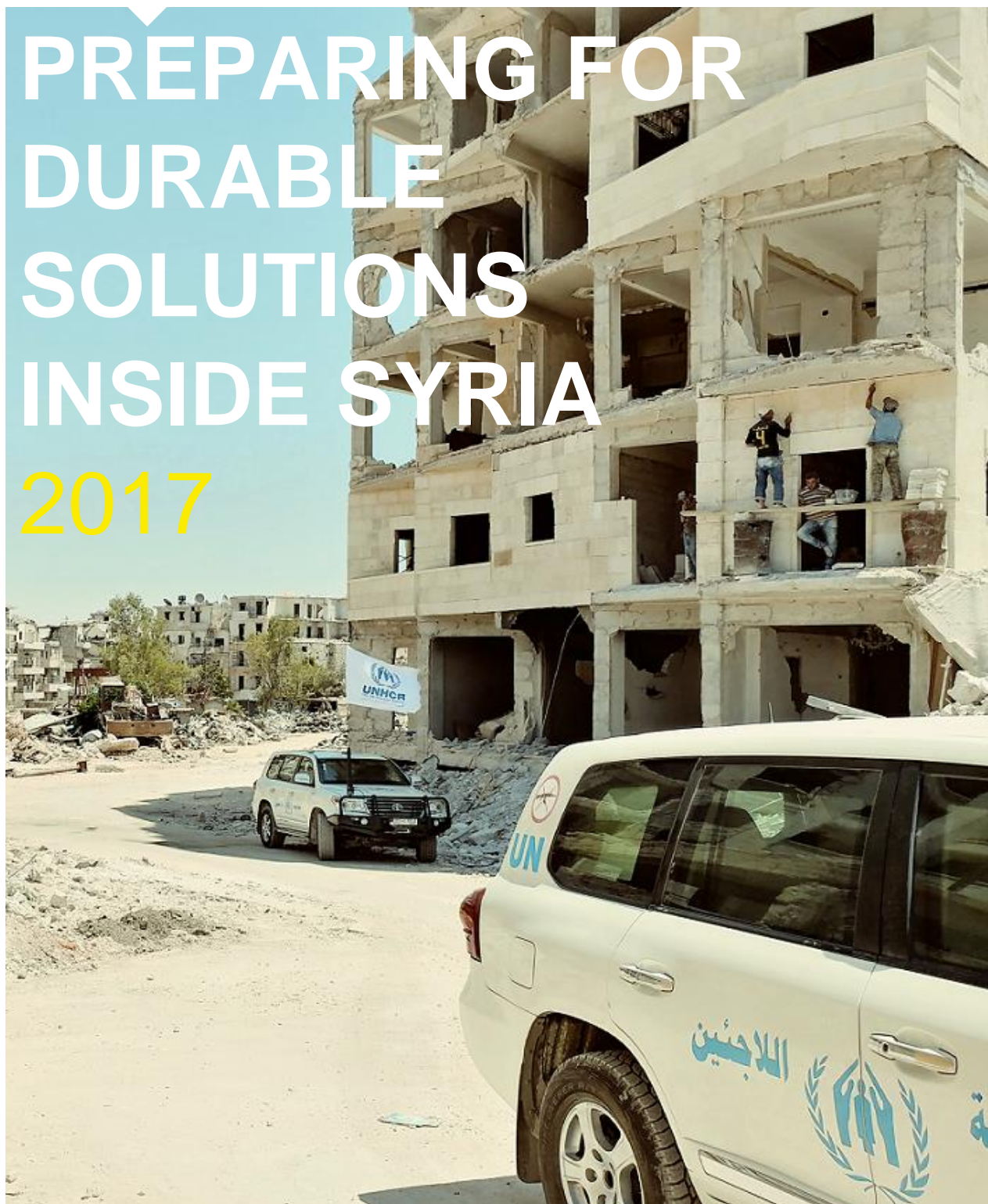


PREPARING FOR DURABLE SOLUTIONS INSIDE SYRIA

2017



Supplementary Appeal

August– December 2017

SEPTEMBER 2017

COVER PHOTOGRAPH:

UNHCR's owner-oriented shelter response programme aims to strengthen the living environment for those returning to their homes, Aleppo, Syrian Arab Republic (Syria), July 2017.

After four years of fighting, the scale of destruction in Aleppo is massive. Buildings that once housed apartments and businesses have been reduced to shells by aerial bombardment, rockets, and artillery attacks. Some families have settled with friends and family. However, many thousands are sheltering in damaged buildings or informal settlements, with many thousands more returning to their damaged houses rather than continuing to stay in collective shelters. Under its shelter programme, UNHCR is leading a coordinated shelter sector response targeting nine neighbourhoods to repair 3,000 apartments. Three of those prioritized neighbourhoods are also being assisted in coordination with the WASH and early recovery sectors, given the widespread damage to infrastructure as a direct consequence of the urban warfare and the interconnected rehabilitation interventions necessary to allow for sustainable return.

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At a glance

UNHCR is working to improve conditions for future return inside Syria

Between January and July 2017, over 600,000 IDPs and 26,300 refugees have reportedly returned spontaneously to their homes in the Syrian Arab Republic (Syria). Given this notable trend, UNHCR is scaling up its operational capacity inside Syria to better respond to the needs of those returning home, and to improve conditions in return areas for future large-scale refugee returns.

UNHCR has therefore revised its 2017 financial requirements and operational response inside Syria, as outlined in this Supplementary Appeal. As part of the overall UN response inside Syria, the Office will expand its humanitarian and protection response to monitor return movements, improve shelter conditions, and assist in the rehabilitation of social infrastructure and basic essential services, all in close coordination with respective sector lead agencies and partners.

In countries of asylum, the Regional Refugee and Resilience Plan (3RP) continues to be the main regional coordination and planning tool to address the protection and resilience needs of Syrian refugees, covering Egypt, Lebanon, Iraq, Jordan and Turkey.

UNHCR is appealing for an additional **\$156.2 million¹** to the \$304.2 million initially requested to adequately address the needs of returnees in Syria and scale up its operational and protection capacity.

FINANCIAL REQUIREMENTS OVERVIEW



■ ExCom Budget and subsequent adjustments for the Syria Situation ■ Additional requirements

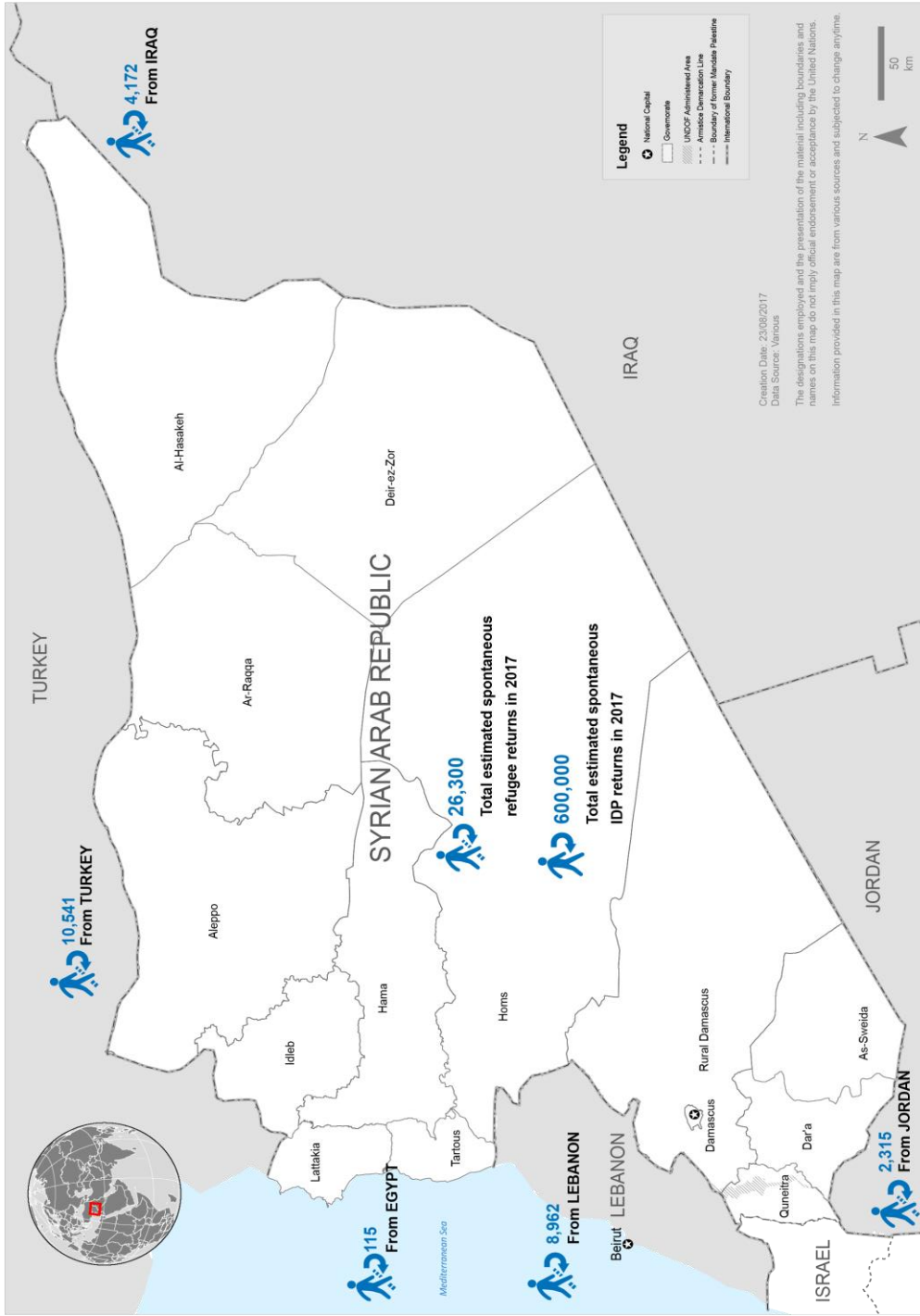
¹ All dollar signs denote US dollars. This total includes regional and global activities, and support costs (7 per cent).

Map



Syria Situation

Estimated Spontaneous Syrian Refugee and IDP Returns up to end July 2017



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.
 Printing date: 23 Aug 2017 Sources: UNHCR, IOM Author: DOIA Feedback: syrport@unhcr.org File name: Syrians Returnees Map 23 Aug 2017

Overview

The Syria crisis has displaced more than 5.1 million Syrian refugees into Turkey, Lebanon, Jordan, Iraq and Egypt. In addition, there are an estimated 6.3 million IDPs within Syria. The security situation is still fluid, and complex patterns of displacement continue, with some areas of relative stability emerging. UNHCR is seeing a notable trend of spontaneous or self-organized returns, with an increasing number of IDPs returning to their places of origin including in East Aleppo, Homs, and Rural Damascus Governorate.

UNHCR is carefully monitoring political and security developments inside Syria. Notwithstanding the possible opportunities for peace and stability that the Astana and Geneva talks are creating, conditions for refugees to return in safety and dignity are not yet in place and UNHCR neither promotes nor facilitates refugee returns to Syria from host countries at this time. However, since self-organized returns are already underway, UNHCR is bolstering its monitoring and analysis capacity in neighbouring countries, together with Communication with Communities systems, to ensure refugees are well informed should they choose to return in a self-organized manner. Preserving access to asylum, ensuring the ability and conditions for refugees to stay, and maintaining funding in host countries remains crucial given the ongoing instability within Syria and continued need for international protection. Similarly, there is a critical need to continue to implement an effective IDP response inside Syria due to ongoing and new displacement, as well as to maintain contingency capacity for potential renewed large scale outflows of refugees to neighbouring countries should the situation within Syria deteriorate.

Inside Syria, UNHCR and its partners are already engaged in providing immediate area-based assistance to IDP returnee households. That includes legal aid, a range of community-based protection services, provision of core relief items and shelter projects in return areas, within the parameters of UNHCR's IDP footprint. However, given the unpredictable and often political evolution of the situation, the number of the self-organized return of IDPs and refugees in 2017 has surpassed planning figures included in UNHCR's 2017 operational plan, which is in line with the strategic objectives of the interagency 2017 Humanitarian Response Plan (HRP).

To adequately address the needs of returnees and to help to improve conditions in potential return areas, UNHCR is therefore issuing this Supplementary Appeal to bolster its assistance to returnees as well as its operational preparedness. An initial focus will be on supporting persons who have returned and investing in creating conducive conditions in return areas where hostilities have sustainably ceased, humanitarian access is in principle possible, and displaced Syrians are returning for a variety of reasons. In parallel, the Office will ensure protection and access to basic services for those refugees who have chosen to undertake self-organized return.

Populations of concern

The IDP population planning figure is estimated at 6.3 million in the 2017 Humanitarian Response Plan (HRP) for Syria. Between January and July 2017, the IDP return figures have been placed as high as 600,000², and while exact numbers are difficult to confirm, in some areas spontaneous returns are clearly visible. Further significant returns of IDPs are expected to take place by the end of 2017.

From UNHCR's border monitoring and continuous reception and registration process in a number of countries of asylum, an estimated 70,000 Syrian refugees returned spontaneously or in a self-organized manner in 2016, mainly from Turkey to northern Syria, while some 26,300³ returned between January and July 2017. Based on the current reported trends, UNHCR is preparing for the possibility of the return of up to 1.1 million IDPs and Syrian refugees to their homes in Syria by the end of 2017.

OPERATION		DISPLACED POPULATIONS	PROJECTED POPULATIONS
		<i>as of July 2017</i>	<i>As of 31 December 2017</i>
SYRIA	Syrian refugee returnees	26,300	100,000
	Syrian IDP returnees	600,000	1,000,000
TOTAL		626,300	1,100,000

² Needs and Population Monitoring (NPM), Mobility Dynamic and Services Monitoring, Syrian Arab Republic, August 2017.

³ UNHCR, Update: Durable Solutions for Syrian Refugees, 7th August 2017, available at <http://data.unhcr.org/syrianrefugees/download.php?id=13878>. Updated with figures for June and July, UNHCR.

Financial summary

UNHCR's Executive Committee (ExCom) budget for the Syria operation in 2017 was \$304.2 million. Additional unforeseen needs in Syria have led to **supplementary budget needs of \$156.2 million**. The total revised 2017 requirements for the Syria operation now amount to \$460.4 million, including support costs.

The overall revised requirements for the Syria situation, including additional requirements, are now \$1.75 billion. The financial requirements for the host countries for the Syria situation remain unchanged and aligned with the Regional Refugee and Response Plan (3RP).

OPERATION	SYRIA SITUATION			Total revised requirements
	ExCom Budget and subsequent adjustments related to the Syria Situation	Additional requirements	Total	
EGYPT	56,030,542	-	56,030,542	56,030,542
IRAQ	113,870,979	-	113,870,979	113,870,979
JORDAN	234,657,406	-	234,657,406	234,657,406
LEBANON	454,708,765	-	454,708,765	454,708,765
TURKEY	299,599,310	-	299,599,310	299,599,310
SYRIA	304,200,069	146,000,000	450,200,069	450,200,069
REGIONAL AND GLOBAL ACTIVITIES	136,318,923	-	136,318,923	136,318,923
SUBTOTAL	1,599,385,994	146,000,000	1,745,385,994	1,745,385,994
Support costs (7 per cent)	-	10,220,000	10,220,000	10,220,000
TOTAL	1,599,385,994	156,220,000	1,755,605,994	1,755,605,994

Planned response

Existing response

Displacement inside Syria continues unabated as one of the main humanitarian and recovery challenges, with multiple causes, patterns and variable lengths within a crisis that is increasingly protracted. While the spontaneous return of groups of IDPs can occur in areas where hostilities appear to have ceased, ongoing military developments—particularly in Hama and Idleb, Raqqa, and the struggle to retake Deir-ez-Zor—trigger forced movements to both government and contested areas. Between January and July 2017⁴, 1.3 million new displacements were recorded; and between April and July 2017, over 220,000 new displacements have been tracked in the context of the Raqqa offensive⁵, with some people now accommodated in up to 50 IDP settlements and others having already returned to their homes.

Taking a needs-based and area-based approach, UNHCR seeks to provide protection and assistance to newly displaced and vulnerable people within host communities and returning IDPs and refugees. Through its growing network of 70 community centres (which will increase to some 100 locations by the end of 2017), mobile units, and 1,513 outreach volunteers (a number which should rise to 2,000 volunteers by the end of 2017) UNHCR assisted nearly 900,000 beneficiaries with protection services during the first semester of 2017. Protection services include a robust program of legal counselling, expand tools on information, data management, and IDP and return movement tracking systems, assistance and awareness-raising—with nearly 92,000 people benefitting by the end of June—particularly focused on civil status registration, documentation, and emerging housing, land and property (HLP) issues. Such interventions are increasingly important to support early reintegration, community resilience, and the material and legal safety of returning IDPs. Civil documentation facilitates freedom of movement and thereby access to basic services, humanitarian assistance and livelihoods.

Community centres provide individual and group psychosocial support interventions, child protection services, sexual and gender based violence prevention and response activities, informal education programmes to support the reintegration of children into the public school system as well as

⁴ UNHCR, *Syria: Flash Update on Recent Events, 17 August 2017*, available at <http://reliefweb.int/sites/reliefweb.int/files/resources/170817%20syria%20flash%20update%20cccm%20snfi%20protection.pdf>. Syria HRP IDP Task Force Monitoring.

⁵ UNHCR/CCCM Cluster, *Syrian Arab Republic (Northern Governorates): Displacements snapshot from 1st to 31st July 2017*, available at <http://bit.ly/2vCbAs3>. See also, OCHA, *Syria Crisis: North East Syria Situation Report No. 13 (1- 31 July 2017)*, 31 July 2017, available at <http://bit.ly/2wdjau2>. UNHCR, *Syria : Flash Update on Recent Events, 26 July 2017*, available at <http://reliefweb.int/sites/reliefweb.int/files/resources/170726%20syria%20flash%20update%20cccm%20snfi%20protection.pdf>

self-reliance support (life skills training, vocational training, small start-up business grants and toolkits).

UNHCR participates in the “Whole of Syria” coordination approach, reaching beneficiaries from inside Syria through regular programming and inter-agency convoys, as well as through cross-border operations from Turkey and Jordan. By the end of June, throughout Syria, UNHCR had distributed 4.49 million core relief items to 1.62 million people. In addition, 178,370 people were able to access UNHCR-supported health care, while shelter activities benefitted 32,990 people.

Strategy and coordination

Response strategy

The overall strategic objectives of this Supplementary Appeal focus on enhancing protection and assistance for up to 1.1 million IDPs and refugees who may voluntarily and spontaneously return in 2017, and improving conditions in return areas for future large-scale refugee returns.

UNHCR will expand its presence and operational response to address immediate humanitarian needs, improve return conditions through community-based projects, and identify and advocate with the Government of Syria for the resolution of return-related protection concerns. This will include access to civil registration, documentation and related advocacy for the prevention of statelessness, restoration of HLP rights or compensation for damaged or destroyed housing, as well as the need for alternative accommodation to be set up by the authorities. Furthermore, UNHCR will seek discussion on an amnesty for military draft evasion and desertion, freedom of movement, and the right of returnees to choose freely their residence in line with internationally recognized standards.

To meet the initial needs of returning IDPs, UNHCR will maintain and expand upon its robust humanitarian and protection response, including through the Protection and Community Services, Non-Food Items (NFI), Camp Coordination and Camp Management (CCCM), and Shelter sectors. The Office will complement existing programming with interventions targeting the rehabilitation of social infrastructure and services. UNHCR will also engage in community-based initiatives, shelter programmes, and small-scale community infrastructure rehabilitation and livelihoods support in partnership with other humanitarian and recovery actors and in coordination with local authorities.

UNHCR in Syria will, as conditions permit and funding becomes available, be re-structured to upgrade and enlarge existing sub and field offices, and establish new antenna offices in return areas, including in Daraa, Deir-ez-Zor, Hama, Hassakeh, Idlib, Lattakia, Raqqa, Rural Aleppo, Rural Homs, and Rural Damascus. These offices will be further staffed and equipped up to current minimum operating security standards, including for staff and vehicle movements. The ongoing

implementation of the decentralization management strategy will allow sub-offices to manage operational and administrative resources.

UNHCR's response, within the UN framework, in identified areas of return will focus on:

- **Improve shelter conditions, access to basic essential services, and assist with the rehabilitation of essential infrastructure**

In 2017, UNHCR plans to rehabilitate up to 50 health facilities and provide them with medical equipment; rehabilitate up to 115 schools; provide up to 30,000 solar street lights to improve safety and security in neighbourhoods; support the removal of debris which is impeding access to houses, facilities and basic services; and engage in early recovery activities that promote freedom-of-movement. The Office will step up its damaged home rehabilitation programme to assist returnees. This type of shelter assistance includes all necessary rehabilitation to make damaged houses liveable and safe, enabling families to settle in their original home. The level of the damage of the apartments and houses varies between slightly, moderate and severely damaged. UNHCR plans to rehabilitate up to 4,500 houses or apartments.

- **Provide protection services and expand housing, land and property (HLP) interventions**

As a core component of its protection interventions, UNHCR will increase its support to civil registry offices and courts across the country to ensure that vulnerable Syrians have access to civil registration and documentation to facilitate their access to basic human rights such as freedom of movement, access to basic services, and livelihoods. The network of legal aid partners will be enhanced through the engagement of additional lawyers to assist affected people in their civil registration and documentation as well as HLP-related interventions with the competent authorities. In parallel, the HLP-related capacity building activities will be implemented through targeted training activities and workshops for lawyers, engaged through NGO partners, and for civil servants serving with concerned authorities such as the Ministry of Interior and Ministry of Local Administration and Environment.

In line with the work-plan of the technical working group on HLP, of which UNHCR is one of the conveners, additional foundational work relating to HLP rights in Syria will be pursued through the compilation of a legal compendium of the HLP-related legal framework (and its translation into English), and accompanying thematic legal analyses. These activities will inform and enhance UNHCR's shelter and infrastructure rehabilitation activities and will benefit to returning populations.

- **Enhance access to self-reliance and livelihoods activities**

UNHCR will support interventions with the objective of improving the livelihoods of returnees and IDPs, including those dependent on agriculture and other natural resource-based activities, in direct collaboration with specialist sister UN agencies and NGO partners. Whilst some of these interventions will be facilitated through the UNHCR Community Centres, other key interventions,

including provision of critical ancillary goods and services (such as farming inputs, training, or technical advice) will be undertaken in collaboration with these partners. The Community Centres will contribute to enhancing resilience and self-reliance of vulnerable people of concern by supporting access to vocational training, business development services as well as access to various business start-up grants. A range of livelihood tool-kits will also continue to be provided, particularly to those who have lost key productive assets. Support for the rehabilitation and reinstatement of critical economic infrastructure, such as bakeries and storage, will be provided where this will contribute to expanded livelihoods opportunities for people of concern. Initiatives that support temporary employment through labour intensive projects will also be supported where there are no other realistic alternative livelihoods options available in the short term.

- **Extend use of biometrics, and displacement and return tracking systems**

In consultation with national authorities and the humanitarian community, UNHCR will extend the tracking system incrementally on displacement and return already in place in certain areas of Syria to all areas of the country, covering displacement and return areas for IDPs, and possibly return areas for the self-organized return of refugees. The initiative will aim to better inform the overall inter-agency response through: tracking estimated figures of IDP movements within Syria, including returns; expanding to self-organized refugee returns. UNHCR will establish an operational cell with dedicated staff at the national level to manage this initiative, as well as a coordination structure at national and sub-national level gathering engaged humanitarian partners to review and validate the data collected by partners present on the ground.

In addition, in order to leverage the considerable advantage of biometric registration in neighbouring countries, UNHCR will design a cross-border system to verify return of refugees and authenticate identity when receiving assistance during a future organized return process, linked to de-registration in existing refugee databases.

- **Advocate for a protection framework for refugee return**

In the context of a broader regional comprehensive solutions strategy, UNHCR will engage with the Government of Syria to advocate for a protection framework for refugees' return and conditions that would permit for voluntary and informed returns in sustained safety and dignity. That will include advocacy on relevant legal and policy measures, such as freedom of movement and residence, nationality confirmation, amnesty laws, and other issues impacting on return perspectives of displaced populations, as part of creating conditions conducive for sustainable return and reintegration. Access and government approvals permitting, this would also include UNHCR and partners' protection monitoring, including through the network of community centres, mobile units and outreach volunteers, in areas witnessing returns.

Partnerships and coordination

Under the “Whole of Syria” coordination structure, which involves hubs inside Syria (Damascus) and cross-border operations and remote humanitarian programmes based in Turkey (Gaziantep) and Jordan (Amman), UNHCR will continue leading and coordinating the Protection and Community Services, Shelter, NFI, and CCCM clusters and sectors. UNHCR will also engage in partnership on strengthening resilience and early recovery, including the early recovery and livelihood sectors as well as support to children who have missed out on education for years, and continuing to mainstream sustainability in many of its protection interventions. Through the protection sector, the Office will provide technical assistance to the development of a strategic framework for durable solutions, complementing its mandate responsibility for formulating with governments a legal framework for refugee voluntary repatriation.

UNHCR’s main government counterpart in Syria is the Ministry of Foreign Affairs, based on a memorandum of understanding signed in 2012. Line ministries essential for UNHCR’s work include the Ministry of Social Affairs and Labour, the Ministry of Local Administration and Environment, and the Ministry of Interior.

The Syrian Arab Red Crescent (SARC) is the key humanitarian agency in Syria, and with which UNHCR will continue to strengthen its partnership. Partnerships with local NGOs and community-based organizations are also essential in order to reach out to the displaced and the affected populations. UNHCR will continue expanding its network of national NGO partners authorized to work with the UN to provide protection and assistance to people of concern in Syria and advocate with the government for more international NGOs to be permitted to operate in Syria.

UNHCR will work closely with the Resident and Humanitarian Coordinator in Syria, sister UN agencies and NGOs within the UN framework and coordination mechanisms, in the implementation of its programme. Both the Humanitarian Country Team and the UN Country Team will be important fora relating to return and reintegration issues, including on issues related to returns, resilience and reintegration.

Planned activities

Favourable protection environment	
Legal assistance and legal remedies	Improve access to civil registration/documentation.
	Support up to 50 civil registry offices to ensure returning IDPs have access to civil registration/documentation.
	Undertake compilation, analysis and advocacy on legal issues relating to housing, land and property (HLP).
	Build capacity of authorities on civil documentation and HLP issues.
Fair protection processes and documentation	
Registration and profiling	Expand tools on information, data management, and IDP and return movement tracking systems.
Basic needs and essential services	
Health	Support the access to primary health care services through the rehabilitation and equipping of up to 50 health facilities.
Water	Construct or rehabilitate up to 40 wells.
Shelter and infrastructure	Support the removal of 1,000,000 m ³ road debris with heavy machinery and labour intensive schemes.
	Rehabilitate and construct up to 30 km of roads.
	Rehabilitate up to 3 local market areas to generate livelihoods and employment opportunities.
	Provide up to 1,000 bus stops and up to 45 bus for the public transportation network.
	Provide and install up to 30,000 solar street lights.
	Rehabilitate up to 4,500 housing units belonging to returnees.
Basic and domestic items	Support up to 25,000 vulnerable returnee families with core relief items/standard kits.
Education	Rehabilitate and equip up to 115 schools and support remedial classes.
Community empowerment and self-reliance	
Self-reliance and livelihoods	Distribute up to 34,000 tool kits to enable self-employment.
	Undertake up to 290 immediate community-based activities in returnee areas.

Financial requirements

UNHCR's 2017 ExCom-revised budget for Syria amounts to \$304.2 million. To address the needs of IDPs and refugee returnees to and within Syria, UNHCR has further increased its supplementary budget for the requirements presented above for Syria, amounting to \$156.2 million (including support costs), bringing new financial requirements for Syria to \$460.4 million.

	ExCom Budget related to the Syria Situation	Additional requirements	Total
Favourable protection environment	7,185,388	14,775,385	21,960,773
Law and policy	1,899,619	-	1,899,619
Legal assistance and legal remedies	4,020,861	14,775,385	18,796,246
Access to the territory and risk of refoulement	108,559	-	108,559
Public attitude towards people of concern	1,156,349	-	1,156,349
Security from violence and exploitation	14,517,629	-	14,517,629
Prevention of and response to SGBV	7,912,672	-	7,912,672
Protection of children	6,604,957	-	6,604,957
Fair protection processes and documentation	-	4,115,385	4,115,385
Registration and profiling	-	4,115,385	4,115,385
Basic needs and services	216,735,365	111,031,538	327,766,903
Health	14,162,539	19,485,385	33,647,924
Water	-	4,815,385	4,815,385
Shelter and infrastructure	43,875,904	70,076,498	113,952,402
Basic and domestic items	83,408,516	4,413,885	87,822,401
People with specific needs	52,348,994	-	52,348,994
Education	22,939,412	12,240,385	35,179,797
Community empowerment and self-reliance	41,914,434	16,077,692	57,992,126
Community mobilization	17,616,089	-	17,616,089
Self-reliance and livelihoods	24,298,345	16,077,692	40,376,037
Leadership, coordination and partnerships	3,203,348	-	3,203,348
Coordination and partnerships	906,349	-	906,349
Donor relations and resource mobilization	2,296,999	-	2,296,999
Logistics and operations support	20,643,904	-	20,643,904
Logistics and supply	13,511,336	-	13,511,336
Operations management, coordination and support	7,132,568	-	7,132,568
SUBTOTAL	304,200,069	146,000,000	450,200,069
Support costs (7 per cent)		10,220,000	10,220,000
TOTAL	304,200,069	156,220,000	460,420,069

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