

FUELLING THE FIRE

REPORT CARD ON THE IMPLEMENTATION
OF UNSC HUMANITARIAN RESOLUTIONS
ON SYRIA IN 2015/2016



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March 2016 marks five years of upheaval and conflict in Syria – conflict that has reduced lives to shadows and cities to rubble.

The Syrian government and its allies, as well as armed opposition and extremist groups, bear the primary and direct responsibility for the horrific reality that Syria's civilians face on this grim anniversary. They have targeted civilians, laid siege to cities and towns and denied access to life-saving assistance.

In the last year, UN Security Council Resolutions have been consistently flouted by parties to the conflict in Syria.

Their international backers, including permanent members of the UNSC, are not only failing to ensure the implementation of the resolutions but – through inadequate diplomatic pressure, political and military support to their allies, and direct military action – have actively added fuel to the fire of the Syria conflict.

This report card summarizes what the UNSC demands happen in Syria, the situation since March 2015, as well as significant actions by the Permanent Members of the UN Security Council.

In the first months of 2016 and at time of drafting of this report, some progress has been made in securing greater humanitarian access to those in besieged areas and a cessation of hostilities in parts of the country which has resulted in a significant decrease in civilian casualties. These are important steps that should be recognised and built on, but they remain fragile and limited in the context of the overall deterioration experienced by civilians inside Syria over the last horrendous year of violence.

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For more detail and sources and references, see the full report

Fuelling the Fire: How the UN Security Council's Permanent Members are undermining their own commitments on Syria available on the lead organizations' websites.










↑ A Syrian man carrying grocery bags tries to dodge sniper fire as he runs through an alley near a checkpoint manned by the Free Syria Army in the northern city of Aleppo on September 14 2012. Syrian forces used fighter jets and helicopter gunships to pound the city and province of Aleppo, where fierce clashes raged around a military airport, monitors said.

MARCO LONGARI

PROTECTION OF CIVILIANS

GRADE: DETERIORATION

WHAT THE UNSC DEMANDED IN ITS RESOLUTIONS	THE SITUATION IN 2015/16	WHAT THE UNSC PERMANENT MEMBERS HAVE DONE
<p>UNSCR 2139, 2014 OPERATIONAL PARAGRAPH (OP) 3</p> <p>demands that all parties immediately cease all attacks against civilians, as well as the indiscriminate employment of weapons in populated areas, including shelling and aerial bombardment, such as the use of barrel bombs, and methods of warfare which are of a nature to cause superfluous injury or unnecessary suffering</p>	<p> CONTINUED VIOLATIONS OF LAWS OF WAR BY ALL SIDES, including use of explosive weapons in populated areas, and use of banned cluster munitions</p> <hr/> <p> AT LEAST AN ADDITIONAL 50,000 PEOPLE KILLED SINCE APRIL 2014</p> <hr/> <p> ONE OUT OF EVERY FOUR SCHOOLS REMAINS INACCESSIBLE</p> <hr/> <p> 44 PERCENT INCREASE IN THE NUMBER OF ATTACKS ON HEALTH FACILITIES IN 2015 compared with 2014, making it the worst year since the start of the conflict</p> <hr/> <p> AN ADDITIONAL 200,000 HOUSES PARTLY OR COMPLETELY DESTROYED IN 2015 compared with 2014, representing a 20 percent increase from late 2014</p> <hr/> <p> AN ADDITIONAL MILLION-AND-A-HALF PEOPLE IN NEED OF HUMANITARIAN ASSISTANCE IN 2015 compared with 2014</p> <hr/> <p> CLOSE TO ONE MILLION MORE DISPLACED PEOPLE IN 2015 compared with 2014, either within Syria or to neighbouring countries</p>	<p>RUSSIA</p> <ul style="list-style-type: none"> ▶ Air campaign launched at the end of September 2015, against UNSC-listed terrorist organizations and also against some armed opposition groups, across large parts of the country ▶ 7,000 missions flown ▶ Operations reportedly costing an estimated US\$7.5m per day ▶ The attacks have directly hit and damaged civilian infrastructure and reports of thousands of civilian casualties ▶ Russia also continues to transfer arms and ammunition to the Syrian military <hr/> <p>USA</p> <ul style="list-style-type: none"> ▶ Prioritized military strategy against UNSC-listed terrorist groups, continuing air campaign begun in 2014 ▶ 3,400 bombing raids ▶ Reports of damaged civilian infrastructure and nearly 300 civilian casualties ▶ Direct arms transfers to a range of armed opposition groups ▶ Continues to spend about US\$11.5m per day on airstrikes in both Syria and Iraq <hr/> <p>FRANCE/UK</p> <ul style="list-style-type: none"> ▶ France first launched airstrikes in September 2015 and the UK in December 2015; both targeting areas controlled by UNSC-listed terrorist groups ▶ Combined with operations in Iraq, the UK has spent tens of millions of dollars in operations as of December 2015 ▶ France is believed to have spent more than US\$260m ▶ No reports of civilian casualties <hr/> <p>CHINA</p> <ul style="list-style-type: none"> ▶ Not militarily involved in Syria
<p>UNSCR 2254, 2015 OP13</p> <p>demands that all parties immediately cease any attacks against civilians and civilian objects as such, including attacks against medical facilities and personnel, and any indiscriminate use of weapons, including through shelling and aerial bombardment</p>		





↓ A woman walks pushing a pram between the rubble of destroyed buildings in the besieged rebel bastion of Duma on December 13 2014. Duma, a rebel bastion northeast of Damascus, has been under government siege for more than a year, with residents facing dwindling food and medical supplies.

ABD DOUMANY







HUMANITARIAN ACCESS

GRADE: DETERIORATION

WHAT THE UNSC DEMANDED IN ITS RESOLUTIONS	THE SITUATION IN 2015/16	WHAT THE UNSC PERMANENT MEMBERS HAVE DONE
<p>UNSCR 2139, 2014, OP6</p> <p>demands that all parties [...] allow rapid, safe and unhindered humanitarian access for UN humanitarian agencies and their implementing partners, including across conflict lines and across borders</p> <hr/> <p>UNSCR 2165, 2014, OP6</p> <p>also decides that all Syrian parties to the conflict shall enable the immediate and unhindered delivery of humanitarian assistance directly to people throughout Syria, [...] including by immediately removing all impediments to the provision of humanitarian assistance</p> <hr/> <p>UNSCR 2268, 2016, OP6</p> <p>expresses support for the ISSG initiative, [...] to accelerate the urgent delivery of humanitarian aid, with the view towards the full, sustained, and unimpeded access throughout the country</p>	<p></p> <p>SECURITY AND ADMINISTRATIVE BARRIERS TO DELIVERING HUMANITARIAN AID MAINTAINED BY ALL SIDES</p> <hr/> <p></p> <p>MORE THAN 4.5 MILLION PEOPLE LIVE IN 147 LOCATIONS WHICH THE UN CONSIDERS TO BE DIFFICULT OR NEAR IMPOSSIBLE TO REACH</p> <p>Access to these and other areas across front lines has actually decreased over the course of 2015 compared with 2014</p> <hr/> <p></p> <p>JUST OVER 10 PERCENT OF REQUESTS FOR INTER-AGENCY AID CONVOYS SUBMITTED TO THE GOVERNMENT OF SYRIA WERE APPROVED AND COMPLETED</p> <p>75 percent of requests made never received a response</p> <hr/> <p></p> <p>AS OF FEBRUARY 2016, OFFICIAL BORDER CROSSINGS INTO AND OUT OF SYRIA, LISTED BY THE UNSC, ARE PARTIALLY CLOSED AND/OR AT SERIOUS RISK OF COMPLETE CLOSURE</p>	<p>RUSSIA</p> <ul style="list-style-type: none"> ▶ <i>Bombing raids continue to be significant barriers to delivering humanitarian assistance across large parts of Syria</i> <hr/> <p>US/UK/France/CHINA/RUSSIA</p> <ul style="list-style-type: none"> ▶ <i>Along with other members of the ISSG, have called on greater humanitarian access across all of Syria</i> <hr/>

BESIEGED COMMUNITIES AND CEASEFIRES

GRADE: DETERIORATION

WHAT THE UNSC DEMANDED IN ITS RESOLUTIONS	THE SITUATION IN 2015/16	WHAT THE UNSC PERMANENT MEMBERS HAVE DONE
<p>UNSCR 2139, 2014, OP5 Calls upon all parties to immediately lift the sieges of populated areas</p>	 <p>THE NUMBER OF PEOPLE LIVING IN AREAS CLASSIFIED BY OCHA AS BESIEGED MORE THAN DOUBLED, FROM 212,000 IN 2014 TO ALMOST 500,000 IN EARLY 2016</p> <p>Less than 1 percent of these people received UN food aid in 2015</p>	<p>RUSSIA</p> <ul style="list-style-type: none"> ▶ <i>Delivered air-drops to ISIS-besieged Deir ez Zour in 2016</i> ▶ <i>Increased its involvement in brokering local ceasefires in 2015, at times acting as guarantors of the deal</i> ▶ <i>In mid-February, Russia and the USA brokered a deal which enabled a temporary and partial cessation of hostilities across much of Syria</i>
<p>UNSCR 2165, 2014, OP7 Notes in this regard the role that ceasefire agreements that are consistent with humanitarian principles and international humanitarian law could play to facilitate the delivery of humanitarian assistance</p>	 <p>AS OF 25 FEBRUARY 2016, AFTER DISCUSSIONS IN A HUMANITARIAN TASKFORCE SET UP BY THE ISSG, AID HAD BEEN DELIVERED TO ALMOST 110,000 PEOPLE IN SIX DIFFERENT BESIEGED LOCATIONS WITHIN SYRIA</p>	
	 <p>MORE LOCAL CEASEFIRES WERE BROKERED BY WARRING PARTIES, BUT THIS DID NOT RESULT IN SUSTAINED AND UNHINDERED ACCESS</p>	
<p>UNSCR 2268, 2016, OP1 Endorses in full the Joint Statement of the United States and the Russian Federation, as Co-Chairs of the ISSG, on Cessation of Hostilities in Syria</p>	 <p>A DEAL ON PROVISIONAL CESSATION OF HOSTILITIES CAME INTO EFFECT 26 FEBRUARY 2016, WITH WIDESPREAD DOUBTS ABOUT WHETHER IT WILL HOLD</p> <p>The agreement does not apply to areas where UNSC-listed terrorist groups operate</p>	<p>US/UK/France/CHINA/RUSSIA</p> <ul style="list-style-type: none"> ▶ <i>Along with other members of the ISSG has called for sieges to be lifted and cessation of hostilities</i> ▶ <i>Any ceasefires will not include groups listed as terrorist organizations by the UNSC</i>

SIGNED BY

Norwegian Refugee Council

ActionAid

No Peace Without Justice

CARE International

Alkawakibi Organisation for Human Rights

Save the Children

Syria Relief Network

Emessa

BINAA

Baytna Syria

Human Appeal

Bihar Relief Organisation

Syria Relief

UOSSM

People in Need

IHSAN Relief and Development

Big Heart Foundation

Ghiras Alnahda

Syrian NGO Alliance

Physicians Across Continents

SEMA

Sham Humanitarian

SAWA for Development Aid

Mercy Corps

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Social Development International

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