**EN**

**ANNEX**

**Neighbourhood, Development and International Cooperation Instrument (NDICI) – Global Europe**

**Exceptional Assistance Measure regarding Syria**

## 1. IDENTIFICATION

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|---|---|
| Action: | Support to stabilisation, state-building and the transition in Syria |
| Action Reference: | NDICI CR 2026 / ACT-63776 |
| Cost: | EUR 6 000 000 (Union contribution). |
| Budget Line: | 14 02 03 10 |
| Duration: | Maximum 18 months. The authorising officer responsible may decide to extend this period twice by a further period of up to six months, up to a total maximum duration of 30 months, under the conditions laid down in Article 23(6) of Regulation (EU) 2021/947 of the European Parliament and of the Council ('the NDICI Regulation'). |
| Lead service: | FPI |

## 2. ACTION SUMMARY

The action consists of two strands of action that aim to provide greater stability and security inside Syria, by addressing the impact of past conflict and related collapse of public authority. The first component is focused on stabilisation through strengthening internal security and the protection of citizens' rights and freedoms. It will strengthen the capacities of Syrian Internal Security Forces' personnel -both men and women-, including through trilateral cooperation between the European Union, the Hashemite Kingdom of Jordan and the Syrian transitional authorities. In doing so, the measure also promotes regional cooperation between Syria and Jordan, and contributes to delivering on the Strategic and Comprehensive Partnership between Jordan and the EU, following up on the first EU-Jordan Security and Defence Dialogue in 2026.

The second element will focus on providing rapid support to credible and inclusive electoral, legislative and constitution drafting processes, including in view of a future Constitution. It will do so by providing on-demand assistance to and engaging with Syrian transitional authorities, the new Parliament and civil society.

## 3. BACKGROUND AND RATIONALE

### 3.1 BACKGROUND

Since the fall of the Assad regime, Syria has seen historic changes. At the same time, the security context remains highly volatile and its transition fragile. Although law and order have improved in some regions, violence remains a significant concern for parts of the population and in those areas of the Syrian territory that are still affected by conflict or at risk thereof. Armed groups and violent extremist factions, notably in the Northwest, remain active, escaping the full control of the Syrian Transitional Authorities. There is a need to avoid a possible security gap in the aftermath of conflict. At the same time, an inclusive political transition remains critical, and constitutes a main channel to address tensions or frustrations that can emerge when expectations for change are not met fast enough. There is need to consolidate early gains, address challenges and prevent reversals.

The first EU-Syria high-level political dialogue in May 2026 signalled a new phase of EU-Syria engagement and reiterated the EU interest in a stable and secure Syria contributing to regional stability. To achieve this, and as long-term relationships are re-established, it is key to support stabilisation via an accountable and performant civilian security sector, and to prepare the grounds for an inclusive and peaceful political transition.

### 3.2 RATIONALE FOR CRISIS RESPONSE ACTIONS UNDER THE RAPID RESPONSE PILLAR OF THE NEIGHBOURHOOD, DEVELOPMENT AND INTERNATIONAL COOPERATION INSTRUMENT

Considering the ongoing volatility and fragility, the EU needs to rapidly engage on Syria to consolidate early gains, address new emerging challenges and prevent reversals. This constitutes an exceptional and unforeseen situation in the sense of Article 4(4), point (a), of the NDICI Regulation. An adequate response cannot be provided under any other Union Instrument due to the urgency with which the funds are required and due to available resources already being firmly committed.

Annex IV, paragraph 1, third subparagraph, points (d), (f) and (n), of Regulation (EU) 2021/947 specifically provides for the use of the NDICI rapid response pillar to support: (d) the development of democratic, pluralistic state institutions, including measures to enhance the role of women in such institutions, effective civilian administration and civilian oversight over the security system, as well as measures to strengthen the capacity of law-enforcement and judicial authorities involved in the fight against terrorism, organised crime and all forms of illicit trafficking; (f) reinforcement of State capacity - in the face of significant pressures to rapidly build, maintain or restore its core functions, and basic social and political cohesion; and (n) measures to promote and defend respect for human rights and fundamental freedoms, democracy and the rule of law, and the related international instruments.

### 3.3 RISKS AND ASSUMPTIONS

| Risks | Impact | Mitigation |
|---|---|---|
| Political instability and the lack of engagement by the authorities to effectively deliver on some of the objectives. | High | Close coordination with national and, where applicable, local authorities in defining actions and modalities of support, as well as other stakeholders. |
| Increased insecurity negatively affects the ability of potential implementing partners to work on the ground, as well as the ability the target groups and beneficiaries to participate in the planned activities. | High | Close monitoring of the security situation and continuous consultations with stakeholders, staff and partners. Support will be based on flexible work plans and remote management procedures when access is restricted with provisions to reduce, and/or suspend activities depending on the impact of the security developments. |
| Lack of commitment by transitional authorities to inclusive legislative processes and cooperation. | Medium | Close coordination and dialogue with national and, where applicable local authorities, within the framework of broader EU-Syria relations. |
| Lack of coordination among donors resulting in duplication of efforts or inefficient allocation of resources. | Medium | Continued coordination among EU actors will be pursued based also on lessons learned from previous actions. |
| Lack of sustained cooperation between the European Union, the Hashemite Kingdom of Jordan and the competent Syrian authorities on issues pertaining to this action. | Low | Continuous dialogue, including at technical, policy and political level, between the EU and the two countries. |

## 4. OBJECTIVES

### 4.1 OVERALL OBJECTIVE

The overall objective of the action is to contribute to strengthening the rule of law, civil security, stabilisation and inclusive and accountable democratic processes in Syria.

### 4.2 SPECIFIC OBJECTIVES

4.2.1 To strengthen Syrian Internal Security Forces' capacities, systems and application of human-rights compliant professional standards and methods.

4.2.2 To enhance institutional, legislative and stakeholder-engagement capacities for the development of credible and inclusive electoral, legislative and constitutional drafting processes.

## 5. ACTION COMPONENTS AND EXPECTED RESULTS

**The main expected results/outcomes** include:

**Expected Result (1)**: Cohorts of Syrian Internal Security Forces' personnel, both men and women, are trained and certified, in accordance with international policing standards and EU principles relating to democratic policing, accountability, human rights and community-oriented policing.

Activities (indicative):

5.1.1 Design and deliver Basic Police Training course in accordance with internationally-recognised policing standards;

5.1.2 Issue certifications to trainees who successfully completed training course requirements;

5.1.3 Identify, design and deliver specific thematic training elements, including application of human rights principles and community engagement;

5.1.4 Provide complementary institutional and capacity development support to the Syrian Ministry of Interior.

**Expected Result (2):** Rapid institutional and technical capacity support is provided to advance inclusive and human-rights aligned legislative, electoral and constitutional processes.

Activities (indicative):

5.2.1 Support the new Syrian parliament, including through onboarding programs for new Members of Parliament, Commitees and staff;

5.2.2 Provide on-demand legislative and constitutional drafting assistance;

5.2.3 Facilitate inclusive stakeholder engagement for transitional authorities and civil society organisations;

5.2.4 Provide technical and operational assistance for design and implementation of future electoral processes.

# 6. IMPLEMENTATION

## 6.1 IMPLEMENTATION MODALITIES

The Commission will ensure that the appropriate Union rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures[1].

### *6.1.1 Grant: direct award (direct management)*

(a) Purpose of the grant

The grants will contribute to achieving the objective and results in section 4.2.1 and Expected Result 1.

(b) Type of applicants targeted

The type of applicants targeted for this direct award are non-profit or for-profit organisations, non-governmental organisations, governmental, national and local public bodies and private entities with expertise in the intervention area, with experience in crisis contexts and the ability to rapidly roll out activities.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because **the action entails crisis management aid as referred to in Article 198, point (a), and as defined in Article 2(22) of the Financial Regulation** at the date of the Financing Decision.

### *6.1.2 Procurement (direct management)*

Procurement through a service contract can be used to achieving all or part of the specific objective and results in section 4.2.1 and Expected Result 1.

### *6.1.3 Indirect management with a pillar assessed entity*

A part of this action may be implemented in indirect management with an entrusted entity which will be selected by the Commission's services using the following criteria: operational capacity, thematic and regional/national expertise. The implementation by this entity entails action to achieve results described in section 4.2.2 and Expected Result 2.

### *6.1.4 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances*

If the preferred modality for results in section 4.2.1 and Expected Result 1, cannot be implemented, including partly, in direct management due to circumstances outside of the Commission's control, the whole or part of this action may instead be implemented in indirect management. In such case, an entity will be selected by the Commission services, using the following criteria: entrusted entity with specific in-country and/or regional experience; ability

[1] See www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website, it is the OJ version that prevails.

to operate in conflict-affected areas; appropriate security risks management; prior work under EU funding instruments.

If the preferred modality for results in sections 4.2.2 and Expected Result 2, cannot be implemented, including partly, in indirect management due to circumstances outside of the Commission's control, the whole or part of this action may be instead implemented in direct management, including through grants, as per the following:

(a) Purpose of the grant

The grants will contribute to achieving the objectives and results in sections 4.2.2 and Expected Result 2.

(b) Type of applicants targeted

The type of applicants targeted for this direct award are non-profit or for-profit organisations, non-governmental organisations, national and local public bodies and private entities with expertise in the intervention area, with experience in crisis contexts and the ability to rapidly roll out activities.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because **the action entails crisis management aid as referred to in Article 198, point (a), and as defined in Article 2(22) of the Financial Regulation** at the date of the Financing Decision.

### 6.2 INDICATIVE BUDGET

The total Union contribution under this Financing Decision **will not exceed EUR 6 000 000**. A breakdown among components is provided hereunder, and is indicative.

**Indicative budget breakdown**

| Components | Union contribution (amount in EUR) | Indicative third party contribution, in currency identified |
|---|---|---|
| Component 1: Result 1, stabilisation and security, composed of | 3 000 000 | |
| 6.1.1 – Direct grant (direct management) | 2 500 000 | N/A |
| 6.1.2 – Procurement (direct management) | 500 000 | |
| Component 2: Result 2, state-building and transition support, composed of | 3 000 000 | |
| 6.1.3 – Contribution agreement (indirect management) | 3 000 000 | N/A |
| Total | 6 000 000 | |

### 6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under direct management. It will be managed by the Commission, with the support of the Union Delegation to Syria and the Union Delegation to Jordan for the monitoring of the action.

### 6.4 PERFORMANCE AND RESULTS MONITORING AND REPORTING

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final report. Each report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and outcomes) as measured by corresponding indicators, using as reference the Logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

### 6.5 EVALUATION

Having regard to the nature of the action, an evaluation will not be carried out for this action or its components.

The Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

The financing of the evaluation shall be covered by another measure constituting a financing decision.

### 6.6 AUDIT

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

### 6.7 COMMUNICATION AND VISIBILITY

The 2021-2027 programming cycle adopted a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 "Communicating and Raising EU Visibility: Guidance for External Actions", it will remain a contractual obligation for all entities implementing Union-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the Union emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated

entities such as UN agencies, international financial institutions and agencies of Union Member States.

## 7. COMPLEMENTARITY, COORDINATION AND FOLLOW-UP

The measure will be complementary to other ongoing EU humanitarian and non-humanitarian assistance. Given the high-level level of international interest in supporting the Syrian transition, and specific regional dimension of this action, notably the police training in Jordan, particular emphasis will be put on ensuring good coordination with other EU support initiatives. Coordination will be ensured with other relevant ongoing or upcoming initiatives in support of civil society, institutional support and stabilisation efforts carried out by the EU, its Member States, international bodies and other like-minded countries.