, in particular as regards **resilience and early recovery. The Trust Fund focuses on non-humanitarian priority needs and may also be adapted to finance transition and reconstruction needs in a post-conflict Syria.**

In its [Communication](#) of 23 September with proposals on [Managing the refugee crisis](#) the Commission i.a. proposed a substantial increase of funding in support of Syrian refugees and their host countries through the EU Regional Trust Fund in Response to the Syrian Crisis, the 'Madad Fund':

*"Increasing support for Syrian refugees: The Commission will propose next week to reinforce the European Neighbourhood Instrument (ENI) in 2015 by €300 million to allow an increase of the EU Regional Trust Fund in response to the Syrian crisis and provide assistance to third countries hosting refugees from Syria. Together with a further reorientation of funds from the Instrument for Pre-Accession, this will allow the total EU level funding for the Trust Fund in this phase to reach more than **€500 million**. Member State contributions should match the EU funding: so that the Fund would reach a total of at least **€1 billion**. This would be a powerful global demonstration of the EU's commitment to help Syrian refugees."*

This was echoed in the [statement of the Informal meeting of EU heads of state or government on migration](#) the same day: "We ask the EU institutions and our Governments to work speedily on the Priority Actions proposed by the Commission. We want operational decisions on the most pressing issues before the October European Council, along the following orientations:

- assist Lebanon, Jordan, Turkey and other countries in dealing with the Syrian refugee crisis, including through a substantial increase of the EU's Regional Trust Fund in response to the Syrian Crisis ("Madad Fund");"

and in the [Declaration of the High-level Conference on the Eastern Mediterranean - Western Balkans Route](#) on 8 October: "34. The **EU Regional Trust Fund in Response to the Syrian Crisis** can improve efficiency, flexibility and speed of delivery of EU support across the neighbouring countries affected by the Syrian crisis in order, inter alia, to increase resilience of affected communities. The extension of the scope of the Trust Fund to the Western Balkans is being proposed and additional contributions are being considered."

2. State of play

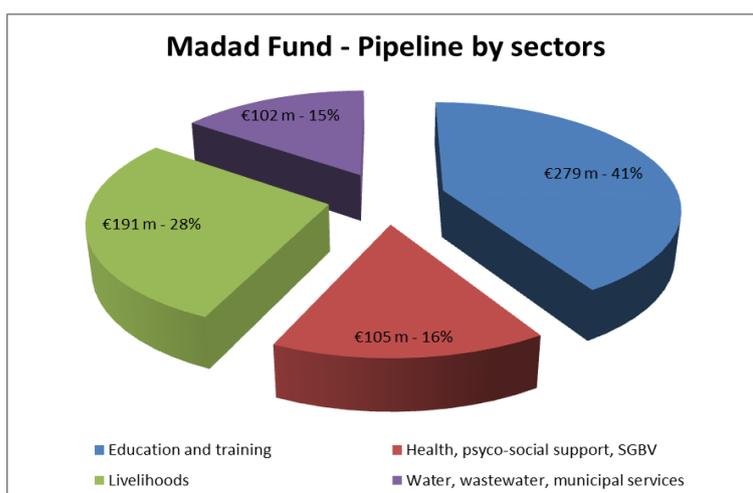
The **EU Trust Fund** [was launched one year ago](#) to provide a regional response to a regional crisis, thus enabling the EU and its Member States to jointly intervene, flexibly and quickly, in response to shifting needs. It is now of the main EU instruments to respond to the forced displacement crisis in the region. **So far, EUR 650 million have been committed to the Trust Fund**, including EUR 570 million from the EU budget (ENI: EUR 381 million, IPA: EUR 173 million, DCI: EUR 16 million). **19 EU Member States are contributing an additional EUR 60 million.**

The Fund is also open to all other international donors. Turkey has provided almost EUR 25 million in co-financing for reoriented IPA I funds. The Commission has proposed that the Trust Fund's scope be expanded to also cover **support to IDP's in Iraq** fleeing from the interlinked Syria/Iraq/Da'esh crisis, to provide flexibility to support affected countries also with hosting non-Syrian refugees, and to [provide support in the Western Balkans to non-EU countries affected by the refugee crisis](#).

EUR 390 million has already been committed for programmes in support of basic education and child protection, training and higher education, better access to healthcare, improved water and waste-water infrastructure, as well as support to resilience, economic opportunities and social inclusion. In the second board meeting on the 1st of December 2015, the Fund's Operational Board welcomed 7 new Member States and [approved EUR 350 million for urgently needed aid to 1.5 million refugees and overstretched host communities](#) in Lebanon, Turkey, Jordan and Iraq - the **single biggest EU measure** in response to the Syrian refugee crisis to date.

A €140 million education programme provides a massive scale-up of support to the Ministries of Education in Turkey, Lebanon and Jordan to enable them to **enrol an additional 172,000 refugee children in school**, while also providing for accelerated learning programmes, non-formal and early childhood education and child protection activities. It comprises 3 levels of action: (i) a multi-country programme with UNICEF focusing on Lebanon and Turkey, (ii) several multi-country actions by European NGO groupings focusing on retention support, non-formal and early childhood education, and (iii) additional direct support to the Jordanian Ministry of Education. Together, these actions will **target up to 587,000 school-age children and adolescents that are currently out-of-school**. As a result the EU Trust Fund financing will **close the remaining gap to achieve the long pursued goal of bringing 1 million Syrian refugee children into education this school year**.

A €130 million resilience & local development programme responds to the urgent need of improving economic opportunities for refugees and vulnerable host communities beyond dependency on humanitarian relief. It will be implemented through a mix of single-country and multi-country activities by European NGOs, EU Member States development agencies, and the Red Cross/Red Crescent movement. **The programme will target more than 200 communities and 400,000 people across the region and notably in Turkey**, addressing basic financial needs of vulnerable families, engaging unemployed and disillusioned youth through work, skills development and community engagement in preparation of a future return to Syria, while also mitigating tensions between host and refugee communities.



A €55 million health programme aims to widen and enhance access of refugees across the region to primary, secondary and tertiary health care, psycho-social support, and protection from sexual and gender-based violence. It will reach and benefit at least 700,000 refugees with a focus on Turkey and Lebanon. In addition, specific healthcare support is foreseen in northern Iraq.

€25 million will be used for a **water, sanitation and hygiene programme** helping Syrian refugees and host communities in Jordan and Lebanon, where the needs for supporting municipal water and wastewater services are biggest. It is expected to benefit up to 1 million people.

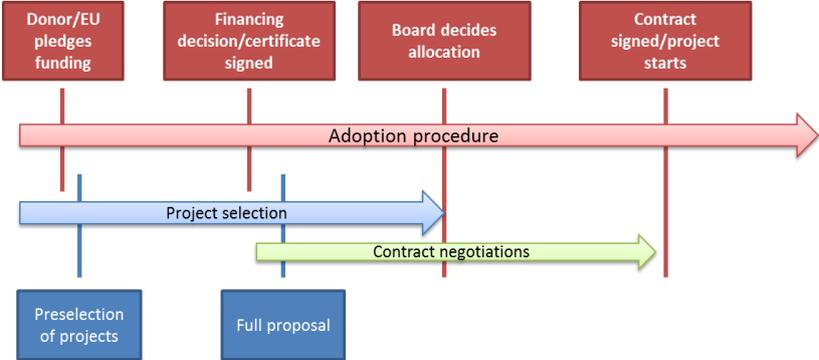
In partnership with the host governments, all these actions will be fully aligned and implemented in accordance with the refugee crisis response plans of the affected countries, in particular the [Jordan Response Plan 2016-2018](#), the [Lebanon Crisis Response Plan](#), and the national plans in [Turkey and Iraq, as part of the regional UN refugee and resilience response framework](#) in this regard.

The funds already committed to the Trust Fund in early 2015 (€38 million EU budget, €3 million Italy) were immediately allocated by the [first Board meeting on 29 May for three programmes on education, food security and livelihoods](#). Almost half of these funds are financing actions in Turkey (€17.5 million). With the EUTF funding UNICEF and the Ministry of Education (€12.5 million) can ensure since early September that more than **200,000 Syrian refugee children benefit from Arabic teaching**, psychosocial support, educational materials and refurbished school facilities. With €5 million funding for WFP and the Turkish Red Crescent, we have extended until April 2016 the **provision of monthly food vouchers to 41,000 Syrians refugees** in three major camps complementing in this way the on-going EU humanitarian assistance, and helping to limit disruptions in aid delivery.

The remainder of the €41 million is contracted for a [regional higher education and training programme](#) to create new learning opportunities for up to 20,000 young Syrians in Turkey, Lebanon, Iraq, and Jordan, starting already with the academic year 2015/16; and to improve [livelihoods of refugees and host communities](#) in Jordan and Lebanon, supporting up to 90,000 beneficiaries. For these two programmes we partner with groupings of European NGOs and development agencies from several EU Member States. **On 29 May, the Madad Fund Steering Board also issued the Fund's initial strategic orientations** based on the EU Regional Strategy for Syria/Iraq **adopted by the EU's foreign ministers in March 2015**.

3. Fast, effective and efficient delivery

As the Fund's Operational Board can adopt 'Action Documents' for programmes on the basis of financial commitments, the Fund can **negotiate and sign contracts soon after the Board meeting**. Therefore, from the moment a donor or the EU commits funding and the Board decision to use it, to the project starting in the field, the Fund can move much faster than under normal bilateral cooperation modalities or other Trust Funds, depending on the timing.



A permanent observer in the operational board is the [Syria Recovery Trust Fund](#) to ensure complementarity of funding decisions for actions in Syria. Other partners are invited as observers on a case-to-case basis, including beneficiary countries, the UN or donors who have pledged support but not having yet signed their contribution certificate.

The Fund is also flexible and can quickly react to new crises and displacements should these occur, because it is not bound by fixed country programmes or allocations. The Board can direct funding at short notice where they are most needed. Also, the **overhead costs (management fee) of the Trust Fund is limited to a maximum of only 3%**, which is a competitive and reasonable rate.

A special **Fund-wide M&E programme will be launched soon**. With a rapidly increasing portfolio, regular monitoring on implementation and attained results becomes central. In addition, a **communication campaign** will be launched to **ensure good visibility for the Trust Fund and its donors**. This would serve the purpose to **boost public and political awareness that we are delivering on our London commitments** to better support refugees and their host communities.

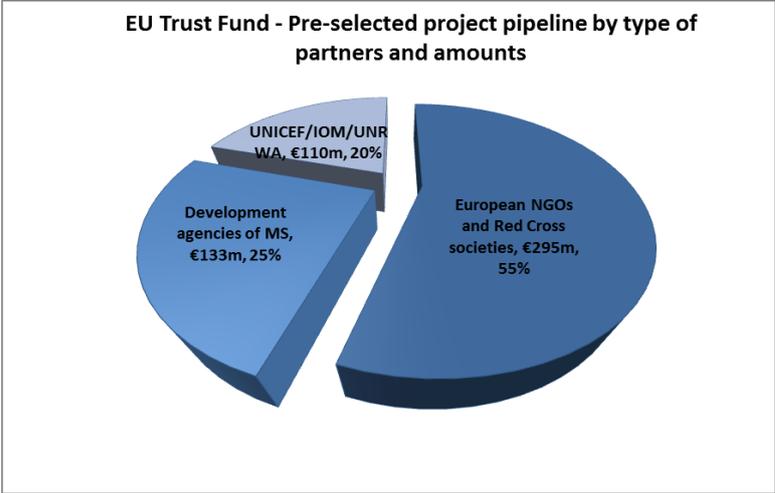
The Fund can also ensure the necessary **quality control of programmes** before recommending a program for funding to its Operational Board through the established and tested EU Commission Quality Review procedures for any EU development programme. This upstream procedure ensures that colleagues from many EU services (EEAS, ECHO, DEVCO, HOME, NEAR, EU Delegations) are fully involved upstream. **Fund donors are also involved early on**, and receive action documents for the Board two weeks before for their comments and inputs.

The **Trust Fund Management** is ensured by the European Commission/DG NEAR, who has so far made available from its own resources staff for operations, financial management, field presence and accounting without charging these costs to the Fund. With the massive increase in funding in the last months, more staff is now being recruited, i.a. for a stronger field presence in Lebanon, Jordan, Turkey, Iraq and the Western Balkans, and also in Brussels, to better serve donors in the Board, relations with partner organisations, ensure rapid and sound financial management and communications.

4. Europe as donor and doer

The Trust Fund has already built up a delivery pipeline of around 30 large programmes for an overall amount of around EUR 570 million, amply covering the sectors and budget already approved by its Board.

This project pipeline includes more than 20 potential actions by European NGO groupings for EUR 240 million, joint proposals by several EU Member States development agencies for EUR 133 million, a potential action by the Danish Red Cross and IFRC for up to EUR 55 million, and the [Fund's partnership with UNICEF for education exceeding EUR 100 million](#). Some additional actions from IO's complete the picture.



Fund management invested substantial time and effort in recent months to encourage and build up these capacities, with considerable success: up to 75-80% of the Fund's volume can be implemented via European partners (agencies, NGOs, Red Cross societies) and the host countries themselves, while around 20-25% is delivered via the UN system, largely due to the partnership with UNICEF on education.

The Fund sees the **UN as a strategic partner** in the international response, and not just as an implementing agency. As decided with the EU Member States in its [constitutive agreement](#), the Fund has a priority for leveraging donor and partner country capacities for aid delivery. But it also works with the UN where there is a clear added value and mandate (e.g. education/UNICEF).

5. Conclusion

The Madad Fund's focus on the mid- to long-term resilience support to refugees and host communities alike not only brings the urgently needed complement to humanitarian relief assistance, it also serves the two main strategic objectives of the international response as reaffirmed by the [London conference](#):

- **Stabilise the overstretched host countries** (Turkey, Lebanon, Jordan, Iraq)
- **Reduce the pull factors and root causes of the migration crisis** (in the entire region)

With its target of EUR 1 billion in funding, it is therefore the appropriate instrument for an effective and joint response by the EU, its Member States, and other donors in the coming months and years to the migration crisis and the displacement and destabilisation caused by the conflict in Syria and Iraq.

Annex: Overview of commitments for the Madad Fund

More information on the Madad Fund's webpage:
http://ec.europa.eu/enlargement/neighbourhood/countries/syria/madad/index_en.htm

EU and Member States' contributions and pledges to the EU Regional Trust Fund in Response to the Syrian Crisis, the 'Madad Fund'	
Last updated on February 11 th , 2016	
Austria***	11,50
Belgium	
Bulgaria*	0,10
Croatia	
Cyprus	
Czech Republic*	5,00
Denmark*	10,00
Estonia*	0,25
Finland*	3,00
France	3,00
Germany*	5,00
Greece	
Hungary*	3,00
Ireland	
Italy**	5,00
Latvia*	0,05
Lithuania*	0,10
Luxembourg	
Malta*	0,02
Netherlands	5,00
Poland	3,00
Portugal*	0,20
Romania*	0,08
Slovakia	3,00
Slovenia	
Spain	
Sweden*	3,00
United Kingdom	
Total contributed & pledged from MS	60,30
Contribution from the EU budget	570,00
Total EU	630,30
Turkish co-financing for IPA I package	24,60
Total overall incl. Turkish co-financing	654,90
Target	1000,00
Shortfall	345,10
* Already paid in	
** Already paid in €3 million and pledged €2 million for 2016	
*** Already paid in €3 million and committed €8.5 million for 2016	