Position Paper

A Resilience-Based Development Response to the Syria Crisis

DRAFT

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1. Introduction

Almost three years into the armed conflict in Syria, the end remains unknown. The magnitude of the conflict has not only destroyed the social, economic and political fabric of the country, but it has led to a high loss of human life and massive population displacement both within and outside of Syria, and has also seriously compromised the future of the country and the region. The scale of the refugee influx and its impact on host countries calls for urgency, as coping mechanisms are stretched and resilience is eroding. There is increasing recognition amongst concerned governments and the international community that the crisis has begun to compromise development gains and that overall stability of many countries is at risk, as social tensions continue to increase, as evidenced by declining human development and growth trends, and increasing levels of vulnerabilities. Indeed, host and vulnerable communities in Syria and neighboring countries are stretching their already scarce socio-economic resources to respond to the influx of Syrian refugees brought on by the crisis.

There is also a growing acknowledgment that current life-saving humanitarian funding and programming are neither sufficient nor sustainable, and that a more development-oriented approach is necessary to build resilience and reduce the need for humanitarian assistance over time. In fact, and while acknowledging that humanitarian and development assistance are not mutually exclusive, a robust and coordinated development response that complements humanitarian efforts and fosters resilience has become essential.

Furthermore, at this stage of the crisis the cost of stabilizing downward economic trends in countries surrounding Syria and sustaining the rapid growth of settlements is beyond State capacity in all affected countries. It is therefore imperative that the international community mobilize parallel fast-tracks development and humanitarian responses, that are rights based, working together to support affected countries to cope with humanitarian need and the increased demand on basic services (including municipal service delivery and the stress on housing and land markets), recover from downward economic trends (including the degradation of infrastructure), and support state and non-state actors (women's groups, NGOs, civil-society organizations) in transforming institutions and capacities to endure and anticipate future shocks, as well as the improvement of social cohesion.

This policy note outlines a resilience-based development approach as an all-encompassing concept that frames a comprehensive, coordinated and sustainable response to the growing and complex humanitarian and development challenges in the region. The resilience-based approach is grounded in the UN's core principles and universal values such as equity, participation and human rights.

The overall goal of this note is to frame a resilience-based development approach for Syria and neighboring countries. The approach is designed to ensure that basic resources, infrastructures, especially the housing sector and services, can cope with the pressure from increased demand; that households are supported to recover and protected against becoming further impoverished, and that declining economic performance and deteriorating social cohesion indicators are stabilized.

The Position Paper aims to:

- Provide national and international development partners with a set of parameters and guidelines for the preparation of the proposed resilience-based development response for Syria and each host country in the sub-region;

- Define common areas of programming, communication, and financing within and across countries to facilitate coordination of humanitarian, early recovery and development response in relation to the Syrian crisis; and

- Optimize partnerships and funding mechanisms between national and local authorities and amongst donors, international cooperation agencies and the United Nations in order to support the proposed resilience-based development response.

For the purpose of this document, resilience refers to the ability of households, communities, and societies to withstand shocks and stresses, recover from such stresses, and work with national and local government institutions to achieve transformational change for sustainability.

2. Context

The United Nations[1] estimates that over 6.8 million people, including 4.25 million internally displaced persons (IDPs) are in need of support in Syria; an additional 2.2 million have become refugees in neighbouring countries which also has an severe impact on livelihoods and social-economic situation of host countries.. Reportedly, total economic losses due to the Syrian conflict would amount to USD 103 billion as of mid-2013. The conflict in Syria would have rolled Syria's Human Development Index back 35 years, and pushed 7.9 million more people into poverty[2].

The conflict in Syria, through macroeconomic channels (growth, investment, trade, tourism, etc.) and most strikingly, through the unprecedented 'demographic and vulnerability shock wave' arising from large refugee inflows, is also affecting development outcomes in neighboring countries and communities in many ways. 97% of Syria's refugees are hosted in the immediate surrounding region, with Jordan and Lebanon, accounting for 37 and 25% respectively. The displacement of millions of people also acts as major constraint to strategies to build more stable states. In Lebanon, the economy has suffered an annual loss of GDP rate by 2.9% points for each year of conflict.[3] .While specific data is lacking from Iraq it is assumed that the influx of 200,000 registered refugees especially in the North is negatively affecting a pre-existing dire situation.

Over two millions refugees, and around 50% being under eighteen years of age, have so far left Syria, leading for instance to a 16% increase in the population of Lebanon, with recent projections suggesting a potential increase by 40% by 2014. Unlike other conflicts where the influx of refugees in neighboring countries is contained through official camps, more than 80% of refugees live in communities and cities.[4] In some host communities, this has dramatically shifted the demographic balance in favor of the refugees. The massive influx of refugees represents a de-facto acceleration of urban growth, which is not matched by an equal increase in housing services and/or basic social services and infrastructures.

Beyond the 'demographic challenge', the crisis is confronting neighboring countries with a complex and multi-faceted 'vulnerability challenge'. There is growing evidence that the spillovers of the Syrian crisis in neighboring countries turn out to be highly regressive, affecting socio-economic fabric, access and quality of basic infrastructure and services in territories and communities (e.g. Northern Governorates in Jordan, and peripheral areas in Lebanon) which were already among the poorest and most deprived prior to the crisis. Vulnerable refugees are found to compete with equally vulnerable local populations for already scarce or strained resources, infrastructure and social services, food, jobs, affordable housing and livelihood opportunities, which unavoidably heightens social tensions. Pressures on local solid waste management, water and health systems are especially high, stretching beyond limits the management capacities of local governments and other actors[5].

Whilst the demographic and vulnerability challenges arising from massive refugee inflows are posing threats to human development prospects in major 'host communities', it is important to note that other communities, whilst not necessarily hosting a significant number of refugees, are nonetheless 'hosting' significant spillovers of the Syrian crisis. These includes communities located nearby 'refugee camps' in Jordan, as well as communities near the Syrian borders, which are bearing the brunt of the economic, as well as security and violence spillovers of the crisis. This unique and complex dynamic, featured by both dispersion and concentration, therefore challenges our traditional understanding of what a 'host community' is and has led to the adoption of the term 'host countries' and 'vulnerable communities'. Box 1 below describes 5 scenarios through which the Syrian conflict affects communities in neighboring countries.

Overall, the Syrian crisis confronts neighboring countries with a daunting 'management challenge': addressing the vulnerabilities of refugees and equally vulnerable host communities and populations whilst maintaining

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[1] Estimation of IDPs and "people in need" by UNOCHA; 2.2 million represents the registered refugees by UNHCR.

[2] Syrian Centre for Policy Research, UNRWA, UNDP, 2013, Syria War on Development: socioeconomic monitoring report of Syria second quarterly report (April – June 2013), October.

[3] World Bank Country Brief- Lebanon

[4] For instance Lebanon and Egypt have not established any refugees in camps. There are only 23%, 39%, and 13% refugees residing in camps in Jordan, Turkey and Iraq, respectively.

[5] UNDP/UNDG, 'The Syrian Crisis : tracking and tackling impacts on sustainable human development in neighboring countries : insights from Lebanon and Jordan, draft November 2014

macroeconomic and political stability. The challenge is compounded by both the massiveness and 'fluidity' of crisis spillovers within the region, and critically, among communities within host countries, as much as its protracted nature. The return of refugees to Syria is indeed most unlikely in the near future. Municipalities within Syria are also facing great challenges, not only due to the armed conflict but also the influx of internally displaced people and the lack of support and capacities. Yet, whether within Syria or in neighbouring countries, mobility will remain a central coping mechanisms for displaced populations. Despite efforts from the international community, the peaceful resolution of the conflict in Syria indeed remains a 'far cry' whilst the restoration of acceptable social and economic conditions, and not least of a secure environment in Syria, will also take time.

Moreover, pre-crisis vulnerabilities in neighboring countries, including sluggish economic growth performance, the persistence of high levels of poverty and unemployment (especially among youth and women), high public deficits and levels of public debts, political tensions and other structural bottlenecks also act as major constraints to an effective management of the effects of the crisis, and efforts to preserve past development gains. In Lebanon, it was estimated, that under a 'business as usual scenario', by the end of 2014 the unemployment rate could double to 49% (and rise to 65% by 2015) while an additional 170,000 Lebanese may join the 1 million Lebanese who are already living in extreme poverty.[6]

The magnitude of the humanitarian crisis has already resulted in massive efforts from governmental and non-governmental organizations, both national and international, as well as local authorities, donors and United Nations agencies. Thus far, a robust humanitarian response has been organized around the Syrian Humanitarian Assistance Response Plan (SHARP) inside Syria and five Regional Response Plans (RRPs) – with the sixth almost underway. Combined funding for SHARP and the RRP has been 54% of the total required in 2013 and the volume of contributions to the SHARP in 2013 is 56% of the total required, or $794 million USD, whereas 53% of funding - or $1.58 billion USD - has been received against the RRP in 2013.[7] This does not include the immense financial efforts of host governments and families, as they have re-directed their own capital and development priorities.

In this context, there is an increased recognition within the UN and the international community, and increasingly among national decision-makers in neighboring countries, that the response to the crisis needs to be revisited. The crisis has reached a point where there is a need to move beyond a purely humanitarian approach towards strengthening longer-term management and resilience capacities of host populations and communities, including refugees, and critically also, of host governments and institutions, in an integrated and coordinated manner.

In fact, the crisis is affecting the broad spectrum of human development indicators in neighboring countries and communities (poverty, spatial and gender inequalities, employment, livelihood and housing, education, health, nutrition, water and sanitation, and the environment), making it imperative for the international community to mobilize a sustainable and resilience-based development response that will built on and complement an ongoing humanitarian response by providing support to affected countries and communities, assisting them in coping with the stress that has been placed on basic services; recover from the negative impact on their economies, infrastructure, housing stock, and social cohesion, and support state and non-state actors (local authorities, women's groups, NGOs, civil-society organizations) in sustaining institutions by building their capacities to endure and anticipate future shocks.

A quick analysis of previous experiences and ongoing initiatives will help to draw lessons learned and determine the longer-term impacts that may result in the wake of protracted crisis; keeping in mind the profile of the refugees and multiple scenarios as in Box 1 below.

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[6] World Bank and United Nations "Economic and Social Impact Assessment of the Syrian Crisis on Lebanon.
[7] Fts.unocha.org

Box 1: Description of How the Conflict Impacts Different Settings

The following five scenarios outline the impact the Syria conflict has had on communities in neighboring countries. Understanding these nuances is critical for designing targeted context-specific and resilience-based development responses.

Scenario 1: Communities with a high concentration of Syrian refugees. This describes the visible presence of Syrian refugees and the demographic stress these refuges place on hosting communities. Stresses include pressure on basic social services (water, sanitation, food, health-care, education, housing etc.). While international support has been heavily concentrated on these communities, the sudden increase in local populations, coupled with a scarcity of resources, has exacerbated social tensions, petty crime and gender-based violence in these communities. In sum the common characteristics of this setting include stressed basic social services, price inflation in rent and food, drop in wages due to increased labor supply and social tensions.

Scenario 2: Communities near refugee camps. In many areas refugees leave the camps and go into neighboring communities in search of resources including food, water, jobs, and services. Because they are not officially residing in the communities, these districts/areas are not identified as 'host communities' and do not benefit directly from international assistance. Increasing demand on sources of livelihood and labor market competition has exacerbated tensions between communities and refugees. Although these communities do not host refugees per se, regular interactions with refugees over limited resources lead to similar tensions seen under Scenario 1.

Scenario 3: Communities near the Syrian border. While they are not 'refugee hosting' settings, these communities suffer because of their proximity to violence and are exposed to bombing, movements of armed groups, and sometimes serve as transit points for fleeing Syrians. The livelihood and economic activities in these communities are severely at risk. Some families have already abandoned their agriculture fields, while markets have closed and goods do not reach markets or other points of sale. Communities that depend on produce from Syria are experiencing scarcity, which has led to a sharp increase in the price of basic commodities. Access to international assistance is also hampered as the level of distrust between the local population and fleeing refugees is high since it is difficult to determine who is classified as 'armed personnel'. Tribal feuds – that have been exacerbated due to the various factions operating within Syria – are also intensified in these communities.

Scenario 4: Communities highly dependent on the Syrian economy. The conflict has interrupted a complex network of regional trade, economic exchange and seasonal migration of workers on both sides. Syria's geo-economic position in the Middle East has fostered vigorous cross-border trade, which is promoted by familial ties across borders. This vibrant trade has suffered significant disruption and has led to serious economic loss, unemployment and the loss of private investment. This scenario points to a decline in economic growth in all neighbouring countries and an increase in poverty, especially amongst the most vulnerable communities.

Scenario 5: Economic and social environment. Although demographic shocks constitute a significant stress factor in countries affected by the crisis, the regional insecurity created by the Syria crisis has had negative socio-economic impact across the region. The decrease in regional trade, as well as business activity in key sectors such as real estate, tourism and banking has also impacted the State's fiscal capacity.

3. Imperative for a Resilience-based Development Approach

Although resilience is a well-developed concept in psychology, ecology and engineering, its conceptual framing and operationalization in the humanitarian and development communities is evolving. So far many of the evolving definition are limiting, where people not systems, are the primary focus. The system approach to resilience is primarily about the ability of a system or structure maintaining its core state during shocks, stresses and/or changes. Nonetheless resilience-building is far more than resorting systems and societies, it is about transformational change rather than maintaining equilibrium or bouncing back to original states. Resilience is also about unleashing the agency of individuals, communities, institutions and systems to steer change through innovation and learning. Resilience is an outcome that defines the quality of people, institutions, systems and society, but such outcomes depend on the quality of the process that truly respects and allow for the leadership of affected people and communities.[8] Additionally, resilience is not a substitute for the sustainable human development (SHD) paradigm, it rather helps us sharpen our tools and approaches to SHD in vulnerable, fragile and crisis context.

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[8] UNDP, Position Paper on Building Resilience for Sustainable Human Development, 2013

A systems approach in resilience building also means humanitarian and development actors must account for a differential impact of their support to one domain (people or community) on another (institutions or environment), as well as account for scale, whether support given at one level can be scalable vertically and horizontally to other levels.

As indicated above, for this paper, resilience refers to the ability of households, communities, and societies to withstand shocks and stresses, recover from such stresses, and work with national and local government institutions to achieve transformational change for sustainability.

While we recognize that resilience is generally a positive concept, it can also be applied to people, communities, institutions that main negative practices that perpetuate vulnerability, a sort of 'resilient vulnerability'. For instance, negative resilience is observable in communities and societies that are trapped in coping or survival mode, where exclusionary practices and inequitable power dynamics are entrenched and those who benefit from the status quo resist change. Building resilient systems would also entail openness to change in structures and systems, partners and institutions, where these obstacles to sustainable human development are present.[9]

The negative impacts on development gains and the current prospects for Syria and countries impacted by the crisis calls for a conceptual shift that involves maximizing all available humanitarian and development capacities and resources including those of national and local governments of host countries. In fact existing sector-specific humanitarian and development mechanisms are proven to be inadequate to respond to the high magnitude multidimensional shocks and stresses communities and institutions are facing; a Resilience-based Development Response therefore needs to also ensure inclusive multi-sectorial and multi-level planning and coordination mechanisms. Below are principles of Resilience-based Development Response.

a. Principles of Resilience-based Development Response

The majority of countries affected by the Syrian crisis are in the middle-income bracket, which suggests that there are domestic resources available that international support can build upon. Therefore the resilience-based development response should be strongly guided by principles outlined below:

- *Local and National Ownership*: Due to the fact that a resilience-based development response has direct impact on medium and long term prospects, a strong national presence is imperative in the planning, design, coordination and general oversight of any such response. National and sub-national governments, especially municipalities in the affected countries, have already shown exceptional ownership and leadership by assuming the brunt of the humanitarian cost of the crisis. For instance, the Government of Turkey has already invested more than $2 billion in the maintenance of 17 refugee camps with local governments being in the frontline of managing these camps. Jordan also has invested more than $1.2 billion while Lebanon has committed $1.6 billion.[10] These are the *de-facto* primary humanitarian and development responders in the affected communities. A critical starting point for resilience building is identifying and understanding existing capacities and finding avenues of collaboration at local and national levels. Local and national coordination and planning mechanisms, along with monitoring and accountability instruments will be strengthened to support implementation and ensure development and humanitarian effectiveness at the local level and strong national ownership. Ownership also means that humanitarian and development actors need to avoid creating parallel or fragmented systems of service delivery and therefore use and reinforce existing systems.

- *Context Specificity and Responsiveness*: Through a cross-analysis of assessment results in each country[11], a deeper understanding of the challenges in each context will be identified given the uneven impact of the conflict in affected countries. At the micro level, individuals, households, institutions and communities are affected differently and coping mechanisms and resilience pathways also differ. Rapid and inclusive participatory assessments that reflect local level priorities as a precursor to strategy, programme, project design and larger scale implementation should be the norm. Each response should be based on accurate

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[9] Ibid

[10] Municipalities on the Frontline: The effects of the Syrian Crisis on local government in bordering countries (turkey, Jordan, Lebanon) Mission Report and recommendations, May 2013.

11 The aforementioned UNDP/UNDG study is a step forward in comparing the common and differentiated challenges facing Lebanon and Jordan.

information that is consistent with local priorities, the main drivers and constraints, the profiles of the affected population and their capacities, as well as the capacity of the state and local actors.[12]

- *Comprehensiveness and Integration*: The trans-boundary and multidimensional nature of the Syria crisis (blending economic, social, ethnic, political and religious interests in a region comprised of porous borders) adds greater complexity to the humanitarian, development and political responses. A better understanding of how these different facets interact is required, along with their resulting – and possible – impacts. This will be achieved by mapping existing policies and all available human and institutional capacities, including programmes, projects, funding mechanisms and resources, at the country and regional levels to better define areas for collaboration and highlight critical gaps. In some cases, and with the aim of optimizing available resources and capacities, a sub-regional and cross-border programming and response could be warranted in partnership with national governments.

- *Prioritization*: The protracted and complex nature of the Syria crisis has generated urgent needs as the capacity to withstand further shocks is eroding. In the context of scarce financial and material resources, prioritization and scalability are critical and development efforts need to be fast-tracked. Though examples of priorities differ according to context they could include scaling up support to local and national governments to provide basic needs, social services, life-sustaining actions, improved livelihoods, social cohesion and conflict management, and also implement measures that will initiate a rapid increase in the housing stock. The prioritization should be based on a transparent and participatory analysis of opportunities and risks, and imply reading the crisis with a new set of vulnerability criteria that effectively reflects the complexity of the reality and allows for the formulation of a more strategic and consistent set of priorities.

- *Commitment to Strategic and Long-term Engagement*: The impact of the Syrian crisis on the development trajectory of countries in the region can easily span a decade. This requires long-term visions that guide short and medium term interventions and that generate immediate, concrete improvements in lives of people affected by the crisis while also laying the foundation for interventions in the medium and longer-terms. The case for a longer term perspective is all the more relevant since, to a large extent, the Syrian crisis is exacerbating the existing vulnerabilities and structural bottlenecks to development in neighboring countries. Pro-poor policy reforms may be needed in the medium and long-term to create an enabling environment for inclusive growth. These should include reforms to the financial, business, and trading sectors to enable further investment in the sustainable development of each country. The role of IFI's and other donor mechanisms in countries affected by the crisis is critical to achieve medium and long-term resilience-based development.

- *Sustainability Lens*: Sustainability is closely linked to the concept of ownership elaborated above, using and supporting governance structure at all levels is the first step in ensuring institutional resilience. Furthermore the structural consequences of the conflict on neighboring countries represent a serious challenge for the donor community and concerned governments in terms of funding predictability, particularly in the context of the global financial crisis. It is uncertain when the conflict will end though it is likely that whenever peace is achieved the cost of reconstruction would be beyond the capacity of involved states. This necessitates the optimization of all available resources from a wide range of stakeholders including the private sector. Support to municipal governments to establish public-private platforms and generate business opportunities will be critical. Also important are fiscal and economic incentives that stimulate large-scale private sector commitments and result in market economies that are scaled up in accordance with equitable development principles and values.

- *Human rights-based response and Gender Equality*: The magnitude and protracted nature of the conflict and consequent forced movement of people comes with inherent risks and violations of human rights that include sexual-based violence and related exploitation, including child labour and the use child as soldiers. The rights-based approach requires an understanding of the drivers behind human rights violations, with corresponding response mechanisms that protect and promote rights holders. The biggest source of vulnerability that undermines individual, community and societal resilience is horizontal inequality perpetuated by institutions and structures, which happens to affect women the most. Ensuring women's participation in resilience-based development is not only a matter of women's and girls' rights; women are crucial partners in ensuring

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[12] Ibid

economic recovery, social cohesion and political legitimacy, and concrete measures must be taken in order to ensure their equal and meaningful participation. Within this framework, the declaration on the right to development and human rights principles remain at the core of the envisioned future interventions. Equality and non-discrimination are key aspects that will ensure the access of all without any discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation but will also address inequalities where they exist in the societies and host countries. Similarly, building the approach on principles of participation, transparency and accountability would increase the governments' abilities to design policies and programmes that are inclusive, tailored to respond to specific needs of affected population by sex and age, and well informed to address key development challenges at the local level with host communities and at the national and regional levels at large.

- *Conflict Sensitivity*: Response to protracted conflict has a high risk of perpetuating dependency, exacerbating horizontal inequality and intergroup polarization. Aside from interventions inadvertently triggering conflict and discontent, a large influx of people can threaten the power dynamics of a community, lead to a sharp increase in the price of local commodities, and raise competition over scarce resources including housing, land, water, jobs and livelihoods. There may also be an infiltration of armed personnel and a spike in sexual and gender based violence as it has been documented in assessments of host communities in Jordan and Lebanon. While overall peace and stability in host countries have been maintained thus far, the fear remains that social tensions will escalate with time as resources belonging to the host countries and vulnerable communities become depleted. The resilience-based development response must be guided by a deeper understanding of these dynamics and it should integrate conflict prevention and resolution approaches, have a clear sense of urgency and ensure a targeted response is put into place that fosters social cohesion and support areas of reform to build a protective environment for children and women. Conflict prevention and monitoring mechanisms should be established at local level using local governance mechanisms in each country of the sub-region, including Syria, and integrated within an overall monitoring and early warning system..

- *Evidence-based programming and monitoring*: response to the crisis should be based on accurate information and political and socio-economic analysis as well as governance, capacity and vulnerability assessment at the local and national level. National and regional monitoring system should be in place, including regarding the impact on natural resources and the ecosystem, also taking into consideration 'environmental resilience'.

b. Assumptions

The assumptions of the resilience-based development response are as follows:

- There is a mix of local/national institutional, private sector and human resources in the countries of concern and these resources can contribute to the implementation of a resilience-based development response.

- With the exception of Syria, national development trends in all countries, though disrupted, continue in a relative upward trend and national development policies and plans are the reference point for the UN and all multi-lateral programmes and policy support.

- Some Syrian refugees and IDPs arrive in host countries and Syrian communities with high-value skills, while others have financial resources thanks to family and/or commercial networks in the diaspora who continue to send remittances. This means that in tandem with the host community investing large amounts of resources, these new resources and capacities provided by the refugees themselves can be harnessed to foster resilience amongst communities as a whole (exploring the possibility of seeing refugees as assets in their new country and not just liabilities).

- There is a growing consensus amongst the international community for the need to align, enhance and prioritize existing development support in concerned countries as the most effective way of addressing development challenges and complementing humanitarian assistance efforts.

4. Conceptual Framework

Broadly speaking, the proposed resilience-based development response should aim to achieve three (inter-related) strategic objectives:

- ***Coping:*** *The resilience of local institutions, governance mechanisms, housing supply mechanisms, infrastructures and basic services are bolstered to respond to increased demand.* The conflict has imposed strains on existing cities, towns and villages in Syria as well as in host countries, stresses on housing stock and basic services – including education, health, water, sanitation, human settlements and waste management systems – along with disrupted incomes and severing access to sources of livelihoods, has threatened to push vulnerable populations into extreme poverty. Strengthening basic service provision structures and systems includes increasing the number of qualified personnel that administer these services, providing training in innovative ways to efficiently respond to crisis; providing new technology resources and building and/or expanding existing infrastructure and affordable housing supply. In the medium to long-term it would be necessary to support the creation of new policies and institutions that will so better equip host countries to expand services and address the long-term impacts of current demographic stress, as well as anticipate (and mitigate) future stress.

  Similarly, resilient societies that maintain healthy levels of social cohesion in the face of shocks and stress do so because there is a favourable level of inter-group cohesion. The proposed resilience-based development response must strengthen local and national institutions that promote social cohesion. To prevent households from falling into the trap of poverty the development response should include social protection and social safety nets that are in line with existing national policies.

- ***Recovering****: Vulnerable households (IDPs, refugees and affected communities) recover from the socio-economic impact of the conflict and consequent dislocation.* The socio-economic impacts of the conflict within the different communities and settings were defined in Box 1 and this included social, security, economic and nutritional disruptions, as well as traumatic experiences. Stabilizing livelihoods and employment, supporting local economic revitalization, and restoring cross-border trade are important parts of this outcome as are catalytic interventions with high pro-poor impact. Acknowledging and addressing the different needs and potentials of men, women, boys and girls is critical in this regard and should include special provisions for women responding to the specific needs of girls and young mothers such as access to child care facilities, access to livelihoods resources for women, as well as measures to address violent behavior and equal access to economic opportunities for both men and women.Furthermore refugees International has reported that more than two years into the crisis psychosocial care is still in the developing stages as host countries are overwhelmed to address immediate physical needs such as shelter, water, and food.[13] Without paying attention to the psychosocial consequences of the crisis overall speedy recovery could be undermined, as the physical and psychological resilience of individuals is fundamental to community and societal resilience.

- ***Sustaining****: Macro-economic, social and political institutions are strengthened for sustainability in all host countries and vulnerable communities, including within Syria\.* The strengthening of national and local capacities constitutes an essential step in guaranteeing the durability of development investment and protecting development gains. This includes pro-poor policy reforms, augmenting conditions for strong economic growth, rehabilitating social infrastructure including housing and transportation to address the impact of crisis, strengthening governance systems at all levels and the inclusion of natural resource management.

[13] Refugees International "Field report" October 17, 2013.

5. Complementarity of Resilience-Based Development and Humanitarian Responses

The resilient-based development approach acknowledges the importance of the continued focus on residual humanitarian needs, especially those that remain unmet. It is meant to identify opportunities for integrated, resilient-based interventions and to accelerate recovery. These can be jointly pursued, across UN agencies, with existing partners, and with both state and non-state actors. For example, a foundation for resilience is built on the delivery of basic social services, and which are comprised of both life-maintaining and/or life-sustaining actions, in areas of livelihoods, agriculture, youth employment, reconstruction, social cohesion and local conflict management. A resilience-based approach will, from the start, include a longer-term perspective on issues such as rule of law, good governance,settlement growth and disaster risk reduction. This will provide UN agencies and partners with a solid foundation for future programming opportunities and new regional initiatives.

Figure 1 below is an illustration of how to achieve coherence in these two mutually reinforcing responses. The details of the resilience-based development response will be informed by a cross-analysis of existing assessment results. Indicative elements of the resilience-based framework are illustrated in this section.

Figure 2 is an indicative "Result Framework". The left-column presents standard components of RRP model, while right column the complementary components from a Resilience-Based Development Framework, divided into the three elements of the conceptual framework, namely (1) Coping (2) Recovering (3) Sustaining.

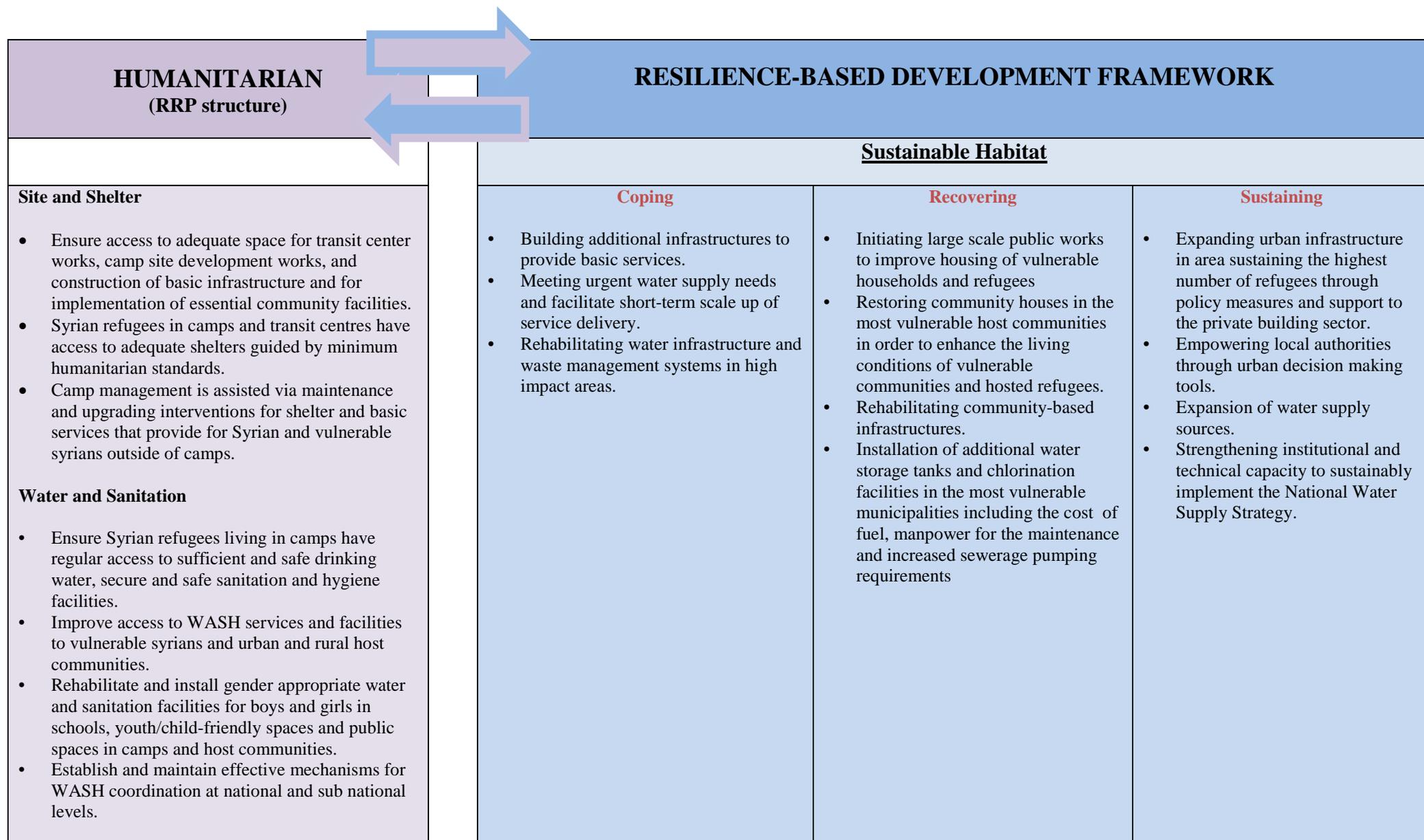**Figure 1: Humanitarian and Development Complementarity**
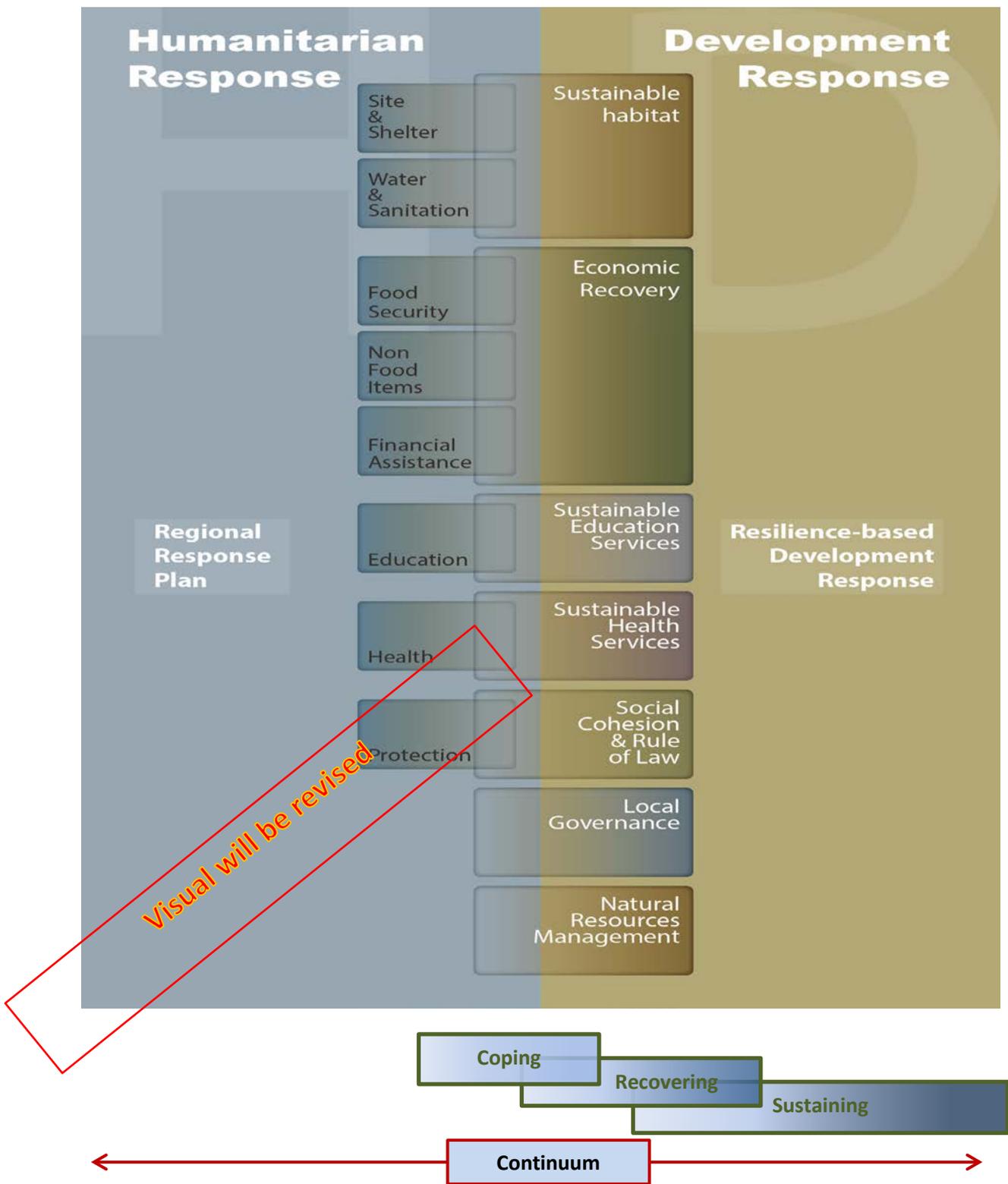
- *Sustainable habitat in the development response* **complements** *site and shelter, water and sanitation* in the RPP. Sustainable habitat includes efforts to ensure necessary settlement growth is properly planned and accompanied by rehabilitated and/or expanded services and infrastructure, is aligned with economic potential, and that housing supply levels and quality are adequate and affordable to both refugees and host communities.

- *Economic recovery, job creation and sustainable livelihoods* **complement** *food and nutrition security, agricultural inputs and assets, and the provision of non-food items*. Economic recovery and sustainable livelihoods include scaling up national safety nets and social protection programmes, stabilizing urban and rural livelihoods. Government and donor efforts must focus on strengthening the Local Economic Development (LED) framework as a means to increase resilience of the smaller segments of the business sector and keep them on a growth path. Creating employment for men and women, through promoting temporary job creation and income generation using for example municipal and infrastructure development project. Boast market relevant skills development and encourage entrepreneurship and access to finance especially for the youth. A focus on agriculture and livestock production which includes building capacity through technology and skill transfers to boost and diversify production and productivity using value chain approaches for improved market linkage and upgrating of local products. Economic recovery initiatives should be designed, implemented and evaluated in a gender-sensitive manner to properly acknowledge and address the different needs and potentials of men, women, including special provisions responding to the specific needs of girls and young mothers such as access to child care facilities, access to land and livelihoods resources for women, as well as measures to address violent behavior and equal access to economic opportunities for both men and women. Partnerships with the private sector are needed to ensure that skills development matches labor market demand. Access to markets can be enhanced through the creation of commodity platforms, improving financial goods and services, as well as capitalizing on the support of diaspora via remittances. Technical support to national governments is needed to create flexible responses that address the negative macroeconomic impacts of crisis situations. Support to governmental pre-existing national and sub-national policies and programmes addressing job generation and social protection should be upscaled for wider outreach. This include the socio-economic empowerment of youth: The focus of livelihoods and employment interventions in crisis and post crisis situations is in supporting early recovery and the achievement of rapid return to sustainable development pathways and by ensuring that growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded. Young men and women will be the engine for any recovery effort in the affected countries given that they are in the majority of the refugee population and IDPs and also economically affected in most vulnerable communities.

- *Sustainable education and health services* **complement** *immediate support to education and health*. This entails expanding existing capacities, rehabilitating affected facilities, replacing lost human resources due to the crisis, and transforming the health and education sector to accommodate the demand and specific needs of Syrians and vulnerable communities. It also includes supporting school curriculums, training and integrating Syrian teachers and doctors into different/new systems of practice, and supporting these systems to guarantee that community members and refugees continue to receive long-term access to health and education services. Special attention to be placed on capacity building support on prevention of and response to the protection from gender based violence and providing multi-sectoral response support to survivors, including women's centres / safe spaces, psychosocial support, livelihood support and access to legal services. The provision of these services is also part of the national safety net and social protection programmes.

- *Social cohesion and rule of law* **complement** *protection efforts* as defined by the humanitarians in the RRP. The large influx of Syrian refugees in many communities of the host countries, as well as IDPs within Syria, has not only shifted the demographic balance; but it is also putting strains on social interactions as well as intra and inter-group cohesion. Already in countries like Lebanon where there were already challenges in terms of group and national cohesion, the problem has exacerbated. Growing instances of violence based on perceived inequalities involving refugees is weakening the remaining structures that help nurture inter-group cohesion. Also the fracture caused by the conflict manifest itself among Syrian refugees, further complicating social cohesion among and across groups. The maintenance of a degree of social cohesion is vital for the safety, security and future development in all communities affected by the crisis. Through livelihood, infrastructure and other socio-economic interventions it is believed that mutual trust, collective action and participation, solidarity, and effective communication would be enhanced in all affected communities.

Emphasis will also be on strengthening local and national institutions that promote dialogue, social cohesion and rule of law. Focus will also be on facilitating dialogue and mediation in communities identified to be most vulnerabile to conflicts, fostering inter-group cohesion through community projects as well as promoting culturally appropriate reaction and facilitate interactions.

- *Local governance* refers to the entire gamut of interactions between different players at the sub-national level, ranging from local governments, to private sector, civil society and community-based organizations. It comprises the combined set of institutions, systems and processes, at the sub-national level, through which local authorities interact with and provide services to the population, groups and local communities and through which the later articulate their interests and needs, mediate their differences and exercise their rights and obligations. It also illustrates the systems and processes that need to be set up with local authorities and governments to ensure that the coordination of humanitarian assistance, service delivery and/or management is carried out in a participatory manner. In addressing the challenges of the crisis, local authorities play a major role in providing communities with basic service delivery, guiding local economic development, ensuring community security and possibly conflict mediation. Investing in their technical and managerial (budgeting, planning, procurement) capacities is critical, as is enhancing community participation to facilitate dialogue and ownership that can help to overcome social tensions. Also important are strengthening the capacities of women and youth to engage in decision making processes, and ensuring they have access to long-term counseling and psychosocial support. The resilience-based development response should support national governments in transforming institutions and policies so they facilitate long-term resilience and the provision of basic services including housing, water, sanitation and energy.

- *Natural Resources Management* and innovative solutions that save water, land and forests are cornerstones of a resilience-based approach to development. The heavy burden placed by additional population on already scare resources requires the upmost attention to this issue. Where increasing natural resources competition intersects with other issues, such as socio-economic, ethnic or religious cleavages, they can contribute to violence. New approaches to long-term water and other natural resources' consumption and management that incorporate principles of sustainability and equity are required, including disaster risk reduction. An assessment of the available natural resources and the impact of the response plans on water, land and forest is integral to a resilience-based approach to development.

- *Gender Equality and Women's Empowerment* as cross-cutting. The uncertain environment is putting a strain on societal expectations of women and men, contributing to strained relationships at the household level. The crisis has challenged traditional gender roles, increasing frustrations that may already be high due to limited resources. An increased risk of gender based violence (GBV), particularly domestic violence, has been identified by Jordanian women and girls. Also in Lebanon, the perception of insecurity and rise of violence levels, due to the massive influx of refugees and their negative coping mechanisms, are very much present and dictate the way of living of women, men, boys and girls, with consequences on their freedom of movement, on their social and intra-household relations. The Syria crisis also reinforces conflicts about cultural differences between the two communities, with seemingly neither one nor another willing to accept the other ones practices, which severely restrain contact, acceptance and relations between the two communities leading to restriction of movement and other human rights violations. The pressure is maybe even higher when it comes to livelihood opportunities and living expenses. Lebanese host communities complain about the unfair competition for working opportunities, mainly the fact that the Syrian refugees accept to work more hours for much more lower wages. The saturation of public services and assistance is also highlighted, with an accent put on children's education, health and leisure activities.

Figure 2 is an indicative "Result Framework". The left-column presents standard components of RRP model, while right column the complementary components from a Resilience-Based Development Framework, divided into the three elements of the conceptual framework, namely (1) Coping (2) Recovering (3) Sustaining.

HUMANITARIAN (RRP structure)	RESILIENCE-BASED DEVELOPMENT FRAMEWORK		
	Sustainable Habitat		
	Coping	Recovering	Sustaining
Site and Shelter • Ensure access to adequate space for transit center works, camp site development works, and construction of basic infrastructure and for implementation of essential community facilities. • Syrian refugees in camps and transit centres have access to adequate shelters guided by minimum humanitarian standards. • Camp management is assisted via maintenance and upgrading interventions for shelter and basic services that provide for Syrian and vulnerable syrians outside of camps. **Water and Sanitation** • Ensure Syrian refugees living in camps have regular access to sufficient and safe drinking water, secure and safe sanitation and hygiene facilities. • Improve access to WASH services and facilities to vulnerable syrians and urban and rural host communities. • Rehabilitate and install gender appropriate water and sanitation facilities for boys and girls in schools, youth/child-friendly spaces and public spaces in camps and host communities. • Establish and maintain effective mechanisms for WASH coordination at national and sub national levels.	• Building additional infrastructures to provide basic services. • Meeting urgent water supply needs and facilitate short-term scale up of service delivery. • Rehabilitating water infrastructure and waste management systems in high impact areas.	• Initiating large scale public works to improve housing of vulnerable households and refugees • Restoring community houses in the most vulnerable host communities in order to enhance the living conditions of vulnerable communities and hosted refugees. • Rehabilitating community-based infrastructures. • Installation of additional water storage tanks and chlorination facilities in the most vulnerable municipalities including the cost of fuel, manpower for the maintenance and increased sewerage pumping requirements	• Expanding urban infrastructure in area sustaining the highest number of refugees through policy measures and support to the private building sector. • Empowering local authorities through urban decision making tools. • Expansion of water supply sources. • Strengthening institutional and technical capacity to sustainably implement the National Water Supply Strategy.

		Economic Recovery		
Food Security • Enhance food and nutrition security. • Maintain appropriate, consistent food support to Syrian refugees in urban/rural areas, camps and transit centres. • Initiate food assistance, livelihood support, self-reliance and food production programmes to most vulnerable. • Enhance the enrolment and attendance of Syrian school-aged children in camp schools. • Prevent the deterioration of the nutritional status of young children and women by introducing supplementary feeding programme to malnourished children under the age of five and pregnant and lactating women in camps and local communities **Non-food items** • Ensure that the basic household needs of vulnerable Syrians living within host communities, transit sites and camps are met through NFO assistance. **Financial assistance** • Ensure that the basic household needs of extremely vulnerable Syrians living in urban and rural areas across host countries are met through financial support		**Coping** • Scaling up national safety net programmes and expanding their coverage to the refugee population. • Stabilization of livelihoods for refugee and vulnerable communities through labor intensive schemes such as community infrastructure or environment restoration works. • Distribution of inputs to local farmers. • Early economic revitalization with immediate stabilization & employment through income generation and emergency job creation for host communities, IDPs and refugees.	**Recovering** • Scaling up national poverty reduction programmes; expansion of their coverage to the refugees. • Creation of group savings schemes and promotion of small businesses for local economic recovery • Provision of cash grants for the creation of small businesses. • Revamping microfinance infrastructure. • Utilizing food distribution as a catalyst to promote people to organise in groups / associations to produce and market collectively ensuring food security and increased income through access to markets – organisational and entrepreneurial capacity of associations / producer. • Surveying markets to identify use of cash transfers / vouchers as alternative to handouts / food distributions and to promote local economy where food availability exists and the constraint is access – and the capacity of people to grow, purchase or otherwise acquire food.	**Sustaining** • Institutionalization of improved social protection and poverty alleviation mechanisms for vulnerable refugees and host communities. • Sustainable employment generation, providing job opportunities for both refugees and host communities, through inclusive development schemes, with particular attention to women and youth. • Improvement of food value chain. • Creation of a regional facility for employment. • Promotion of networks of producer associations, cross border trade and regional economic integration. • Utilizing value chain approach to identify market services (financial, appropriate technology for agro-transformation, inputs & supplies); • Enabling the financial environment (reduction of non-tariff / tariff barriers to enhance sector growth); & supporting poor, marginalised populations to assume new market role. • Promotion / establishing public – private commodity platforms

		Sustainable education services		
Education • Ensure that vulnerable Syrian girls and boys are provided with access to formal education in camps and non-camps settingsSyrian refugees in camps and transit centres have access to adequate shelters guided by minimum humanitarian standards. • Ensure that Syrian girls and boys, adolescents and youth benefit from informal and non-formal education services in host communities and camps. • Ensure that Syrian girls and boys including preschool age children and children with disabilities benefit from education services. • Ensure that effective referral mechanisms are in place through coordination and case management with links to other sectoral services.		**Coping** • Rehabilitating education infrastructures to reach pre-refugee level of quality. • Equipping schools that have faced a heavy burden of additional students.	**Recovering** • Building of new schools. • Development of curriculum, and certification for disadvantaged out of school children through non-formal education. • Hiring qualified teachers in the refugee community. • Establishing local community committees (including refugees & host community) to manage social services (e.g. parent – teacher associations). • Provision of vocational and technical education for both ho communities and refugees	**Sustaining** • Establishing robust national education policies to sustain the growing education service demand and systems as well as empowering the government's education ministry oversight and monitoring. • Enhancing education policy & processes to ensure higher education & vocational training institutions are aligned with sector development strategies.

		Sustainable health services		
Health • Ensure access of Syrian in the most affected Governorates of the countries in the region to quality health services, while minimizing the impact on local health systems through strenghtening the MoHs capacity and filling key gaps in health. • Ensure access of Syrians and vulnerable host communities to priority information and services for sexual and reproductive health. • Integration nutrition into health care in order to prevent and respond to malnutrition including micronutrient deficiencies.		**Coping** • Increasing access to sustainable services by providing additional financial support to cover the additional health care costs expected with the rising of number of refugees.	**Recovering** • Enhancement of health infrastructure through the building of additional health centers or the enhancement of existing ones; establishing local community committees (including refugees & host community) to manage social services (e.g. health committees).	**Sustaining** • Strengthening of institutional • Capacity to sustainably implement the national health strategy.

		Social cohesion and rule of law		
Protection • Syrians are able to access the surrounding countries, to seek asylum and be protected from refoulement. • Syrian protection needs are addressed through targeted protection interventions (including CP and SGBV), community mobilization and capacity building. • Respond to the needs of Syrians and vulnerable host community populations with an emphasis on women and children through the provision of social and psycho-social support. • Refugees, host communities and organizations involved in the refugee response are provided with adequate information and reached with awareness-raising activities.		**Coping** • Broadcasting peace building information through local radios and community leaders. • Fostering peace building mechanisms to mitigate tensions in conflict prone areas hosting Syrian refugees. • Meeting urgent justice, administration, and protection needs and facilitate short term scale up of protection	**Recovering** • Supporting local cohesion, conflict management and self-recovery through the promotion of "peoples' processes in host communities. • Training of local community mediators. • Enhancement of national staff capacity to deal with the increased need for justice and protection.	**Sustaining** • Building trust between citizens, refugees and institutions and adopt principles of transparency, good governance and accountability. • Enhancing infrastructure for justice and protection. • Strengthening institutional capacity to sustain the increased demand for justice.
		Local governance		
		Coping • Provision of supplementary equipment to municipalities. • Fiscal transfers to municipalities to scale up service delivery. • Enhancing local capacities of municipalities and governorate in planning and service delivery. • Support the coordination of vertical and horizontal planning and service delivery chains, ensuring policy coherence at all level of government and promoting humanitarian and development effectiveness at the local level	**Recovering** • Strengthening the management of local resources. • Enhancing the capacity of municipalities to improve and maintain local public infrastructures. • Promote rapid and inclusive participatory processes in local planning.	**Sustaining** • Strengthening Local Economic Development framework • Fostering partnerships between the local municipalities, governorates and the private sector. • Enhancing relations and development consultations between local authorities, local communities and refugees. • Fostering multi-level governance mechanisms and ensure policy coherence between national, sub-national and local level. • Use inclusive local governance processes and strategic

		communication to promote social cohesion.

		Sustainable management of natural resources

		Coping	Recovering	Sustaining
		• Ensuring equal access and distribution of renewable resources. • Ensuring access to land for IDPs and refugees. • Ensuring protection of land right evidences.	• Identifying alternatives to scarse resources and ecosystems. • Setting up land and natural resources conflict resolution mechanisms for both host communities and refugees.	• Investing in restoration of natural resources regulatory framework. • Strengthening the capacity for land conflict resolution. Strengthening Natural Resources management through participatory processes. • Fostering consultation within local communities on renewable resources management. • Developing more effective natural resources management policies.

6. *Coordination, Partnership Mechanisms*

12.   Because the crisis is larger than the capacity of any single actor to deal with singlehandedly, it is therefore important to coordinate efforts and delineate a clear framework that ensures coherence, complementarity, inclusiveness and sustainability. Success of the development response will rely on strong national and local ownership, as well as expanded partnerships with humanitarian and development partners, I/NGOs, CSOs and the private sector.

13.   Steps leading to the establishment of appropriate coordination structures that reflect national ownership and donor inputs should be conducted on a country-by-country basis. Mapping existing coordination mechanisms and partnerships will facilitate decision-making and highlight the most suitable ways of complementing humanitarian and development frameworks. Given the country-specific nature of a resilience-based development approach, the UN Country Teams under the leadership of the Resident and Humanitarian Coordinators are called in to play a pivotal role in the implementation of the resilience framework. Regional structures and frameworks will facilitate their role by enhancing consistency and coherence, and supporting advocacy, resource mobilization and partnerships. The proposed roadmap outlines key milestones and expected results in supporting the implementation of the resilience framework.

7. *Financing Opportunities*

14.   In instances of protracted and recurrent crisis it is increasingly understood within humanitarian and development circles that success depends upon the availability, speed and predictability of multi-year funding. This is particularly relevant in the case of Syria given its protracted nature. To maximize the use of available resources from the humanitarian and development funding baskets, the following steps should be undertaken:

- Mapping and aligning existing windows of financing for ongoing programmes and projects in affected countries with a view to addressing the priorities of resilience-based development response.

- Based on a country-specific configuration, establish dedicated pooled fund and multi-donor trust fund mechanisms with the support of national governments to fill critical gaps in resilience-based development plans that may not be funded through existing development resources. Specific attention will be given to make such fund based on gender responsive priorities.

- Support national and local governments with the technical capacity needed to mobilize private sector investments including corporate social responsibility schemes, business investments and national budget support programmes of donors and international financial institutions.

Figure 3 below elaborates the interaction and organization of all the elements at play in the alignment of the humanitarian and development response.

Figure 3 Broader Alignment of Key Components, Stakeholders and funding mechanisms
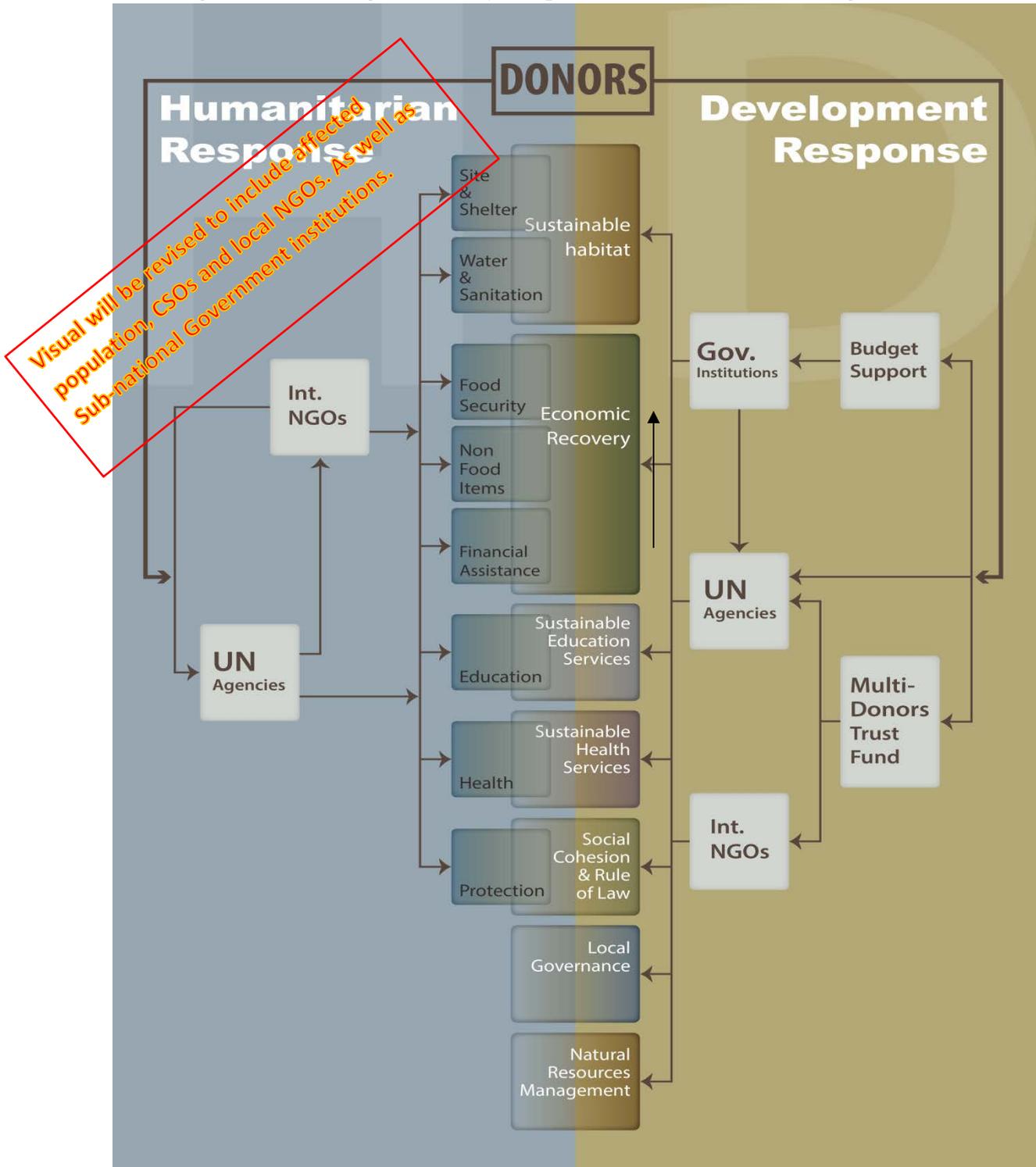
Figure 4: The following graphic shows (a) the *continuum* between humanitarian and resilience based development response (copying – Track I; recovering, Track II and Sustaining, Track III), (b) the six countries most affected by the Syrian crisis, and (c) seven of the principles of a resilience based development response.
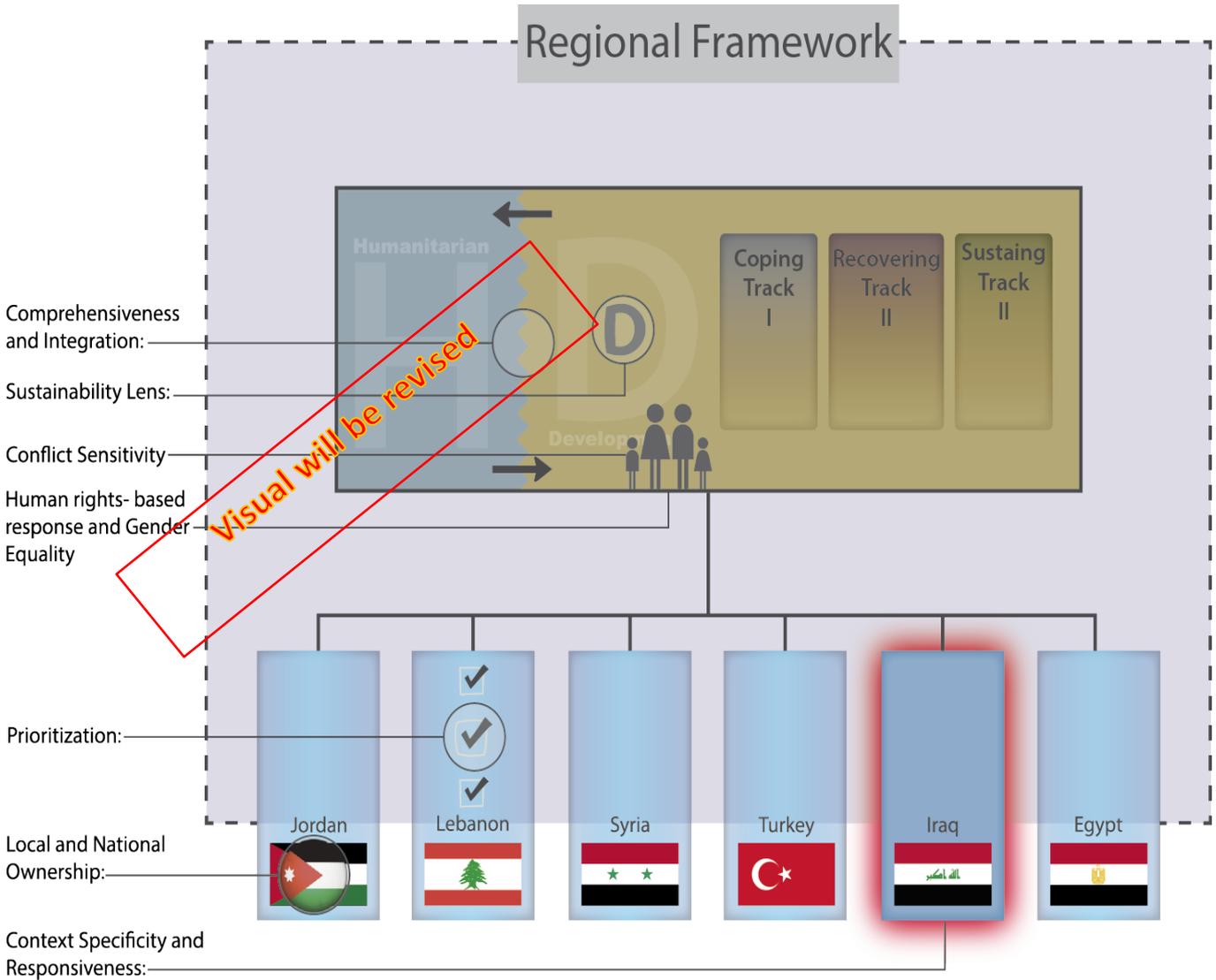
What is Resilience?

Like any other emerging concept, there are multiple definitions on what *resilience* means. Several of these definitions are outlined below and are the ones most used by UN agencies, international organizations, donors and other development actors currently championing the concept of resilience.

- *The Office of the United Nations Strategy for Disaster Risk Reduction:* "The ability of a system, community or society exposed to hazards to resist, absorb, accommodate and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions."

- *The Global Alliance for Action for Drought Resilience and Growth*:[14] "The capacity of vulnerable households, families, communities and systems to face uncertainty and the risk of shocks, and to withstand and respond effectively to shocks, as well as to recover and adapt in a sustainable manner."

- *The Food and Agriculture Organization*: "The ability to prevent disasters and crises, as well as to anticipate, absorb, accommodate or recover and adapt from them in a timely, efficient and sustainable manner. This includes protecting, restoring and improving livelihoods systems in the face of threats that impact agriculture, food and nutrition (and related public health)."

- **World Food Programme**: "The capacity of people, communities and countries to resist and recover from extreme events (WFP)."

- **USAID:** "The ability of people, households, communities, countries and systems to mitigate, adapt to and recover from shocks and stresses in a manner that reduces chronic vulnerability and facilitates inclusive growth."

- **UNDP:** "A transformative process of strengthening the capacity of men, women, communities, institutions, and countries to anticipate, prevents, recover from and transform in the aftermath of shocks, stresses and change."

- **DFID**: "The ability of countries, communities and households to manage change, by maintaining or transforming living standards in the face of shocks or stresses (such as earthquakes, drought or violent conflict) without compromising their long-term prospects."

- **OCHA**: "The ability of communities and households to endure stresses and shocks."

Regardless of the source there are central tenets that resonate in each of the above definitions. Fundamentally **resilience is about the inherent capacity (ability) or strength of individuals, communities and institutions to withstand/cope, recover, adapt and transform in the face of specific shocks**. This means all interventions in the wake of a crisis begin with identifying and building upon existing capacities and resources.

In the case of Syria the following capacities have been identified:

- There are strong national governments and institutions in many of the affected countries that can be built upon.

- The countries that have been affected by the Syrian crisis are societies that have high rates of literacy, as well as world-class professionals in an assortment of fields (e.g. medicine, engineering, technology, etc.). It is under this guise that the UN needs to enlist national capacities.

- Civil society organizations, including women's organizations and local associations, are growing in strength and number in Syria and neighbouring countries.

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[14] A network of over 51 donor and international development partners convened by USAID.

It is important to address the vulnerability of individuals, communities and institutions and identify what weakens their capacity to withstand, adapt, recover or transform from shocks and stressors. Vulnerability is caused by repeated or protracted crises, as in the case of Syria, which is sapping the resilience of individuals and increasing their risk of falling into the vulnerability' or 'fragility trap'.

In addition, the resilience agenda was borne out of the realization that addressing today's challenges does not necessarily mean a community or a society is fully prepared and able to recover from shocks particularly if it is exposed to frequent, recurrent or protracted risks. It therefore becomes critical to protect development gains from any and all such risks. Resilience therefore challenges development practitioners to anticipate the risks and design and implement 'risk-sensitive development' activities, tools and programming that contribute to prevention. It seeks to address the question: *do countries and communities in the region have what it takes to withstand the Syria crisis in all its forms?*

Our current response to the Syria crisis is too focused on the impact refugee flows have on host-countries. This needs to be expanded so that resilience-based response entails:

- Tracking the dynamics of the conflict itself and anticipating the contagion risks to countries in the region.

- Supporting governments and communities to initiate the necessary reforms and transformational change that will strengthen their resilience to the conflict risk.

- Establishing national early warning systems that are linked to a regional early warning platform.

- Investing in local-to-district level platforms for dialogue, social cohesion and reconciliation. Stakeholders cannot wait until the crisis is over before implementing measures to build peace.

- Ensuring humanitarian and development responses reinforce one another.

Key Resilience Results

Building the resilience of societies to respond to shocks fundamentally requires harnessing information and communication capacities, mobilizing collaborative actions and strengthening vigorous coping strategies and systems. This will lead to more robust institutions, economies and communities; an increased number of resourceful groups; diversified sources of livelihood, and the speedy recovery of communities that have seen their core functions disrupted by the Syrian crisis.

Concrete actions include greater focus on protecting development gains; stabilizing the disruption the crisis has caused to the development trajectory of respective countries; broadening the focus on the refugee situation to addressing the fragility it may have triggered in various societies; establishing a conceptually sound platform for coordinating humanitarian and development actions; enhanced recognition of national and local leadership, and increased flexibility of interventions that draw on both humanitarian, development and other flexible sources of funding.

The below matrix illustrates the **process** and **impact** results that could be achieved through a resilience-based development response to the Syrian crisis:

Process	Impact
Joint analysis of resources for resilience and structural factors that drive vulnerability.	*Coping (ability to absorb and withstand the stress and shocks from the crisis)* • Household (livelihood and economic floors are protected through social safety-nets; capacity of individuals built to respond to the stress; psychosocial care, etc.). • Communities (communities, through local governance processes, are better organized, self-reliant, can resolve problems collectively; have the ability to anticipate, warn, and manage risks; inter-group relations are strengthened, and the ability to mobilize quickly is built/restored). • Infrastructure is strengthened to cope with current and future stress. • Institutions (policies and institutions) are strengthened to withstand stress

	through staff training and increasing flexible resources. • Early warning systems are established at the community level. • Disaster Risk Reduction systems are in place • The capacity of civil society is strengthened to participate in the resilience-building process. • Communication infrastructures and processes are rebuilt. • Promoting the decentralization of the response to the crisis by strengthening the capacity of municipalities and other administrative bodies.
Mapping and linking all interventions (humanitarian and development) for better synergy.	***Speedy Recovery: stabilizing communities, rehabilitating infrastructure, and psychosocial care.*** • Household (psychosocial recovery, recovering lost sources of livelihood). • Communities (restoring and strengthening community cohesion; community organizational capacity rebuilt or improved; increase the skills and knowledge of affected communities on how to rehabilitate affected institutions and systems; strengthen structures to encourage collective action and community solidarity restored, and restore inclusive participation). • Restoring institutions disrupted due to the crisis. • Rehabilitate infrastructure destroyed in the crisis.
Partnerships with all key actors. Flexible resources are available for the short, medium, and long-term. Indicators and monitoring systems are linked to account for the multidimensional impact and synergy.	***Sustaining (working to foster transformational change to reduce vulnerability to the crisis and ensure sustainability)*** • Affected countries have legal, policy, institutional and regulatory frameworks in place to anticipate, prevent, cope and recover quickly from the crisis. • Early warning systems are established at all levels and national policies make it possible to respond quickly to early warnings. • Resources are (re)invested at all levels in preparation for the long-term impact of the crisis. • Disaster Risk Reduction systems are in place • Expansion of social safety nets. • Policies and institutions are put in place to better regulate trade, markets and other economic activities. • Policies and institutions are better able to manage the use of critical natural resources such as water, energy and land. • Policy coherence between national, sub-national and local level. • Platforms for coordinating humanitarian and development responses at the national and sub-national level are established. • Regular monitoring systems for implementation (and to determine the key results of the humanitarian and development response) are established. • Strengthening disaster preparedness and response institutions using best practices from Turkey and other affected countries where applicable. • Promote diversity in sources of livelihoods and other economic sectors to enhance businesses and trade. • Build trust within and across networks of businesses, employers and civil society organizations for greater collaboration and collective action.

Why is a Resilience Approach Important for the Syrian Crisis?

A complex mix of national/regional cultural, social, economic and political factors has driven the crisis in Syria. Addressing one factor without accounting for the others will lead to negative consequences and result in differential impacts. Building resilience is vital in this regard because resilience-building focuses on:

• Addressing the root causes that contribute to the protracted nature of the crisis and those factors that lead to the sustained stress that sap energy and resources from individuals, communities, and institutions.

Accounting for the whole system as opposed to smaller segments and thinking long-term in relation to scaling up development programming. The current focus is on targeting affected individuals and communities, and while it

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may be necessary in the short-term it does not address the wider issues and root causes that will ensure sustainable peace across the sub region;

- Responding to the crisis as a system also helps to overcome the terrible disease of 'turf' and working in silos that undermine the work of the international community. It fosters partnerships and helps to build synergies that feed into a coordinated framework that complements humanitarian and development responses.

- Building strong and innovative partnerships amongst stakeholders, donors and the international community and streamlines their responses to the crisis in Syria.

- Committing to long-term engagement that goes beyond short-term projects and incorporates medium to long-term planning.

- Anticipation and preventing future impacts related to the crisis through analyzing trends and patterns and mobilizing timely responses.