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## **JOINT MOTION FOR A RESOLUTION**

Pursuant to Rule 110 (4) of the Rules of Procedure

on Situation of Syrian refugees in neighbouring countries

on behalf of the PPE Group

on behalf of the S&D Group

tabled by **Marietje Schaake**,.....on behalf of the ALDE Group

on behalf of the Verts/ALE Group

on behalf of the ECR Group

on behalf of the EFD Group

*The European Parliament,*

- having regard to its previous resolutions on Syria, in particular of 16 February and 13 September 2012, and the ones on refugees fleeing armed conflict,
- having regard to the Foreign Affairs Council conclusions on Syria on 23 March, 23 April, 14 May, 25 June, 23 July, 15 October, 19 November and 10 December 2012, and of 23 January, 18 February, 11 March, and 22 April 2013; having regard to the JHA Council of October 2012 which endorsed the establishment of a Regional Protection Programme by the Commission; having regard to the European Council conclusions on Syria of 2 March, 29 June, and 14 December 2012, and of 8 February 2013,
- having regard to the statements by the Vice-President of the Commission/High Representative of the Union for Foreign Affairs and Security Policy (HRVP), Catherine Ashton, on Syrian refugees, and in particular, the remarks of 13 March 2013 during the plenary debate in Strasbourg and her statement of 8 May 2013; having regard to the statements by the European Commissioner for International Cooperation, Humanitarian Aid and Crisis Response, Kristalina Georgieva on the Syrian refugees and the EU's response, and in particular of 12 May 2013; and to the "ECHO situation reports and factsheets" on Syria,
- having regard to UN Security Council resolutions 2059 of 20 July, 2043 of 21 April, and 2042 of 14 April 2012 and on the updated report of the UN Independent International Commission of Inquiry on 11 March 2013; having regard to the Security Council Briefings on Syria, by the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, Valerie Amos, in particular of 18 April 2013,
- having regards to the statements of the Secretary-General of United Nations on Syria and the remarks by the United Nations High Commissioner for Refugees, António Guterres, to the United Nations Security Council, in particular of 18 April 2013; having regard to the UN Human Rights Council resolutions in the Syrian Arab Republic of 2 December 2011 and 22 March 2013,
- having regard to the Marrakesh meeting on the Group of Friends of the Syrian People and the international conference held in Paris on 28 January 2013,
- having regard to the latest Syrian Regional Response Plan (RRP) January to June 2013, and all RRP's following the first one of March 2012, by the United Nations High Commissioner for Refugees,
- having regard to the 2013 Syria Humanitarian Assistance Response Plan (SHARP), by the Government of the Syrian Arab Republic, prepared in coordination with the United Nations System, of 19 December 2012,
- having regard to the Syrian Humanitarian forum (SHF) created in Spring 2012 and its last meeting on 19 February 2013,
- having regard to the Syrian Humanitarian Bulletins by the United Nations Office for Coordination of Humanitarian Affairs (OCHA),
- having regard to the UN General Assembly Resolutions on Syria, in particular, Resolution 46/182, titled "Strengthening of the Coordination of Humanitarian Emergency Assistance of the

United Nations” and the Guiding Principles in its annex, and Resolution 67/183 on the situation of human rights in Syria,

-having regard to the summary report of the High level International Pledging Conference for Syria which in Kuwait on 30 January 2013,

- having regard to the Final Communiqué by the Action Group for Syria (the "Geneva Communiqué") of 30 June 2012,

- having regard to the Universal Declaration of Human Rights of 1948,

- having regard to the Geneva Conventions of 1949 and their additional protocols,

- having regard to the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, the Convention on the Rights of the Child and the Optional Protocol thereto on the Involvement of Children in Armed Conflict, and the Convention on the Prevention and Punishment of the Crime of Genocide, to all of which Syria is a party,

A. whereas up to 16 May 2013 the Office of the United Nations High Commissioner for Refugees (UNHCR) has registered a total of 1,523,626 Syrian refugees in neighbouring countries and North Africa; whereas the total number of refugees, including those unregistered, is assessed as much higher; whereas according to UNHCR 7 million Syrians rely on aid, 3.1 million of them are children and the number of Internally Displaced Persons is 4.25 million as of 6 May 2013; whereas according to the same sources the following number of refugees (including awaiting registration) are present in the following countries as of 16 May 2013: Turkey 347,815; Lebanon 474,461; Jordan 474,405; Iraq 148,028; Egypt 68,865 and Morocco, Algeria, Libya 10,052 (registered); whereas thousands of Syrians are fleeing on a daily basis to neighbouring countries and the office of the UNHCR projects a total of 3.5 million refugees from Syria by the end of 2013;

B. whereas the number of Syrian refugees and people in need is dramatically rising as the political and humanitarian situation deteriorates every day the armed conflict continues; whereas not only civilians but also several former political and military leaders of the regime as well as ambassadors have defected to neighbouring countries and beyond; whereas the armed conflict in Syria is a major threat to the fragile security and stability of the region as a whole; whereas the risk of spill-over effects of the armed conflict risks transitioning from incidental to structural; whereas the EU and the international community cannot afford an additional catastrophe; whereas a pan-regional political, security and humanitarian disaster would overwhelm the international response capacity ;

C. whereas thousands of those of who have fled Syria have deserted from the armed forces in order to escape being required to commit war crimes or crimes against humanity or are evading military service for similar reasons;

D. whereas the United Nations in May estimated that at least 80.000 people, mostly civilians, had died because of the violence in Syria;

E. whereas the destruction of essential infrastructure including schools and hospitals, the devaluation of the currency, rising food prices, shortage of fuel and electricity and lack of water, food and medicine has had an impact on the majority of Syrians; whereas physical access to people in need of humanitarian assistance in Syria remains severely constrained and depends on the Assad government's cooperation;

F. whereas UN agencies have reported making progress in organizing inter-agency aid convoys across conflict lines, to government-controlled, opposition-controlled and contested areas; whereas both bureaucratic obstacles and checkpoints throughout the country (both government and opposition controlled) hinder an effective humanitarian response in all areas of Syria;

G. whereas registration remains the key mechanism through which persons of concern are identified, protected and assisted, particularly new arrivals with specific needs, including the disabled, the elderly and unaccompanied minors and separated children, in order to provide prioritized assistance;

H. whereas the hosting countries have maintained an open border policy throughout the armed conflict but have opted for different hosting methods; whereas their ability and capacity to absorb and shelter the increasing stream of refugees is stretched to the limit as "incidents" tend to happen regularly along the border lines; whereas Lebanon has gone for a "no camp" policy and has largely absorbed the refugees into the local communities; whereas approximately three-quarters of the Syrian refugees in neighbouring countries are living outside camps in urban settings; whereas approximately 350.000 Syrians are staying in 23 refugee camps in Turkey, Jordan and Iraq;

I. whereas aid organisations are currently responding to the Syrian refugee situation in Jordan, Lebanon and Iraq, focussing primarily on women and children, populations with special needs but often underserved in urban refugee communities; whereas the rural spread of the refugee population demands a complex urban registration programme;

J. whereas the refugee-receiving countries are facing tremendous domestic challenges of their own, including economic instability, inflation and unemployment, with Lebanon and Jordan being particularly vulnerable;

K. whereas affording rent is becoming a growing concern for many Syrian refugees as overcrowding and the competition for shelter is growing and prices rise; whereas refugees are experiencing significant income-expenditure gaps, limited work opportunities, exhaustion of savings and rising debt levels; whereas competition over jobs and rising food prices are factors that exacerbate tensions between local and refugee populations, particularly in Lebanon and Jordan, that are together hosting more than 1 million refugees;

L. whereas continuing efforts are necessary to increase support to hosting communities to continue keeping borders open, assisting refugees and supporting their infrastructure, and to ease tensions and lift the burden off these communities;

M. whereas funding constraints continue to impede the timely and efficient delivery of basic humanitarian assistance; whereas SHARP requires a total of US\$563 million in funding to address the needs of people in Syria; whereas as of 6 May, the response plan was only 61 per cent funded;

N. whereas the current UN Regional Response Plan (RRP4) is being revised for until December 2013; whereas a new appeal for funding will be launched by the UN on 7 June 2013, which will reflect the rising number of refugees fleeing Syria and their continuing needs, as well as greater support for host governments and communities, and will likely amount to US\$3billion;

O. whereas reports by aid organisations state that only between 30 and 40 per cent of the total pledged money so far by the international community has been effectively provided;

P. whereas the level of humanitarian assistance risks becoming unsustainable; whereas all humanitarian actors involved need levels of financial support that are out of proportion with the established humanitarian aid budgets of traditional donors; whereas extraordinary funding mechanisms to meet basic needs for the Syria crisis have to be established;

Q. whereas the European Union *is* the largest donor; whereas on 22 April 2013, the total EU committed humanitarian assistance in response to the Syrian crisis amounted to almost € 473 million, including €200 million from the EU and nearly € 273 million from Member States; whereas on 12 May 2013 the European Commission announced an additional funding of € 65 million;

R. whereas around 400 000 Palestinian refugees are affected within Syria; whereas the Palestinians have remained largely neutral in the conflict; whereas almost 50 000 Palestinians are registered by UNWRA in Lebanon and almost 5000 in Jordan; whereas Jordan closed its border to the Palestinians fleeing the conflict in Syria and they are largely prevented from working in Lebanon; whereas Iraqi, Afghan, Somali and Sudanese refugees in Syria are also facing renewed displacement;

S. whereas in the Jordanian Zaatari Camp safety and security have degenerated, with theft and fires taking place; whereas Zaatari became the 4th largest city of Jordan, housing over 170 000 people; whereas riots and violent protests in the refugee camps are motivated by poor living conditions and delays in receiving assistance; whereas overall insecurity continues to endanger the lives in the camps, affecting the humanitarian workers; whereas aid workers have been attacked, hospitalized, and even killed, during aid distributions, and journalists beaten;

T. whereas, according to international organisations, women including girls in refugee camps, are victims of increasing sexual violence as rape is used as a weapon of war; whereas there are no viable medical options for Syrian refugee survivors of sexual violence; whereas a disproportionate share of young girls and women are getting married in the refugee camps; whereas according to several sources the practice of pleasure temporary marriages (or Mutah) is arising in refugee camps with Syrian refugees;

U. whereas the UN launched in March 2013 an independent investigation into allegations of the possible use of chemical weapons in Syria; whereas these allegations may have contributed to the mass displacement of people; whereas the Syrian regime has refused to allow the UN investigation team into the country;

1. Expresses grave concern at the on-going humanitarian crisis in Syria and the implications for its neighbouring countries; expresses concern that the exodus of refugees from Syria continues to accelerate; Recalls that the Assad government bears primary responsibility to take care of the wellbeing of its people.

2. Condemns again, in the strongest terms, the brutality and atrocities by the Syrian regime against its population; expresses its deepest concern at the gravity of the widespread and systematic violation of human rights and possible crimes against humanity authorised and/or perpetrated by the Syrian authorities, the Syrian army, security forces and affiliated militias; condemns the summary extrajudicial executions and all other forms of human rights violations committed by groups and forces opposing the regime of President Assad; reiterates its call for President Bashar al-Assad and his regime to step aside immediately, so as to allow a peaceful, inclusive and democratic Syrian-led transition to take place in the country.

3. Calls on all armed actors to put an immediate end to violence in Syria; stresses again that international humanitarian law with the main aim to protect the civilians must be fully respected by all actors involved in the crisis; Stresses that those responsible for the widespread, systemic and gross human rights violations committed in Syria over the past 24 months must be held accountable and brought to justice; strongly supports in this context the calls made by the UN High Commissioner for Human Rights to refer the situation in Syria to the International Criminal Court.

4. Extends its condolences to the families of the victims; applauds the courage of the Syrian people and reiterates its solidarity with the Syrian people's struggle for freedom, dignity and democracy.

5. Believes that the key to the solution of the conflict lies in political mechanisms to facilitate the Syrian led political process that will promote a swift, credible and effective political solution with those genuinely committed to the transition with full respect of universal values of democracy, rule of law, human rights and fundamental freedoms, with special regard to the rights of ethnic, cultural and religious minorities as well as of women; reaffirms the priority to keep the humanitarian and political tracks separated to facilitate access to those in need; calls on the EU and the EEAS to develop a roadmap for political governance in the liberated areas including the possibility of lifting economic sanctions.

6. Notes that all deserters from Syria are further entitled to protection being at risk on other grounds than set out in § 26 in the UNHCR guidelines namely on "excessive of disproportionately severe" punishment possibly amounting to torture or inhuman or degrading treatment or even arbitrary execution.

7. calls on the UN Security Council members, in particular Russia and China, to uphold their responsibility to put an end to the violence and repression against the Syrian people, including by adopting a UNSC resolution built on the UNSC press statement of 18 April 2013 and to mandate the humanitarian aid deliveries in all areas of Syria; calls on the VP/HR to do her utmost to secure the adoption of a UNSC resolution, exerting effective diplomatic pressure on both Russia and China; calls on the EU to continue to explore within the UNSC all options within the Responsibility to Protect (R2P) framework, in close cooperation with the US, Turkey and the League of Arab States in order to assist the Syrian people and to halt the bloodshed; strongly supports the work of the Independent Commission of Inquiry on the situation in Syria and welcomes the updated report.

8. Supports the joint call made by US Secretary of State John Kerry and Russian Foreign Minister Sergey Lavrov to convene as soon as possible an international peace conference on Syria as a follow up to the Geneva Conference of June 2012.

9. Expresses its concern about further militarisation of the conflict and sectarian violence; notes the role of different regional actors, including the delivery of arms, and is concerned about the spill-over effects of the Syrian conflict in neighbouring countries in terms of humanitarian crisis, security and stability; strongly condemns the car bomb attacks on 11 May 2013 that killed and injured dozens of people near a Syrian refugee base in the southeastern town of Reyhanli, in Turkey's Hatay province as well as the instances of shelling and shooting by Syrian armed forces into neighbouring countries, supports the HR/VP's condemning of terrorist attacks of any nature.

10. Stresses that the EU has a particular responsibility for stability and security in its neighbourhood, calls on the HR/VP and the Commissioner for Enlargement and Neighbourhood Policy to ensure that the EU plays a leading role in preventing the armed conflict in Syria from spilling over into neighbouring countries.

11. Pays tribute to host communities and Syria's neighbouring countries, in particular Jordan, Lebanon, Turkey and Iraq, for their resourcefulness in providing shelters and humanitarian aid to families fleeing the armed conflict in Syria but is strongly concerned about the dangerous saturation point that those countries are approaching due to the influx of Syrian refugees that could set off unprecedented regional instability.

12. Supports and welcomes the considerable contributions by the European Commission and the EU Member States to the international humanitarian assistance programmes, and the political leadership by Commissioner for international cooperation, humanitarian aid and crisis response; welcomes the Commission's diversification of humanitarian partners in Syria in order to provide a more efficient and widespread aid, particularly in regions outside government control; calls on the EU actors and the Member States to better coordinate their actions and assistance inside and outside Syria.

13. Urges the European Commission to present a comprehensive aid package - which serves as an example to other major donors - to address the humanitarian crisis in Syria and the neighbouring countries, based on three pillars: i) increased humanitarian assistance (ECHO), ii) support for host countries to strengthen local communities and to increase capacity and infrastructure (DEVCO), iii) the swift introduction of macro financial assistance packages for Lebanon and Jordan.

14. Underlines the importance of keeping international borders open and urges the international community to support Lebanon and Jordan generously in managing the growing refugee influx; urges all regional host governments and other actors to uphold the principles of non-refoulement and equal treatment of refugees.

15. Calls on the EU to take appropriate responsible measures regarding the possible influx of refugees into its Member States.

16. Calls for immediate humanitarian assistance for all in need in Syria, with special regard to the wounded, the refugees, the internally displaced, women, and children; commends the efforts of the International Red Cross and UNRWA in this regard; demands the Assad government to allow full access to humanitarian organisations to the country; stresses the need to increase the cooperation among the number of actors operating on the ground including local authorities, international organisations and NGOs including cooperation on the border; considers that protocols of assistance and monitoring at the border would bring an added value.

17. Calls on the EU to support the establishment of safe havens along the Turkish-Syrian border, and possibly within Syria, as well as the creation of humanitarian corridors by the international community.

18. Welcomes the immense humanitarian aid operation to which international and local organizations contribute and pays tribute to all humanitarian aid and health workers, international and local, for their courage and perseverance under the auspice of the United Nations Office for Coordination of Humanitarian Affairs (UNOCHA) and UNHCR; calls on the EU and the international community to enhance the protection of civilians, including humanitarian workers and medical personnel; urges the international community to find a solution to resolve the continuous insecurity and law order problems in refugees camps notably by taking a new security initiative within the refugee camps; urges all parties to the conflict to respect international humanitarian law and facilitate humanitarian access for aid workers inside and outside the country to cope with growing needs.

19. Calls on all countries, EU Member States in particular, to swiftly fulfil their pledges made at the Kuwait donor conference on 30 January 2013; calls on the EU and the international community to set up accountability mechanisms to ensure that all pledged funds reach their designated beneficiaries.

20. Denounces sexual violence in Syria's armed conflict, which is also used as a weapon of war and hence constitutes war crimes, and urges the EU and the international community to specifically allocate resources to end sexual violence and calls on the host communities to provide proper medical treatment to those victims of sexual violence.

21. In the light of the growing needs of the Palestinian refugee population in Syria and in neighbouring countries, calls on donors to appropriately fund UNRWA and calls on UNRWA to generously support ongoing efforts to shore up their resilience, and to minimize their suffering and displacement.

22. Instructs its President to forward this resolution to the Council, the Commission, the High Representative of the Union for Foreign Affairs and Security Policy/Vice-President of the Commission, the parliaments and governments of the Member States, the Secretary-General of the United Nations, and all the parties involved in the conflict in Syria.