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# Implementation of Security Council resolutions 2139 (2014), 2165 (2014), 2191 (2014), 2258 (2015), 2332 (2016), 2393 (2017), 2401 (2018), 2449 (2018) and 2504 (2020)

# **Report of the Secretary-General**

# I. Introduction

1. The present report is the sixty-sixth submitted pursuant to paragraph 17 of Security Council resolution 2139 (2014), paragraph 10 of resolution 2165 (2014), paragraph 5 of resolution 2191 (2014), paragraph 5 of resolution 2258 (2015), paragraph 5 of resolution 2332 (2016), paragraph 6 of resolution 2393 (2017), paragraph 12 of resolution 2401 (2018), paragraph 6 of resolution 2449 (2018), and paragraph 8 of resolution 2504 (2020), in the last of which the Council requested the Secretary-General to provide a report at least every 60 days, on the implementation of the resolutions by all parties to the conflict in the Syrian Arab Republic.

2. The information contained herein is based on data available to agencies of the United Nations system and obtained from the Government of the Syrian Arab Republic and other relevant sources. Data from agencies of the United Nations system regarding their humanitarian deliveries have been reported for February and March 2020.

# II. Major developments

#### **Key points**

1. The first confirmed case of the coronavirus disease (COVID-19) in the Syrian Arab Republic was announced on 22 March 2020 and the first fatality resulting from the virus was announced on 29 March. At the end of the reporting period, 10 cases had been confirmed, including two fatalities. Early economic impacts attributable to COVID-19 compounded the ongoing economic crisis. In March, food prices reached their highest recorded level since 2011.

2. In the north-west of the Syrian Arab Republic, hostilities continued throughout February. On 1 March, Turkey announced the 27 February launch of Operation Spring Shield. A ceasefire agreed between the Russian Federation and Turkey took effect on 6 March. By that time almost 1 million people had fled the intensification of hostilities that commenced in December 2019, causing a further, drastic deterioration of the humanitarian situation in the north-west.





3. The humanitarian cross-border operation into the north-west of the Syrian Arab Republic continued at record levels, in response to the catastrophic deterioration of the humanitarian situation for millions of people, including by distributing food assistance for 1.2 million people in February and 1.8 million people in March. On 2 March, a United Nations inter-agency mission to the north-west gathered first-hand information from the affected population about their humanitarian needs.

4. Response efforts from within the Syrian Arab Republic continued at scale in response to assessed needs throughout much of the country, even as access for some humanitarian actors, including the United Nations, remained limited in some areas. Assistance from within the Syrian Arab Republic included the delivery of food assistance for 3.3 million people in February and 3.2 million people in March. During the reporting period, the United Nations and its partners conducted 1,094 missions, over 92 per cent of which deployed from sub-offices outside of Damascus. Only 44 per cent of requests for missions from Damascus were approved.

5. In the north-east, services at the Aluk water station were disrupted multiple times in March, with operations resumed by the end of the reporting period. This station is the main source of water for about 460,000 people in the north-east. It relies on electricity from Tishrin Dam to Ra's al-Ayn.

6. In the southern part of the country, on 19 February, two humanitarian workers were killed and a third injured in Dar'a when their vehicle was attacked by an unidentified armed group. Another humanitarian worker was killed in an outbreak of violence in Jallayn, rural Dar'a on 18 March.

#### Humanitarian update

The first confirmed case of the coronavirus disease (COVID-19) in the Syrian 3. Arab Republic was announced on 22 March 2020 and the first fatality resulting from the virus was announced the following week, on 29 March. At the end of the reporting period, 10 cases of COVID-19 had been confirmed, including two fatalities. The World Health Organization (WHO) assessed the Syrian Arab Republic to be at very high risk of an outbreak in the light of its fragile health system, high levels of population movement and the practical difficulties of implementing isolation and protective measures in areas of displacement, with high population density and low levels of sanitation services. Early economic impacts attributable to COVID-19 compounded the ongoing economic crisis, with significant price increases and shortages in some basic goods recorded in March across country. The average price of the World Food Programme (WFP) standard reference food basket increased by 9 per cent in March from the previous month. The largest week-on-week price increase in March coincided with the imposition of travel restrictions across the country and the closure of non-food related businesses. An 18 per cent price increase was observed between weeks three and four, placing foods prices at the highest level recorded since 2011.

4. Throughout February, government and pro-government aerial bombardment continued across the north-west of the Syrian Arab Republic, at some of the highest levels since the start of the conflict, and further intensified at the end of February. Government and pro-government forces continued ground advances from several directions. Daily clashes with non-State armed groups included mutual artillery shelling and ground clashes with high numbers of casualties. On 1 March, Turkey announced the launch, on 27 February, of Operation Spring Shield. Military activity along the frontline areas subsequently increased, with several towns and villages, including Saraqib, changing control multiple times. On 5 March, the Russian Federation and Turkey reached agreement on an Additional Protocol to the

Memorandum on Stabilization of the Situation in the Idlib De-escalation Area. The Additional Protocol serves as an agreement to cease all military actions along the line of contact in the Idlib de-escalation area starting from 6 March; to establish a security corridor six km deep to the north and 6 km deep to the south of the M4 highway; and to begin joint Russian Federation-Turkish patrolling on 15 March along the M4 highway from the settlement of Turumbah to the settlement of Ain-Al-Hayr. As from 6 March, the de-escalation area saw a cessation of aerial bombardment, while sporadic ground-based bombardment continued in the southern part of the country.

5. By the time the ceasefire of 6 March had come into effect, almost 1 million people, a third of the total civilian population of the "de-escalation area", had fled the intensification of hostilities that had commenced in early December 2019. About 560,000 people moved to the north-west of Idlib, into a small area along the border between the Syrian Arab Republic and Turkey that was already hosting hundreds of thousands of displaced persons. About 400,000 people moved to areas in northern Aleppo Governorate, including I'zaz, Afrin, Jindayris and Bab. The rapid mass displacement since December exacerbated the deterioration of the humanitarian situation in the north-west, which continued during the reporting period. Alarming rates of acute malnutrition (21 per cent) among displaced pregnant and lactating women were reported. The United Nations Children's Emergency Fund (UNICEF) reported increased rates of stunting, with almost 3 out of every 10 displaced children in the north-west under the age of 5 stunted, compared to 2 out of every 10 prior to the further intensification of hostilities in December 2019.

6. In the north-east of the Syrian Arab Republic, intermittent artillery shelling and a limited number of ground-based clashes were reported along the eastern and western edges of the territory between Tall Abyad and Ra's al-Ayn. The M4 highway reportedly opened at times, although civilian traffic was often not able to proceed. Services at the Aluk water station, the main source of water for some 460,000 people in the north-east, including populations in Hasakah city and surroundings and in the Hawl and Arishah camps, were disrupted multiple times in March, with operations resuming by the end of the reporting period. The Aluk water station relies on electricity supply from Tishrin Dam to Ra's al-Ayn. Effective functioning of electric lines towards Ra's al-Ayn and water pumps to El Bab remain key for the sustainability of the Aluk station. The Hawl camp continued to host about 65,500 people. All educational activities in the camp were suspended from 22 March as a precautionary measure against the spread of COVID-19, and movements in and out of the camp were restricted by the camp administration, with exceptions for humanitarian staff.

7. At Rukban, which has not been reached by a humanitarian convoy since September 2019 owing to a lack of security guarantees from armed groups in Rukban, informal commercial supply routes from Damascus and Dumayr were closed off in February, further disrupting the delivery of food, fuel and medical supplies into the camp. On 18 March, the Government of Jordan ended the referrals of urgent medical cases from Rukban without prior COVID-19 screening, which is unavailable in the camp.

8. In southern part of the Syrian Arab Republic, tensions between government forces and members of reconciled armed groups continued to have an impact on the civilian population. Two Syrian Oxfam staff members were killed in Yadudah, western rural Dar'a, on 19 February when their vehicle was attacked by an unidentified non-State armed group. An Oxfam volunteer was also injured. On 18 March, eight civilians were killed as a result of artillery shelling in Jallayn, western Dar'a. Of those civilians, three were children and one a staff member of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). Moreover, local cells of former opposition fighters carried out attacks by small arms and explosive devices against government forces. There were reports of government forces shelling towns and conducting seek-and-arrest operations to locate individuals with former links to non-State armed groups and perpetrators of acts of violence. The expanded presence of government forces was also marked by an increase in the number of checkpoints erected. The uptick in violence in March has reportedly been followed by talks between government officials and local representatives.

#### Update on overall developments

Further to the appeal of the Secretary-General on 23 March for an immediate 9. global ceasefire to focus on combating COVID-19, the Special Envoy for Syria, on 24 March, called for a complete and immediate nationwide ceasefire throughout the Syrian Arab Republic to allow for an all-out effort to suppress COVID-19 in the country. He noted that a nationwide ceasefire – a foundation of Security Council resolution 2254(2015) – was needed more than ever and should be respected by all parties in order to confront the danger facing all Syrians. The Special Envoy also called for large-scale releases of detainees and abductees on humanitarian grounds, and for full, sustained and unimpeded humanitarian access to all parts of the country, using all possible modalities. He noted that international donors should do whatever is necessary to ensure that Syrians have access to the equipment and resources needed to combat the virus and treat patients. The Special Envoy directly engaged with concerned Member States so that all necessary humanitarian exemptions to sanctions would be made available and fully utilised, and that all hurdles would be set aside in order to urgently move the most critical items into the country to combat COVID-19.

10. The Co-Chairs of the Constitutional Committee agreed upon an agenda for the next session of the Committee. The Special Envoy stated that, while COVID-19 made it impossible to convene Syrians in Geneva at present, he would consult with the parties to see if useful preparations could begin for future sessions.

#### Protection

11. The Office of the United Nations High Commissioner for Human Rights (OHCHR) verified incidents, occurring from 1 February to 31 March 2020, in which at least 312 civilians, including 51 women and 100 children, had been killed and at least 466 civilians, including 55 women and 130 children, injured as a result of the conduct of hostilities across the Syrian Arab Republic, including due to airstrikes, ground-based strikes, improvised explosive devices, explosive remnants of war, armed clashes and targeted killings, at the hands of various parties to the conflict. The majority of civilians were killed and injured due to an intensification of airstrikes and ground-based strikes by pro-government forces that hit areas within the "de-escalation area" in the north-west of the Syrian Arab Republic in February and early March. At least 208 civilians, including 39 women and 70 children, were killed as a result of reported airstrikes and ground-based strikes by government and pro-government forces in the north-west of the country. On the basis of the consistent pattern of civilian harm, OHCHR has expressed strong concerns that parties to the conflict have failed to respect the key international humanitarian law principles of distinguishing civilians from fighters and civilian objects from military objectives; of refraining from indiscriminate attacks; of proportionality in attack; and of precautions in the conduct of military operations.

12. In areas under the effective control of various non-State armed groups in the northern part of the Syrian Arab Republic, such groups have continued to systematically target civilians, journalists and health service providers perceived as affiliated to an opposing party or allegedly critical of the armed group in control of the territory. The whereabouts and fate of many deprived of their liberty remain unknown. In Idlib, Hay'at Tahrir al-Sham, which has been designated as a terrorist group by the Security Council, has systematically imposed rules and codes of conduct on civilians living in areas under its control that are fundamentally contrary to human

rights, including the right to life, liberty and security of person, to freedom of movement, to freedom of expression and to freedom of peaceful assembly and association. Through self-appointed courts, Hay'at Tahrir al-Sham members have inflicted harsh penalties and executed persons perceived as critical of the rules or accused of affiliation with the Government.

13. During the reporting period, non-State armed groups carried out seizures of houses, land and property of civilians, who had previously fled the hostilities. OHCHR received reports that Hay'at Tahrir al-Sham in Idlib and the Syrian Democratic Forces in Aleppo had claimed property and houses of those who had fled violence in the area.

14. In areas under the control of the Government., OHCHR continued to receive reports of civilians being detained without reasons provided to them and their families, raising concerns as to arbitrariness of arrest and detention. Relatives of the individuals detained by Government forces or non-State armed groups were not informed of, or were denied information related to, the fate and whereabouts of their family members, raising concerns that in some cases this could amount to enforced disappearances. OHCHR also continued to document in Dar'a Governorate cases of families that had received notifications of the death of relatives while in the custody of the Government. The bodies of the deceased were not returned to their families, and no information was provided regarding the circumstances of their deaths or the whereabouts of their bodies.

15. Hostilities damaging educational facilities and harming civilians continued to be reported by humanitarian organizations. In total, 16 incidents were verified by the United Nations during the reporting period:<sup>1</sup>

(a) On 3 February, a kindergarten near Anjarah village, western rural Aleppo, was hit by airstrikes, killing two children and one woman. Substantial damage to the building was reported;

(b) On 3 February, Atarib school for boys was hit by an airstrike on Atarib town, Jabal Sim'an-Aleppo, causing material damage;

(c) On 3 February, Binnish High School for girls was hit by an airstrike on Binnish town, Idlib, causing material damage;

(d) On 14 February, Fu'ah Primary and Secondary School in Fu'ah village, Binnish, Idlib city centre, was hit by a rocket, causing damage to walls, doors and windows;

(e) On 25 February, multiple schools and kindergartens in Idlib were impacted by airstrikes: Bara'im 1, Bara'im 2, Khaled Shaar, Zahir Bibars, Izz Bin Abdulsalam, Hurriya, Bara'im kindergarten and Manahil kindergarten. At least seven teachers were among the casualties, one of whom was killed, in Bara'im 2 secondary school;

(f) On 25 February, an airstrike hit Rural Munib Kamisha school, killing 11 civilians, injuring more than 40 and completely destroying the facility. Eight of those killed were children, two girls and six boys, all below the age of 15. The school was reportedly being used as a shelter for internally displaced persons.

(g) On 25 February, an airstrike hit Kafr Tinah school, in Kafr Tinah village, Darat Izzah, Aleppo, causing material damage;

<sup>&</sup>lt;sup>1</sup> These attacks have been confirmed using tried and tested systems, whereby the United Nations receives reports from partners on the ground and reviews them against at least two other independent sources. Only attacks that are fully vetted and confirmed by all independent sources are included in the list of confirmed attacks. These systems are used worldwide and are widely respected.

(h) On 1 March, Bdama primary school in Bdama town, Idlib, was affected by artillery shelling, partially damaging the school;

(i) On 2 March, Adwan Secondary school was severely damaged by an airstrike on Adwan village, in Ariha, Idlib, causing severe material damage.

16. The Surveillance System for Attacks on Health Care of the World Health Organization (WHO) reported 10 incidents affecting health-care facilities and assets that caused injuries to five people. Additional incidents are yet to be verified as part of the WHO surveillance system.

17. During the reporting period, the internal United Nations Headquarters board of inquiry concluded its investigation of a series of incidents that had occurred in the north-west of the Syrian Arab Republic since the signing of the memorandum on the stabilization of the situation in the Idlib de-escalation area between the Russian Federation and Turkey on 17 September 2018. The board submitted its report to the Secretary-General, through the Chef de Cabinet, on 9 March 2020. On 6 April, I transmitted a summary of the board's report to the Security Council.

#### Humanitarian response

18. Humanitarian assistance provided by United Nations agencies throughout the Syrian Arab Republic included food assistance for 4.5 million people in February and 5 million people in March, across all 14 Governorates. Over 1 million people were reached through protection projects (see table 1). Preparedness and response planning were undertaken to develop a single plan for the country-wide response to COVID-19. Response efforts under way included preparing frontline humanitarian workers, most of whom are Syrian, to interact safely with communities. The United Nations supported efforts to strengthen surveillance and early warning systems across the country, in joint efforts with relevant authorities. United Nations agencies also supported efforts to pre-position equipment and supplies, to rehabilitate the Central Public Health Laboratory in Damascus, to identify and upgrade available isolation units, and carry out community engagement programmes. Contingency measures were initiated to protect humanitarian workers and beneficiaries while maintaining the provision of humanitarian assistance. Measures included revised distribution procedures and the postponement of some planned activities. In the north-west of the country, assessed as particularly vulnerable, three hospitals in Idlib and two hospitals in Aleppo were identified to serve as isolation units, in addition to 28 communitybased isolation centres under identification. All five identified hospitals were found to be inadequately equipped and requiring extensive provision of supplies, additional staffing and maintenance. All efforts to strengthen COVID-19 preparedness and response were severely constrained by the global shortage of personal protective equipment, ventilators and other vital medical supplies.

Table 1

Average number of people reached each month by the United Nations and other organizations through all modalities throughout the Syrian Arab Republic: February and March 2020

Organization	Average number of people reached monthly
Food and Agriculture Organization of the United Nations	1 000
International Organization for Migration	125 000
Mine Action Service	9 000
Office of the United Nations High Commissioner for Refugees	670 000

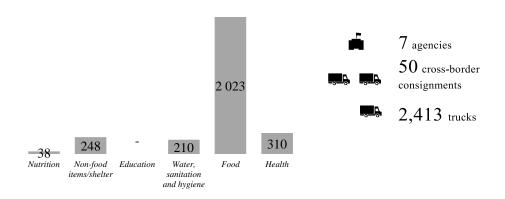
Organization	Average number of people reached monthly
United Nations Children's Fund	821 000
United Nations Development Programme	403 000
United Nations Population Fund	475 000
United Nations Relief and Works Agency for Palestine Refugees in the Near East	167 000
World Food Programme	4 356 000
World Health Organization	656 000

19. From inside the Syrian Arab Republic, humanitarian assistance provided by United Nations agencies included delivery by WFP of food assistance for 3.3 million people in February and 3.2 million people in March. UNICEF reached 1.3 million people with water, sanitation and health services. WHO delivered over 900,000 treatments to 10 Governorates and supported 100,000 outpatient consultations. About 335,000 Palestinian refugees received cash assistance through UNRWA.

#### Figure I

Number of beneficiaries assisted by the United Nations and its partners through cross-border humanitarian deliveries, by cluster: February and March 2020 (monthly average)

(Thousands)



#### Table 2

Number of beneficiaries targeted through cross-border deliveries, by sector and
by district: February and March 2020 (monthly average)

Governorate	District	Education	Food	Health	Non-food items/ shelter	Nutrition	Water, sanitation and hygiene
Aleppo	Afrin	_	28 575	_	-	_	_
Aleppo	Bab	_	62 798	-	_	_	_
Aleppo	I'zaz	_	184 915	80 285	33 143	10 950	43 400
Aleppo	Jabal Sim'an	_	39 913	_	_	_	_
Idlib	Ariha	_	_	_	2 500	_	2 500
Idlib	Harim	_	1 667 835	200 274	147 775	26 550	131 460
Idlib	Idlib	_	38 928	29 073	64 900	_	32 500

20. In the north-west of the Syrian Arab Republic, the cross-border operation continued to respond to a catastrophic deterioration of the humanitarian situation for millions of people who cannot be reached by other means. WFP distributed food assistance in Idlib and western Aleppo Governorates for 1.2 million people in February and for 1.8 million people in March. Emergency ready-to-eat rations were provided to over 500,000 displaced persons in February and 83,000 in March, with the significant decrease in March resulting from the sharp decrease in new displacement following the 6 March ceasefire. UNHCR assistance through the crossborder modality included almost 15,000 tents to Idlib and Aleppo Governorates. On 2 March, a United Nations inter-agency mission crossed into the north-west of the Syrian Arab Republic from Turkey and gathered first-hand information from the affected population about their humanitarian needs. The mission found acute and complex protection needs, urgent need for adequate shelter, food, sanitation and basic health services. The interagency mission was led by the Regional Humanitarian Coordinator and included representatives from the International Organization for Migration, the Office of the United Nations High Commissioner for Refugees, UNICEF, the United Nations Population Fund (UNFPA), WFP, WHO and the Office for the Coordination of Humanitarian Affairs.

21. During the reporting period, the Russian Federation sent informational bulletins to the United Nations from the Centre for Reconciliation of Opposing Sides and Refugee Migration Monitoring, which outlined the provision of bilateral relief assistance. Other Member States also continued to provide bilateral and other forms of humanitarian assistance.

22. The humanitarian readiness and response plan for the north-west of the Syrian Arab Republic, which had requested \$336 million over six months to assist up to 800,000 people, was revised in February as needs surpassed planning estimates. The revised plan is aimed at assisting up to 1.1 million people, with a funding requirement of \$500 million to cover the immediate needs of persons displaced since the intensification of hostilities in December 2019. By the end of March, some \$340 million had been received or pledged. Work continued to finalize the Syria Humanitarian Response Plan for 2020, covering humanitarian needs across the Syrian Arab Republic, including new requirements resulting from the developing COVID-19 crisis.

#### Humanitarian access

23. The provision of humanitarian assistance requires timely, safe, sustained and unimpeded access by the United Nations and all humanitarian partners to people in need across the Syrian Arab Republic. The access landscape in the country is complex, with different areas serviced differently and different types of services requiring different operating modalities. Access is critical for principled humanitarian action, which depends notably on the ability to independently assess needs and deliver assistance and to monitor and evaluate the impact independently, including by regularly engaging directly with affected people.

24. The COVID-19 crisis has had a heavy impact on the ability of humanitarian workers to operate in the country. At the end of the reporting period, most land border crossings into the country were closed, with limited exemptions from Jordan, Lebanon and Turkey for commercial and humanitarian shipments, and for some movement of humanitarian and international organization personnel. International flights to Damascus International Airport were suspended, with humanitarian and commercial exemptions for domestic flights. Tartus and Ladhiqiyah ports remained operational, with precautionary measures, including mandatory sterilization procedures, in place. In the north-east of the country, the Fish Khabur/Simalka informal border crossing was closed in early March. An initial agreement with the

parties to allow humanitarian staff and supplies to cross during one day each week did not hold and further negotiations with the parties continued In the north-west, the Bab al-Hawa and Bab al-Salam border crossings remained open for humanitarian and commercial shipments, but were closed to individual movements other than emergency medical cases. Restrictions were in place at most crossing points inside the country, to varying degrees, including at Tayiha in Aleppo, Akarshi, Abu Asi and Tabaqah in Raqqah and at Salihiyah in Dayr al-Zawr. Crossing points at Abu al-Zandayn, Umm al-Julud and Awn Dadat in Aleppo were closed.

#### Access in government-controlled areas

25. Notwithstanding COVID-19-related limitations, the United Nations continued to provide assistance from within the Syrian Arab Republic to millions of people in need in thousands of locations. More than 1,800 United Nations staff members are in-country, with more than 600 deployed in nine humanitarian hubs outside Damascus, in Aleppo, Dar'a, Dayr al-Zawr, Hama, Homs, Ladhiqiyah, Qamishli, Suwayda' and Tartus. A further 3,860 staff of UNRWA are deployed across the country. The decentralized presence of United Nations staff contributes to greater access and proximity to affected populations.

26. Overall, the United Nations and its partners conducted 1,094 missions during the reporting period. Of the conducted missions, almost 66 per cent did not require specific approvals. Almost 27 per cent were conducted with approvals from line ministries, governors and other authorities. Eight per cent were conducted with approval through the Ministry of Foreign Affairs. Of the 1,094 conducted missions, 5 per cent were assessment missions, 29 per cent were missions accompanying aid deliveries, 59 per cent were monitoring missions and 8 per cent were security, logistics and administrative support missions (see table 3 and figure II).

27. Many aid deliveries are implemented through national partners, in particular non-governmental organizations (NGOs) and the Syrian Arab Red Crescent. Requesting approval for delivery of assistance often requires approvals from multiple ministries. The United Nations is regularly deployed alongside the Syrian Arab Red Crescent, including to undertake assessments, accompany deliveries and follow up with monitoring and evaluation missions. Missions that deploy from Damascus, both from main offices and sub-offices supporting Rif Dimashq or the southern part of the country, submit requests to the Ministry of Foreign Affairs. Requesting approval for a United Nations movement out of Damascus involves the submission of a note verbale that includes mission participants and destination, and missions, however, take place at the local level, where sub-offices submit requests directly to local governors, without the need for approval from line ministries. For many United Nations agency programmes there are blanket approvals in place to assess, accompany and monitor deliveries, meaning that further specific requests are not required.

28. During the reporting period, requests for 323 missions requiring national formal approval were submitted. Of these, 44 per cent were approved and 25 per cent were conducted. While requests made at the end of the reporting period would not be expected to receive a formal response before the end of the month, and the approved missions may not have been conducted, the numbers indicate limitations on access (see table 4). The approval rate during the previous reporting period was similarly low, at 45 per cent. Part of the reason for the lower approval rate may relate to limitations being put in place as a result of COVID-19. On 22 March, the Ministry of Foreign affairs notified the United Nations that only aid deliveries would be approved and that other movements would need to be limited.

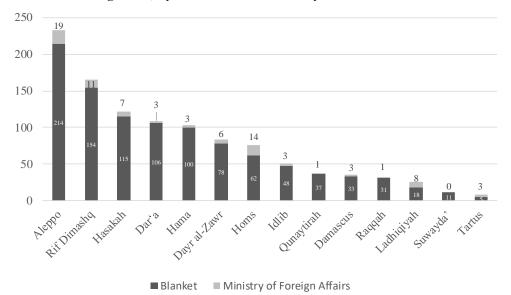
#### Table 3

Total number of missions conducted from within the Syrian Arab Republic by United Nations agencies and third parties/facilitators, by type: February to March 2020

Type of mission	Note verbale	Blanket approval	Programme approval	Total
Assessment missions	14	33	5	52
Missions accompanying aid deliveries	20	290	2	312
Monitoring missions	27	607	13	647
Security, logistics and administrative support missions	21	62	0	83
Total	82	992	20	1 094

#### Figure II

Total number of missions conducted from within the Syrian Arab Republic by United Nations agencies, by Governorate: February to March 2020



# Table 4Requests for United Nations access for single-agency missions: February toMarch 2020

Type of request	Number requested	Number approved	Per cent approved	
Assessment missions	62	25	40	
Missions accompanying aid deliveries	58	32	55	
Monitoring missions	145	49	34	
Security, logistics and administrative support missions	58	37	64	
Total	323	143	44	

29. In government-controlled areas, communities and enclaves that remained difficult to access, owing to a lack of approvals from the Syrian authorities as well as security considerations, included Duma, Zamalka, Irbin, East Harasta, Kafr Batna,

Mudayra and Nashabiyah in eastern Ghouta; Bayt Jinn and Mazra'at Bayt Jinn; Zakiyah and Dayr Khabiyah and Darayya. Access to some areas that had shifted control since 2018, in the south, eastern Ghouta, and Idlib, remained challenging owing to insecurity, administrative measures or lack of operational capacity. In the southern part of the country, insecurity and administrative restrictions continued to prevent sustained access to areas formerly controlled by non-State armed groups, particularly in western Dar'a and Qunaytirah. No convoys have reached Rukban since September 2019 owing to a lack of security guarantees from armed groups in Rukban. Access to Rukban has been further limited by closures of informal commercial supply routes during the reporting period, as well as the discontinuation by the Government of Jordan of medical referrals without COVID-19 screening.

#### Access in the north-east of the Syrian Arab Republic

30. In the north-east, the United Nations maintained regular and sustained humanitarian access in most parts of Raqqah and Hasakah Governorates, while other areas, including Manbij and Ayn al-Arab, remained difficult to access from Damascus, owing to the lack of agreement between parties in control and insecurity. Cross-line access constraints continued along the border between the Syrian Arab Republic and Turkey, between Ra's al-Ayn and Tall Abyad.

31. Following the adoption of resolution 2504 (2020), efforts continued with regard to replacing the supply of critical medical items previously provided to the north-east of the country through the Ya'rubiyah border crossing. The process to gain approval for deliveries of medical supplies by land or air to the north-east requires agencies to provide a request to the Ministry of Foreign Affairs. Once the medical supplies are imported into the Syrian Arab Republic, approval is required for each convoy and for each agency that is part of the convoy. Each request requires a load list that identifies the quantity of assistance due to be dispatched to each destination. The Ministry of Health may then issue a signed facilitation letter for each agency. This approval process usually takes one week. Once the facilitation letters have been received, additional approvals from the Ministry of Health and security services must be granted at the warehouses before the supplies can be loaded. Further clearances are then required at the airport for shipments sent by air.

32. From January 2020, until the end of the reporting period, WHO delivered two consignments of medicines to the north-east of the country by air; in February UNFPA delivered a consignment of 54 reproductive health kits to the north-east by road; in March UNICEF transported a consignment of medical supplies to the north-east, also by road (there have been no WHO road convoys since all the necessary approvals have not been obtained). The consignments delivered approximately 64 tons of health supplies to the north-east, of which 58 per cent were delivered to facilities previously supported by cross-border deliveries from Ya'rubiyah and/or to cross-border partners. However, supplies reached only 31 per cent of the medical facilities that had previously been supported by cross-border deliveries from Ya'rubiyah: 6 out of 13 hospitals, 24 out of 58 primary health centres, and 3 out of 37 mobile medical units previously reached by cross-border operations. Multiple medical facilities previously dependent on the cross-border operation reported acute shortages. At least seven primary health centres in rural Raqqah reported gaps in reproductive health and nutrition supplies. Other facilities reported critical items in danger of immediate stock-out, including emergency medicines, anaesthetics and insulin. A primary health centre in Raggah, which treats over 3,900 patients per month, more than half of whom are children, reported likely closure owing to loss of funds.

33. Efforts continued with regard to finalizing plans and approvals for an airlift from Iraq of WHO medical supplies that was originally intended for transport to the northeast of the Syrian Arab Republic through Ya'rubiyah. These supplies have now been stuck in Iraq for several months. As a result, some of them are no longer usable and have had to be removed from the consignment. Further progress has been affected by office closures as part of COVID-19 measures, as well as the closure of the Erbil airport in Iraq. In the meantime, the presence of COVID-19 has been confirmed in the north-east of the country. Local capacity and supplies to handle an outbreak there are minimal.

#### Access in the north-west of the Syrian Arab Republic

34. In the north-west, the cross-border operation from Turkey continued at record levels in line with escalating needs. The highest total number of United Nations truck crossings per month since the establishment of the mechanism in 2014 was recorded in March 2020, with 1,486 trucks crossing into the country from Turkey. Humanitarian access was generally permissive for cross-border humanitarian actors, with the exception of front-line areas affected by violence in southern Idlib and western Aleppo. An increasing number of cross-border partners was authorized to operate in Afrin, I'zaz and Bab districts as of February 2020.

35. The United Nations Monitoring Mechanism for the Syrian Arab Republic continued its operations as mandated under Security Council resolutions 2165 (2014), 2191 (2014), 2258 (2015), 2332 (2016), 2393 (2017), 2449 (2018) and 2504 (2020). From 1 February to 31 March 2020, the Mechanism processed and confirmed the humanitarian nature of 50 consignments consisting of 2,413 trucks that crossed into the country from Turkey: 23 consignments from Bab al-Hawa (2,038 trucks) and 27 from Bab al-Salam (375 trucks). This brings the total number of trucks sent since the beginning of operations to 34,906 (26,021 through Bab al-Hawa, 4,181 through Bab al-Salam, 4,595 through Ramtha and 109 from Ya'rubiyah). There were no concerns or questions regarding the humanitarian nature of these consignments. The United Nations provided 48-hour notice to the Government of the Syrian Arab Republic regarding all shipments. The Mechanism continued to benefit from the excellent cooperation of the Government of Turkey.

36. On 19 March, a note verbale was submitted to the Ministry of Foreign Affairs requesting a joint cross-line mission by the United Nations, the International Committee of the Red Cross and the Syrian Arab Red Crescent to Atarib, Darat Izzah and surrounding locations in the north-west of the Syrian Arab Republic. The mission was temporarily put on hold owing to concerns related to COVID-19, and a request will be made when conditions are in place to conduct the mission.

#### Visas and registrations

37. The United Nations continued to work with the Government of the Syrian Arab Republic to allow for the timely provision of visas to staff (see table 5).

Table 5
Reques

#### **Requests for United Nations visas: February and March 2020**

Type of request	Number requested	Number approved	Number rejected	Number pending
Visas requested during reporting period	137	81	3	53
Renewals requested during reporting period	185	128	3	54
Visas pending from before reporting period	55	36	3	16
Renewals pending from before reporting period	54	51	2	1

*Note:* The United Nations withdrew two visa requests submitted during the reporting period and one pending request from before the reporting period.

38. A total of 32 international NGOs are registered with the Government to operate in the country.

#### Safety and security of humanitarian personnel and premises

39. The United Nations and NGOs continued to implement programmes in areas affected by frequent clashes among parties to the conflict, by air strikes and by the regular exchange of indirect artillery fire and other attacks. Humanitarian relief personnel also operate in areas highly contaminated with unexploded ordnance, explosive remnants of war and landmines.

40. In February and March, the Syrian Arab Red Crescent faced interference in its work in the north-east of the country, including confiscation of medical facilities and a branch office in Raqqah.

41. Since the beginning of the conflict, hundreds of humanitarian workers have reportedly been killed, including: 24 staff members of the United Nations and of the entities of the United Nations system, 19 of whom were staff members of UNRWA; 66 staff members and volunteers of the Syrian Arab Red Crescent; and 8 staff members and volunteers of the Palestine Red Crescent Society. Many staff members of international and national NGOs have also been killed. Two Oxfam staff members were killed in Dar'a on 19 February when their vehicle was attacked by an unidentified armed group. An UNRWA staff member was killed in an outbreak of violence in Jallayn, rural Dar'a, on 18 March. These incidents had an impact on humanitarian operations, limiting staff movement, and assessment and monitoring missions, and prompting adapted modalities for the distribution of food parcels in the Yarmouk Basin area.

## **III.** Observations

42. In early March 2020, the conflict in the Syrian Arab Republic entered its tenth year. The suffering of the Syrian people over the course of almost a decade continues to defy comprehension and belief. Hundreds of thousands of Syrians have lost their lives. Over half the population has fled their homes. More than 11 million people inside the country require humanitarian assistance, including nearly 5 million children. Half a million children in the country are chronically malnourished. Hundreds of thousands have been detained, abducted or are missing. Human rights abuses, possible war crimes, destruction and destitution have been reported on a monumental scale. Throughout February, as intensive hostilities continued, I reiterated my call for a ceasefire in the north-west of the country. In March, I called for an immediate global ceasefire to help to create corridors for life-saving aid, open precious windows for diplomacy and bring hope to the places among the most vulnerable to COVID-19. In view of the violence that has unfolded, and now the potentially devastating impact of COVID-19, it is imperative that a complete and immediate nationwide ceasefire be reached and implemented throughout the Syrian Arab Republic. It is equally imperative that full, sustained and unimpeded humanitarian access to all parts of the country, using all modalities possible, including scaled-up cross-line and cross-border access, be continued and authorized to ensure that humanitarians on the ground reach all people in need, wherever they are located, in a timely and direct manner.

43. I commend the work of humanitarian organizations taking all feasible measures to address the needs across the Syrian Arab Republic. Their work continues despite the new challenges and risks presented by the global COVID-19 pandemic. These add to the immense existing challenges posed by hostilities and a highly complex operating environment.

44. Reaching all people in need, regardless of what side of a front line they find themselves on, remains the overarching goal for humanitarian action in the Syrian Arab Republic, and the United Nations continues its efforts to use all possible avenues to reach those in need. In the north-west of the country, the massive cross-border operation remains an essential lifeline for millions of civilians whom the United Nations currently cannot reach through other means. The cross-border operation will require further scale-up to respond to needs related to COVID-19. Cross-line access from within the country would play an important role in augmenting these efforts, and I urge all parties to cooperate with the United Nations and its partners to reach people in need through all modalities.

45. Three months after the removal of Ya'rubiyah as an authorized border crossing, the remaining gaps in assistance in the north-east underscore the importance of using all modalities, cross-border and cross-line, for sustaining assistance at the required levels. As noted in my report on alternative modalities for the border crossing of Ya'rubiyah (S/2020/139), in order for all humanitarian needs to be met, the Government of the Syrian Arab Republic would need to facilitate greater cross-line access to the north-east of the country, in particular for medical assistance. This remains valid.

46. I remain alarmed by the large numbers of deaths and injuries of civilians, including many children. I remain particularly concerned about the apparent indiscriminate attacks in densely populated areas, including inside busy markets, near schools and hospitals, and within the vicinity of camps for internally displaced persons. Civilian infrastructure, and in particular that which is indispensable for the survival of civilians, must be protected in accordance with international humanitarian law, and constant care must be taken to spare it in the conduct of military operations. Attacking, or rendering useless, objects indispensable for the survival of the civilian population, such as access to a clean water supply, is prohibited under international law.

47. The impact of the hostilities on civilian objects and sites used for humanitarian purposes in the north-west of the country is a clear reminder of the importance for all parties to the conflict to respect and ensure respect for international humanitarian law, in particular: the obligations at all times to distinguish between civilians and combatants and between civilian objects and military objectives and to direct attacks only against combatants and military objectives; the obligation to take all feasible precautions to avoid, and in any event to minimize, the incidental loss of civilian life, injury to civilians and damage to civilian objects; the obligation not to conduct attacks that may be expected to cause incidental loss of civilian life, injury to civilians, damage to civilian objects, or a combination thereof, which would be excessive in relation to the concrete and direct military advantage anticipated; and the prohibition of indiscriminate attacks, including the indiscriminate use of high explosive weaponry in populated areas. According to numerous reports, the parties have failed to do this. I emphasize in this connection, as the Security Council has done, that any measures that Member States may take to counter terrorism, including those against terrorist groups designated as such by the Security Council, must be consistent with their obligations under international law, in particular international humanitarian law, international human rights law and international refugee law.

48. Continued impunity for alleged serious violations and abuses of human rights and international humanitarian law by parties to the conflict remains of grave concern. Perpetrators of serious violations and abuses of human rights and international humanitarian law must be held accountable. I remind all States, particularly those with direct influence over parties to the conflict, that they must take proactive steps to ensure respect for international humanitarian law, including as it relates to the protection of civilians. I call upon all parties to the conflict, in particular the Government of the Syrian Arab Republic, all States, civil society and the United Nations system to cooperate fully with the International, Impartial and Independent Mechanism to Assist in the Investigation and Prosecution of Persons Responsible for the Most Serious Crimes under International Law Committed in the Syrian Arab Republic since March 2011, in particular by providing relevant information and documentation. Accountability for serious violations and abuses of human rights and international humanitarian law is both a legal requirement and central to achieving sustainable peace in the Syrian Arab Republic. I reiterate my call for the situation in the country to be referred to the International Criminal Court.

49. The mandate of the United Nations Headquarters board of inquiry to investigate certain incidents in the north-west of the country concluded in March with a series of recommendations, which I am considering carefully. On 6 April I transmitted a summary of the board's report to the Security Council. In order to help to work out how best to address the recommendations of the board, I am planning to appoint a senior independent adviser with expertise and experience in this area.

50. In view of the ongoing serious concerns repeatedly raised with regard to the protection of civilians and other human rights concerns in the Syrian Arab Republic, I continue to strongly urge the Government of the Syrian Arab Republic, in line with Human Rights Council resolutions S-18/1 and 19/22, to cooperate with OHCHR, including through the establishment of a field presence with the mandate to protect and promote human rights.

51. In the context of the COVID-19 pandemic, extensive levels of diplomatic cooperation and fortitude continue to be needed to refocus on the political process, ensure a nationwide ceasefire and bring an end to this conflict. My Special Envoy for Syria, Geir O. Pedersen, will work on preparations to reconvene the Syrian-owned and Syrian-led, United Nations-facilitated Constitutional Committee. The parties must meaningfully engage in the political process, which is larger than the Constitutional Committee. The international community must demonstrate a renewed sense of urgency in supporting the Syrians in finding a United Nations-facilitated political solution as set out in resolution 2254 (2015), after almost a decade of conflict.

52. We cannot allow the tenth year of the conflict to result in the same carnage, the same flouting of human rights and international humanitarian law, the same inhumanity. The suffering on the Syrian people must end.

#### Annex

## Reported incidents affecting civilians recorded by the Office of the United Nations High Commissioner for Human Rights: February and March 2020\*

#### **Idlib Governorate**

- On 9 February, 1 boy was killed and 13 other civilians were injured in reported ground-based strikes in Jisr al-Shughur city.
- On 10 February, one boy was killed and three other civilians were injured in a reported air strike near the "Shaykh Idris" camp for internally displaced persons in the outskirts of Kafr Uruq village.
- On 11 February, two civilians were arrested from their workplace in Salqin city. Their fate and whereabouts remain unknown.
- On 11 February, at least 9 civilians, including 7 boys, were killed and 40 other civilians, including 2 women, 7 boys and 2 girls, were injured by a reported air strike in Idlib city.
- On 13 February, seven displaced civilians, including four boys and one girl, were injured after a reported air strike impacted close to a makeshift shelter near Idlib city.
- On 14 February, three civilians were injured by a reported ground-based strike that landed in proximity of a makeshift camp for internally displaced persons near Sarmada.
- On 15 February, one civilian man was killed and six civilians were injured in a reported ground-based strike that hit the "Muthanna" camp for internally displaced persons near Sarmada.
- On 17 February, one civilian was killed and three other civilians were injured by reported ground-based strikes that landed in local market in Dana town.
- On 19 February, one civilian woman was injured after a reported ground-based strike hit near "Sarut" camp for internally displaced persons in Dayr Hasan.
- On 25 February, at least 11 civilians, including 1 woman, 1 girl and 6 boys, were killed and more than 40 civilians were injured by a reported air strike that hit Munib Kamisha school in Ma'arratmisrin. The school hosted displaced civilians.
- On 25 February, five civilians, including four teachers and one student, were killed after reported ground-based strikes damaged several schools in Idlib city. On the same day, 3 civilians were killed and 15 other civilians were injured after reported air strikes and ground-based strikes hit parts of Idlib city. Idlib Central Hospital was reportedly damaged in the hostilities.
- On 27 February, 3 civilian men were killed and 11 civilians were injured by reported ground-based strikes that hit Binnish town.
- On 27 February, two women and two girls from the same family were killed by a reported air strike that reportedly hit their house in Shaleh village. On the same

<sup>\*</sup> The list of incidents exemplifies human rights issues of concern raised in the report. Owing to the changing patterns of conflict and the loss of networks of credible and/or reliable sources in many conflict-affected areas, however, verifying incidents is increasingly difficult. The list, which contains only those incidents that were reported to the Office of the United Nations High Commissioner for Human Rights and that have been verified according to its methodology, should not be considered comprehensive.

day, four civilians from the same family, including a woman and her two sons, were killed and a girl was injured by a reported ground-based strike that reportedly hit their house in Idlib city.

- On 28 February, four civilians from the same family, including a woman and her two sons, were killed inside their car on the road between Barah and Balyun towns reportedly by either an air strike or a ground-based strike.
- On 29 February, a boy and a girl were killed and four other civilians, including three boys, were injured by a reported ground-based strike in Binnish.
- On 3 March, at least 13 civilians, including 7 boys and 1 girl, were killed and at least 18 civilians, including 3 women and 6 boys, were injured by a reported ground-based strike that landed in Idlib city.
- On 5 March, at least 13 civilians, including 5 women and 2 girls, were killed and 21 civilians, including 4 women, 1 boy and 1 girl, were injured by a reported air strike that hit near a shelter for internally displaced persons in Ma'arratmisrin town.
- On 14 March, armed actors reportedly raided two offices of the Syrian Arab Red Crescent in Idlib city and Ariha city. Perpetrators were reported by the organization to have destroyed office property, confiscated all humanitarian aid items and closed down both offices.
- On 15 March, fighters of Hay'at Tahrir al-Sham executed a civilian detained since July 2019 reportedly due to affiliation with the Government of the Syrian Arab Republic.
- On 17 March, two displaced civilians (one woman and one boy) were killed and four civilians were injured after armed clashes reportedly broke out in "Qatari" camp for internally displaced persons in Kafr Lusin village.

#### **Aleppo Governorate**

- On 1 February, one civilian was injured after reported ground-based strikes hit several residential areas in Aleppo city. Several strikes reportedly hit the University of Aleppo.
- On 3 February, nine family members, including three women and four children, were killed by a reported air strike that hit a bus travelling near Urum al-Kubra town.
- On 5 February, five family members, including one woman, one girl and one boy, were killed after reported ground-based strikes landed in a residential area of Aleppo city.
- On 5 February, five family members, including three women and one girl, were killed after a reported air strike reportedly hit their house in Jadraya village.
- On 6 February, one civilian was killed and five other civilians were injured by reported ground-based strikes that reportedly hit a school in Afrin city. On the same day, two women, four boys and two girls were injured in further reported ground-based strikes.
- On 6 February, the Anadan high school reportedly sustained structural damage after reported ground-based strikes hit near the school in Anadan city.
- On 9 February, at least six civilians, including one woman, were killed, and Kafr Nuran school sustained structural damage when several reported air strikes hit Kafr Nuran village.

- On 10 February, 6 civilians, including 1 boy, were killed and 12 civilians, including 3 women, were injured after a reported vehicle-born improvised explosive device detonated in Afrin city.
- On 10 February, at least 14 civilians, including 4 women, 3 girls and 3 boys, were killed and 23 civilians, including 10 women, 5 boys and 3 girls, were injured after reported air strikes hit various areas in Abyan Sim'an town.
- On 15 February, "Linado" health centre was destroyed as a result of a reported air strike that hit the facility in Taqad village.
- On 17 February, "Kinanah" hospital was destroyed and the adjacent "Firdous" hospital was damaged in reported air strikes in Darat Izzah city.
- On 25 February, two civilian men were reportedly killed after an unidentified improvised explosive device detonated near their car in Aleppo city. On the same day, two civilians were reportedly killed by an unidentified improvised explosive device that detonated in Aleppo city.
- On 24 February, a civilian was killed and two civilians were injured when a reported ground-based strike hit the village of Burj al-Qas.
- On 25 February, three family members, including one woman and her daughter, were killed by a reported ground-based strike that hit Aqibah village.
- On 1 March, five civilians including one boy were killed and six civilians were injured after a reported air strike hit Kafr Tinah village.
- On 8 March, one civilian was killed and two civilians were injured when a reported improvised explosive device attached to a motorbike detonated in Afrin. On the same day, two civilian men were injured after another reported improvised explosive device attached to a motorbike detonated in Afrin city.
- On 14 March, one boy was injured in a reported ground-based strike in Shaykh Isa village.
- On 14 March, two civilians (one man and one boy) were injured after a reported improvised explosive device detonated in Afrin.
- On 17 March, one boy was killed and his father was injured when a reported landmine detonated in an agricultural field outside Ayn al-Arab.
- On 18 March, five civilians, including two boys, were killed and seven civilians, including one boy, were injured by a reported ground-based strike that hit a marketplace in Afrin.
- On 19 March, at least 2 civilian men were killed and 18 civilians, including 1 woman, 2 girls and 5 boys, were injured when a suspected vehicle-borne improvised explosive device exploded in I'zaz city.
- On 22 March, one civilian was killed and his son was injured after a reported improvised explosive device detonated in front of Farabi Hospital in Bab city.

#### Hasakah Governorate

• On 26 February, armed actors prevented repair workers from accessing the Aluk water pump station, located east of the city of Ra's al-Ayn, to restore service to areas of western rural Hasakah and Hasakah city. On 22 March, water service was interrupted again. Aluk relies on the electric supply from Tishrin Dam to Ra's al-Ayn. Electric supply was reportedly obstructed towards Ra's al-Ayn several times during the reporting period, between 8 and 26 February, between

2 and 4 March, on 21 March, between 23 and 25 March, and between 28 and 31 March.

- On 14 March, four boys were injured after a reported improvised explosive device detonated in Nasiriyah village.
- On 16 March, at least two civilian men were injured when a reported improvised explosive device attached to a motorcycle detonated in the city of Shaddadah.
- On 16 March, a civilian was injured when a reported ground-based strike hit Umm al-Kayf village.

#### Hama Governorate

- On 9 March, two civilians were killed when a reported landmine detonated in an agricultural land in Murak.
- On 17 March, two civilians, including one boy, were injured after a reported landmine detonated in an agricultural land in Ma'an.

#### Dayr al-Zawr Governorate

- On 29 February, one civilian was killed and two other civilians were injured after a reported improvised explosive device detonated inside a car parked in Hajin.
- On 11 March, one civilian was killed and four civilians, including three boys, were injured when a reported roadside improvised explosive device detonated in Sha'fah town.
- On 17 March, unidentified armed actors kidnapped and executed a man in Hawayij.

#### **Damascus Governorate**

- On 16 February, one civilian was arrested at a checkpoint in Damascus. Reasons for his arrest, his fate and whereabouts remain unknown.
- On 25 February, one civilian was killed and another was injured after a reported improvised explosive device detonated in a car parked near Al-Sham Private University.

#### **Raqqah Governorate**

- On 16 February, four civilians, including two women, one boy and one girl, were killed and seven civilians, including three women and one girl, were injured after a reported vehicle-borne improvised explosive device detonated in Tall Abyad.
- On 7 March, one civilian man was injured in a reported ground-based strike that hit the village of Khalidiyah.

#### Dar'a Governorate

- On 19 February, two Syrian humanitarian workers were killed and a third was injured after unidentified gunmen opened fire on their vehicle on the road between Yadudah and Muzayrib.
- On 28 February, two civilians were killed after a reported improvised explosive device detonated in an electricity transformer in Dar'a city.

- On 1 March, three civilians were killed and four civilians, including one woman and her son, were injured in an armed clash in the city of Sanamayn.
- On 8 March, two civilians (one woman and her son) were injured after a reported improvised explosive device detonated in the city of Sanamayn.
- On 11 March, two civilians were killed by unidentified gunmen in Umm al-Mayadhin town.
- On 18 March, a staff member of the United Nations Relief and Works Agency for Palestine Refugees in the Near East was killed in an outbreak of violence in Jallayn, rural Dar'a.
- On 18 March, seven civilians, including one girl and one boy, were killed, and nine civilians, including one woman and three boys, were injured in Jallayn in reported ground-based strikes on the areas of Tasil, Tseel and Jallayn in western rural Dar'a.
- On 25 March, one civilian man was killed by unidentified gunmen in Dar'a city.