

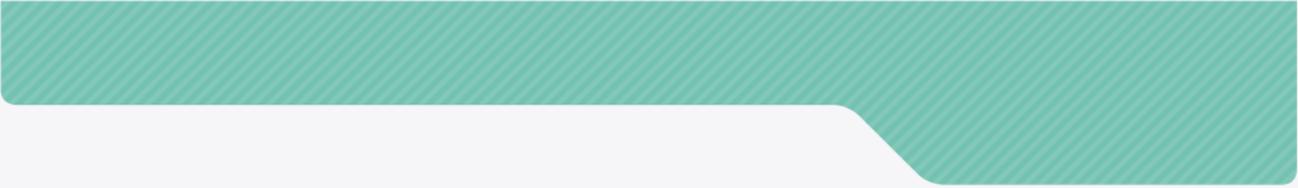


# INDEPENDENT EVALUATION OF THE SYRIA CRISIS HUMANITARIAN AND RESILIENCE PACKAGE

Final Report  
May 2019

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## ACKNOWLEDGEMENTS

The evaluation team comprised Kate Sutton (independent lead), Humanitarian Advisory Group; Karen Ovington (team member), Office of Development Effectiveness, DFAT; and Michela Luzzi (team member) Humanitarian, NGOs and Partnerships Division, DFAT. The team was supported by Lea Francis, DFAT's Humanitarian Programme Officer in Beirut and by Fadi Muaqat, DFAT's Humanitarian Officer in Amman. The team brought to this evaluation humanitarian, program management, and monitoring and evaluation expertise alongside a sound understanding of the context and corporate knowledge of DFAT's systems and processes.

The evaluation team would like to express sincere thanks to DFAT staff, partners and communities for their contributions to the evaluation. The team is grateful to DFAT staff in Beirut and Amman for facilitating the evaluation team's visit, with particular thanks to Barbara Ratusznik, First Secretary, Australian Embassy, Amman, and Sarah Schmitt, Second Secretary, Australian Embassy, Beirut. The team also thanks partners that facilitated field visits including UNHCR, UN Women, Caritas Australia and LebRelief, and to the staff and communities that hosted the team.

Cover photo: Street art, Za'atari refugee camp, Jordan. Credit: Michela Luzzi, DFAT

# EXECUTIVE SUMMARY

The Syria crisis is now moving into its ninth year. The ongoing conflict has had enormous impacts on Syrians, host communities and neighbouring countries. Australia has supported the response since 2011 by working with partners to provide humanitarian protection and assistance. In 2016, Australia committed to a three-year \$220 million Syria Crisis Humanitarian and Resilience Package. This was Australia's first multiyear package in response to a protracted crisis.

This report details the findings and recommendations from an evaluation of Australia's investments under the three-year Syria Package. The findings and recommendations are intended to inform Australia's ongoing response to the Syria crisis, as well as multiyear humanitarian packages of assistance in other protracted crises.

## Key Findings and Recommendations

<b>Finding 1</b> Australia's three-year package of assistance for the Syria crisis was well designed. The scale of funding, geographic focus and inclusion of programs to build resilience were appropriate. Assistance was closely aligned with UN-led Humanitarian Response Plan (HRP) priorities and host government needs.	<b>Recommendation 1</b> Future multiyear packages: retain successful design elements, including funding at scale; close alignment with respective UN-led HRP priorities and host government needs; and balance of humanitarian and resilience-building funding allocations.
<b>Finding 2</b> The mix of funding modalities (multiyear, minimal earmarking, competitive grants and unallocated funding) increased program efficiency and effectiveness and gave Australia greater influence. The benefits of multiyear funding will be strengthened if DFAT partners pass on multiyear funding for their partners.	<b>Recommendation 2</b> Future multiyear packages should include a mix of funding modalities that are softly earmarked and promote flexibility. Objectives and indicators to measure intended benefits of multiyear funding should be identified with partners and included in monitoring.
<b>Finding 3</b> Partnerships have been diversified and localised in years 2 and 3. While this has increased the number of partnerships, it is clear that projects with direct contracting or strong involvement of national partners are on track to achieve impressive results.	<b>Recommendation 3</b> 3.1. Syria crisis: further increase the proportion of funding to national organisations and international organisations with strong national and local partnerships. The total number of partnerships should not be significantly increased unless additional financial or staff resources are available. 3.2. Future multiyear packages: include some funding targeted to local organisations while ensuring the total number of partnerships is proportionate to the level of funding and DFAT staffing levels.

<p><b>Finding 4</b></p> <p>The existence of a package design with a clear logical framework has facilitated improved programming. However, a delay in developing, socialising and operationalising the monitoring and evaluation framework (MEF) undermined DFAT’s ability to track results.</p>	<p><b>Recommendation 4</b></p> <p>Future multiyear packages: ensure MEFs are developed during the design phase. The frameworks should a) include a structured methodology to iteratively gather and use data; and b) enable performance-based funding by aligning partner reporting cycles with DFAT’s annual funding cycles.</p>
<p><b>Finding 5</b></p> <p>The humanitarian assistance and protection component of the Package has achieved good results. Supporting both sector-wide approaches led by multilateral agencies and niche protection services for the most vulnerable implemented by smaller partners has been critical to this success.</p>	<p><b>Recommendation 5</b></p> <p>5.1. Syria crisis: increasingly allocate a greater proportion of funding to protection, including niche protection programs (e.g. gender-based violence prevention and/or mine action).</p> <p>5.2. Future multiyear packages: retain a focus on both humanitarian assistance and protection.</p>
<p><b>Finding 6</b></p> <p>Education and livelihoods have been and continue to be relevant sectors for Australia to support.</p> <p>6.1. Australia’s investments have improved education outcomes in Lebanon and Jordan.</p> <p>6.2. Australia’s investments in livelihoods have been relatively ad hoc, making tracking impact difficult. In working to improve livelihoods, DFAT has learnt much and identified partnerships that could underpin a more strategic and coherent approach.</p>	<p><b>Recommendation 6</b></p> <p>6.1. Future multiyear packages: in countries where Australia does not have a development program, engage in no more than two sectors that seek to bridge the humanitarian–development nexus.</p> <p>6.2. Syria crisis: build on knowledge gained and work to date by continuing to focus on education and livelihoods without expanding into any new sectors. Support for livelihoods should be more strategic, built on a nuanced understanding of context and partners, and include clearly articulated intended outcomes.</p>
<p><b>Finding 7</b></p> <p>DFAT has not intentionally created or captured linkages across different Package components to facilitate or quantify impacts that may be greater than the sum of the parts.</p>	<p><b>Recommendation 7</b></p> <p>Future multiyear packages: create and track more intentional linkages between different package components. This could include approaches to achieve outcomes that bridge themes or sectors.</p>
<p><b>Finding 8</b></p> <p>Dedicated and stable staffing at posts and in Canberra has greatly supported the quality of programming and resulted in Australia being seen as an influential, valued donor.</p>	<p><b>Recommendation 8</b></p> <p>Future multiyear packages: ensure there is sufficient staffing at relevant posts and desks to provide quality management and maximise the outcomes from Australian assistance.</p>
<p><b>Finding 9</b></p> <p>Australia’s partners have worked to maximise value for money.</p>	<p><b>Recommendation 9</b></p> <p>Future multiyear packages and Syria crisis: continue to support and encourage innovative and research-based approaches to improve value for money.</p>
<p><b>Finding 10</b></p> <p>Australia has improved disability inclusion amongst partners through advocacy as well as by funding research and technical support. Some partners do not adopt a rights-based approach to disability inclusion and most partners had not consulted or involved disabled people’s organisations in their programs.</p>	<p><b>Recommendation 10</b></p> <p>Future multiyear packages and Syria crisis: posts delivering multiyear packages should be supported to strengthen their capacity to advocate for disability inclusion. Australian advocacy for disability inclusion should emphasise the rights-based approach and the need for people with disabilities to play active and meaningful roles.</p>

# INTRODUCTION

## Context

The Syria crisis, now moving into its ninth year, has had devastating impacts on Syrians and their neighbours. Individuals and families affected by active conflict have been internally displaced or fled as refugees into neighbouring countries. In December 2018, it was estimated that there were 13.2 million Syrians in need of humanitarian assistance, including over 2 million in hard-to-reach areas,<sup>1</sup> and 5.6 million Syrians had registered as refugees.<sup>2</sup>

In the last year, the Syrian regime has regained control of many areas of the country and the number of people in hard-to-reach and besieged areas has reduced.<sup>3</sup> However, significant unrest and active conflict continues, especially in the northwest and northeast. In the rest of Syria, conditions remain dire, and although humanitarian access has improved, it is still inadequate.<sup>4</sup> The international community broadly agrees that the conditions for return do not yet exist and is approaching planning for refugee return processes with caution.

## Australian assistance

Australia has supported partners to provide humanitarian protection and assistance for Syrians since 2011. In 2014, an Office of Development Effectiveness (ODE) evaluation found Australia's response to the Syria crisis was broadly relevant and appropriate, but recommended the development of a "multiyear Syria response strategy which articulates policy, sector, funding and relationship priorities".<sup>5</sup> Subsequently, Australia's first multiyear commitment to a protracted crisis was designed and replaced annual funding.

DFAT commissioned this independently led evaluation to assess whether investments under the Package are relevant, appropriate, efficient and effective. The findings will inform Australia's future response to the Syria crisis and responses to other situations of protracted conflict.

## Package overview

Australia is currently delivering a \$220 million Humanitarian and Resilience Package to Syria, Jordan and Lebanon. Funding over four fiscal years provides assistance from 2017 to 2019.

The Package has three programmatic components and four corresponding end-of-program outcomes:

- Component 1 – Humanitarian assistance and protection inside Syria;

<sup>1</sup> Humanitarian Response Overview, 2019 <https://www.humanitarianresponse.info/en/operations/syria> accessed 29 April 2019

<sup>2</sup> UN-led Regional Refugee and Resilience Plan, 2019 <http://www.UN-led-3RPsyriacrisis.org> accessed 29 April 2019

<sup>3</sup> OCHA Syria Access Analysis Donor Briefing, Feb 2019

<sup>4</sup> Humanitarian Needs Overview, 2019, <https://hno-syria.org/#resources> accessed 29 April 2019

<sup>5</sup> DFAT, Australia's Humanitarian Response to the Syria Crisis: Evaluation Report, Sept 2014, page 2

- Component 2 – Humanitarian assistance and protection in Jordan and Lebanon; and
- Component 3 – Improved access to quality education and livelihood opportunities in Jordan and Lebanon for refugees and local populations.

Under Components 1 and 2, DFAT provides predictable, flexible funding to partners that is only earmarked to the country level to increase access to quality humanitarian assistance and protection services inside Syria (Outcome 1), as well as in Jordan and Lebanon (Outcome 2).

Component 3 provides targeted funding for both Syrian refugees and local populations in Jordan and Lebanon. The bulk of this funding is focused on improving access to quality education systems for disadvantaged children (Outcome 3), in line with Jordan and Lebanon’s education response strategies. Small-scale livelihood investments aim to increase access to decent work and income-generating opportunities (Outcome 4). Unallocated funding was built into the design to provide flexibility to respond to changing needs and opportunities across the three years of implementation.

The Syria Package was designed to promote key thematic priorities defined in DFAT’s Humanitarian Strategy: gender equality and women’s empowerment; humanitarian protection and disability inclusion. Disability inclusion was identified as an area of key need in which Australia could make a difference. The design also aligned assistance with Australia’s priority Grand Bargain commitments: localisation, providing core and multiyear funding, and bridging the humanitarian-development nexus.

Partners selected to implement the Package are listed below.

Package Components	Millions (AUD)
<b>Component 1: Humanitarian Assistance and Protection in Syria</b> (Partners include WFP and UNMAS)	<b>56.4</b>
<b>Component 2: Humanitarian Assistance and Protection in Jordan</b> (UNHCR, WFP, Humanity and Inclusion, IMC)	<b>28.1</b>
<b>Component 2: Humanitarian Assistance and Protection in Lebanon</b> (UNHCR, WFP, Humanity and Inclusion, UNDP, Plan, Caritas)	<b>36.2</b>
<b>Component 2 Total</b>	<b>64.3</b>
<b>Component 3: Education and Livelihoods in Jordan</b> (UNICEF, UN Women, Oxfam, Ministry of Education, Caritas, ILO)	<b>47.6</b>
<b>Component 3: Education and Livelihoods in Lebanon</b> (UNICEF, LebRelief, Oxfam)	<b>35.4</b>
<b>Component 3 Total</b>	<b>83.0</b>
<b>Unallocated as at 30 April 2019</b>	<b>14.0</b>
<b>Administrative costs (including Aus Assists)</b>	<b>2.3</b>
<b>Total</b>	<b>220.00</b>

# SCOPE AND METHODOLOGY

## Evaluation purpose and scope

This evaluation is one of the Humanitarian, NGOs and Partnerships Division's (HPD) two mandatory program-prioritised evaluations in 2019. The Package and this evaluation are managed by the Middle East and Africa Division and supported by Posts and HPD.

The purpose of the evaluation was to assess whether DFAT's humanitarian and resilience-building investments under the three-year Syria Package were relevant and appropriate, efficient, effective and met the objectives articulated in the Package design and Monitoring and Evaluation Framework.<sup>6</sup> The evaluation questions were derived from international frameworks<sup>7</sup> and Australia's key policy and strategy documents.<sup>8</sup>

The evaluation considered Australian investments across all three components and the four specified outcomes. The evaluation was limited to the first two years of program implementation, from January 2017 to December 2018.

## Methodology

The methodology used a largely qualitative approach, combining stakeholder interviews, a desk review and focus group discussions. Quantitative datasets, including Australian humanitarian funding allocations and data on the impact of multiyear funding requested from partners, were used to triangulate key findings. A summary of the methodology is provided in Figure 1.

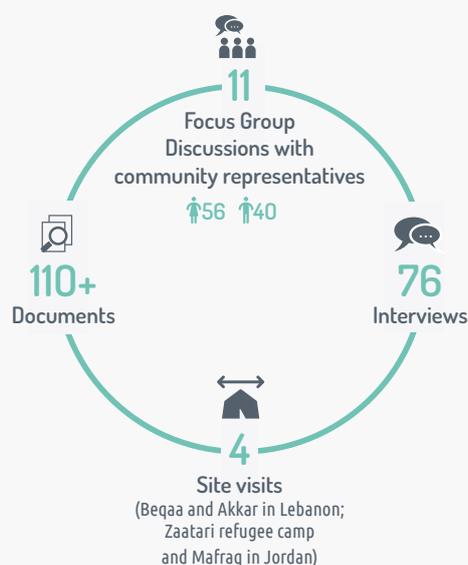
All evaluation participants provided informed consent prior to data collection. Written consent was obtained for taking photographs.

<sup>6</sup> DFAT, Terms of Reference: Independent Evaluation of the Syria Crisis Humanitarian and Resilience Package, 2019, page 1; DFAT, Syria Crisis Humanitarian and Resilience Package – Design, February 2017; DFAT, Syria Crisis Humanitarian and Resilience Package – Monitoring and Evaluation Framework, October 2017

<sup>7</sup> Organisation for Economic Co-operation and Development, Development Assistance Committee, Principles for Evaluation Development Assistance, 1991

<sup>8</sup> DFAT, Humanitarian Strategy, 2016; Gender Equality and Women's Empowerment Strategy, 2016; Development for All 2015–2020: Strategy for strengthening disability-inclusive development in Australia's aid program; Child Protection Policy, 2017; Australian National Action Plan on Women, Peace and Security 2012–2018; MFAT-DFAT Humanitarian Monitoring and Evaluation Framework for the Pacific, December 2018

Figure 1: Evaluation methodology



### Desk review

The desk review included the analysis of over 110 documents. Documents included DFAT policy and strategy documents, humanitarian policy and guidance documents, UN and implementing partner strategy documents, implementing partner reports and proposals, and other specialist papers (Annex 1).

### Key informant interviews

Semi-structured interviews were undertaken with 76 individuals. Key informants were 12 DFAT staff, eight partner government representatives, 45 United Nations (UN) and non-governmental organisation (NGO) representatives and 11 donor representatives.

### Focus Group Discussions



Focus group discussions (sex-segregated) were used to capture the views of affected populations on the appropriateness of the assistance provided and the extent to which they participated in, and influenced, partner programs (96 individuals, 40 men and 56 women). In Lebanon, focus groups were held with people living in an informal settlement in the Beqaa Valley, participants in a livelihoods project in Akkar and occupants of a women’s shelter on the outskirts of Beirut. In Jordan, focus groups were held with beneficiaries in Za’atari refugee camp and a community facility in Mafraq. In Mafraq, the evaluation team also met local business leaders working with a business hub. A focus group discussion was held with six members of the Disability Task Force in Jordan, which included three representatives of disabled people’s organisations (DPOs).

It was not appropriate to quantify the number of people with disabilities in focus groups, however, many discussion participants stated that they or family members had disabilities.

Evaluation site visit to UNHCR informal tented settlement in Bekaa Valley, Lebanon

## Triangulation and rigour of evidence

All findings presented in the report were validated through triangulation. Each finding is based on data that has emerged from multiple sources and/or methods (i.e. desk review and/or focus group discussions and/or interviews). Where possible, quantitative data was used to further strengthen evidence.

## Limitations

The evaluation was completed in three months. Time constraints during the in-country visits meant that visits to project sites were limited and brief.

Evaluating Australian assistance inside Syria was challenging. Travel to Syria was not possible, so partners working in Syria were interviewed remotely or in Lebanon. Assessment of assistance provided in Syria relied on partner reporting and there was less data available to the team on their operations.

Partner reports varied in format, detail and comprehensiveness. As a result, the evaluation could not verify all implementing partner activities and outputs or provide detailed analysis of the efficiency and effectiveness of each partner program.

Staff from post and partner agency staff were present and provided translation in focus group discussions. Staff from post were also present in most interviews. This may have influenced the views expressed.

The evaluation team attempted to identify and meet with DPOs. Posts and implementing partners, including those with a focus on disability, struggled to identify national or local DPOs and/or civil society organisations who could provide insights into disability inclusion. One meeting with a DPO was planned but its representative was unable to attend and there was insufficient time to reschedule.

# FINDINGS

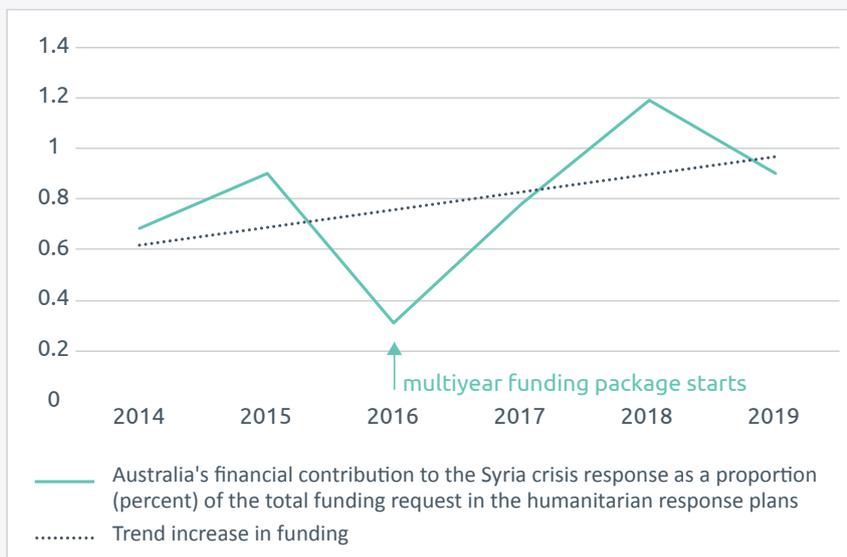
## 1. RELEVANCE AND APPROPRIATENESS

### 1.1 FUNDING

#### 1.1.1 Scale of funding

The Syria Package increased DFAT's annual funding allocations, which was appropriate given the scale of the crisis in Syria, the need to support refugee hosting countries and unmet requests for assistance.<sup>9</sup> Australian funding under the Package represents about 1 per cent of annual funding requests in the Humanitarian Response Plans (HRPs) (Figure 2).

Figure 2: Australia's financial contribution to the Syria crisis response as a proportion of the total funding requests in the HRPs (2014–19)



#### 1.1.2 Geographic focus

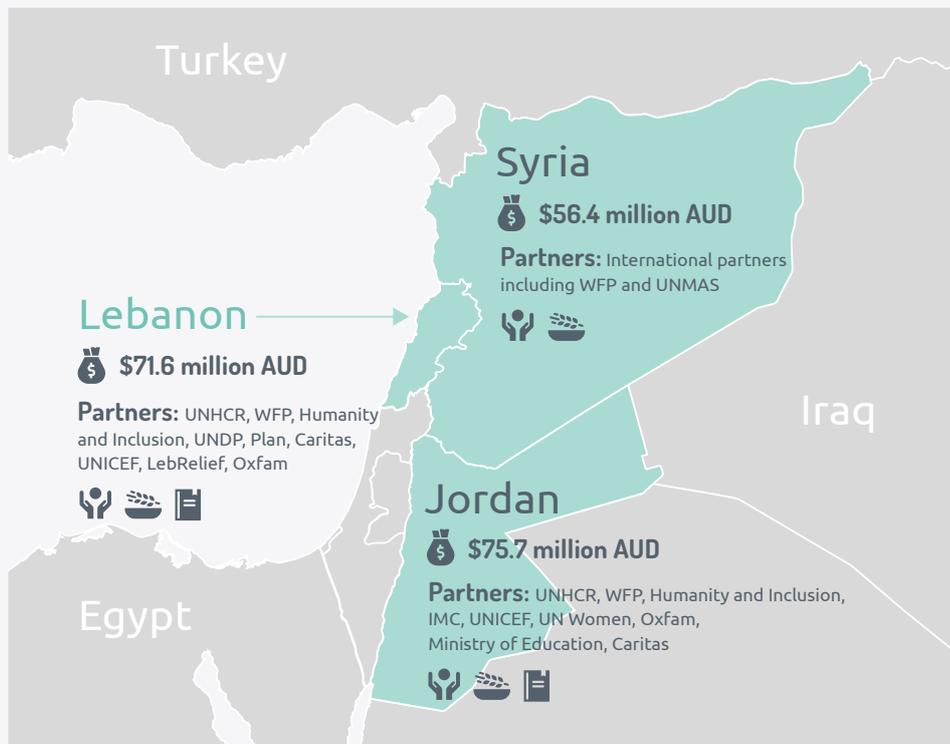
The evaluation found that it was appropriate that the Package provided assistance within Syria as well as in Lebanon and Jordan. Syria continues to have the greatest humanitarian and protection needs.<sup>10</sup> Providing effective assistance in Syria is, however, difficult, particularly for Australia due to limited regional experience

<sup>9</sup> Supporting Syria Conference, London 2016; Syria Humanitarian Response Plans 2016, 2017 and 2018; Refugee Response and Resilience Plans 2016, 2017 and 2018.

<sup>10</sup> Humanitarian Needs Overview, 2019, <https://hno-syria.org/#resources> accessed 29 April 2019

and the relatively small funding allocation. Jordan and Lebanon have great ongoing needs related to refugee populations and affected host communities.<sup>11</sup>

**Figure 3: Summary of Australia’s investments by country**



The decision to provide similar amounts of overall funding to Lebanon and Jordan under the Package (Figure 3) was also considered appropriate. Some donors provide higher allocations to Lebanon.<sup>12</sup> Lebanon supports more Syrian refugees than Jordan and arguably faces greater ongoing challenges to stability.<sup>13</sup> However, Jordan hosts more refugees overall (including Palestinians, Iraqis, Yemenis and Sudanese), straining the country’s limited resources. Any

subsequent package should continue funding all three contexts, as all have great need, and build on work done to date. Future funding needs to continue to be flexible to enable reallocations, including between countries, in response to changing needs and opportunities.

### 1.1.3 Alignment to needs

The Package aligns well to needs articulated in HRPs and to government priorities.<sup>14</sup> Humanitarian *and* resilience funding in the Package mirrors the UN-led Regional Refugee Response and Resilience plan, which consists of two interlinked components: the refugee protection and humanitarian component and the resilience/stabilisation-based development component.<sup>15</sup>

<sup>11</sup> Lebanon has the highest total appeal for funding in the UN-led 3RP financial requirements and Jordan has the second highest appeal; Regional Refugee and Resilience Plan 2018-2019: Regional Strategic Overview, page 28

<sup>12</sup> Interviews 47, 48

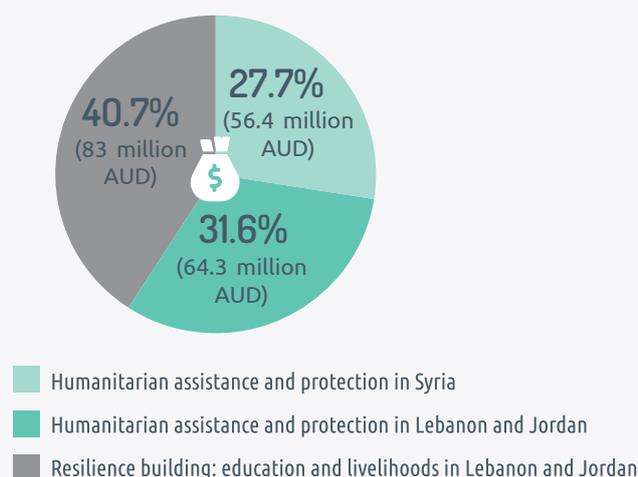
<sup>13</sup> Lebanon has 948,849 registered refugees, compared to 671,551 registered in Jordan (UN-led 3RP 2018 Annual report, page 2); ALNAP, The State of the Humanitarian System, 2018, Lebanon: Between Stability and Stagnation, Dec 2018 <https://sohs.alnap.org/blogs/lebanon-between-stability-and-stagnation> accessed 29 April 2019 and interview 30

<sup>14</sup> Regional Refugee and Resilience Plan 2018–2019: Regional Strategic Overview; Humanitarian Response Plan, Syrian Arab Republic, 2018; Interview 30

<sup>15</sup> Regional Refugee and Resilience Plan 2018–2019: Regional Strategic Overview, page 9

*“In the UN System we have championed a resilience-based approach to the Syria crisis – with development support complementing humanitarian support. It’s not a question of either/or – both are needed.”<sup>16</sup>*

**Figure 4: Breakdown of funding between humanitarian and resilience-building allocations**



The humanitarian and protection dimension of the crisis was clear when the Package was designed and remains highly relevant. Inside Syria, protection was one of the most underfunded sectors in 2018 and the second most underfunded in 2017.<sup>17</sup> People and families in refugee hosting countries have depleted resources and host communities are becoming increasingly hostile to the presence of refugees.<sup>18</sup> As a result, humanitarian and protection needs are likely to increase.<sup>19</sup>

*“[We] need to make sure that humanitarian aid remains while there are still vulnerable groups.” (government representative)<sup>20</sup>*

It was important that Australia sought to combine humanitarian and resilience outcomes in the Package. Component 3 was designed to address some of the longer-term challenges in Jordan and Lebanon arising from five years of Syrian conflict, and to directly support the Jordanian and Lebanese Governments’ priorities under the Jordan Compact and the Lebanon Statement of Intent.<sup>21</sup> The focus on education also aligned well with the ‘No Lost Generation’ initiative launched in 2013, which aims to combine immediate response with strategic investments for the future.<sup>22</sup>

The focus on livelihoods also aligned with Jordan’s and Lebanon’s commitment made at the Supporting Syria and the Region Conference (2016). Both countries committed to opening up job opportunities for Syrian refugees. Participants in focus group discussions noted the relevance and appropriateness of the livelihoods programs in particular.

<sup>16</sup> Helen Clark, Address to the Resilience Development Forum, 9 November 2015, referenced in UNHCR, Regional Refugee and Resilience Plan 2016–2017 in Response to the Syria Crisis: Regional Strategic Overview, 2015, page 4

<sup>17</sup> The Financial Tracking System, <https://fts.un23.org/appeals/663/clusters> accessed 10.04.2019 shows protection was 24% funded in 2017, 10% funded in 2018, and only 0.9% funded to date for 2019; see also interviews 23, 38

<sup>18</sup> Lebanon Crisis Response Plan 2017–2020 (2018 Update), 2018, page 5

<sup>19</sup> WFP, World Food Programme in Syria: Year in Review, March 2018, page 16 and interview 31

<sup>20</sup> Interview 22

<sup>21</sup> DFAT, Syria Crisis Humanitarian and Resilience Package Design, 2017, page 14

<sup>22</sup> <https://nolostgeneration.org> accessed 29 April 2019

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*“The project really targeted small farmers really in need.” (FGD with men in Lebanon)<sup>23</sup>*

*“It is a very genuine project that responded to needs on the ground, other projects have spent a million but not had the same impact.” (FGD with men in Lebanon)<sup>24</sup>*

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While the decision to work to build resilience through both education and livelihoods projects was sound, it was ambitious given funding levels, lack of a development program and the level of staffing to support implementation. In future multiyear responses in regions or countries where Australia has a limited presence and experience, consideration should be given to restricting resilience-building programs to a single sector.

### **Finding 1**

Australia’s three-year package of assistance for the Syria crisis was well designed. The scale of funding, geographic focus and inclusion of programs to build resilience were appropriate. Assistance was closely aligned with UN-led Humanitarian Response Plan (HRP) priorities and host government needs.

## **1.1.4 Multiyear funding**

Multiyear funding to implementing partners was highly appropriate given the inevitability of ongoing needs in the region, alignment with DFAT’s internal policies and international commitments.<sup>25</sup> The evaluation team found that multiyear funding increased both efficiency and effectiveness.<sup>26</sup>

Partners reported greater efficiency and better value-for-money benefits stemming from less time being needed for partner proposal writing and contracting. In proposal writing and contacting alone, Australian NGO partners (Caritas in Lebanon and Jordan, Oxfam in Lebanon and Jordan, and Plan in Lebanon) are estimated to have collectively reduced their costs by more than \$100,000.<sup>27</sup> Efficiencies were also gained by negotiation of supplier costs for longer-term contracts and forward purchasing.<sup>28</sup>

Multiyear funding also improved efficiency by reducing the need for partners to obtain government approval on annual basis, which inevitably takes time and delays implementation. With multiyear funding partners can secure a longer, uninterrupted implementation period.

Program effectiveness was strengthened by multiyear funding because it facilitated better needs assessment, planning and learning processes across multiple years.<sup>29</sup> Partners described being able to take more time to analyse what was working in program implementation and put in place changes to improve

<sup>23</sup> FGD 4

<sup>24</sup> FGD 6

<sup>25</sup> DFAT, Syria Crisis Humanitarian and Resilience Package Design, 2017, page 7; Grand Bargain commitment 7: Increase collaborative humanitarian multiyear Planning and funding

<sup>26</sup> Interviews 8, 16, 17, 20, 21, 30, 36, 40

<sup>27</sup> Figure calculated based on two AHP agencies’ estimates for proposal writing costs. The average cost for one agency for one proposal is \$11,133. The program saved one year of proposal writing for one project and two years of proposal writing for four projects.

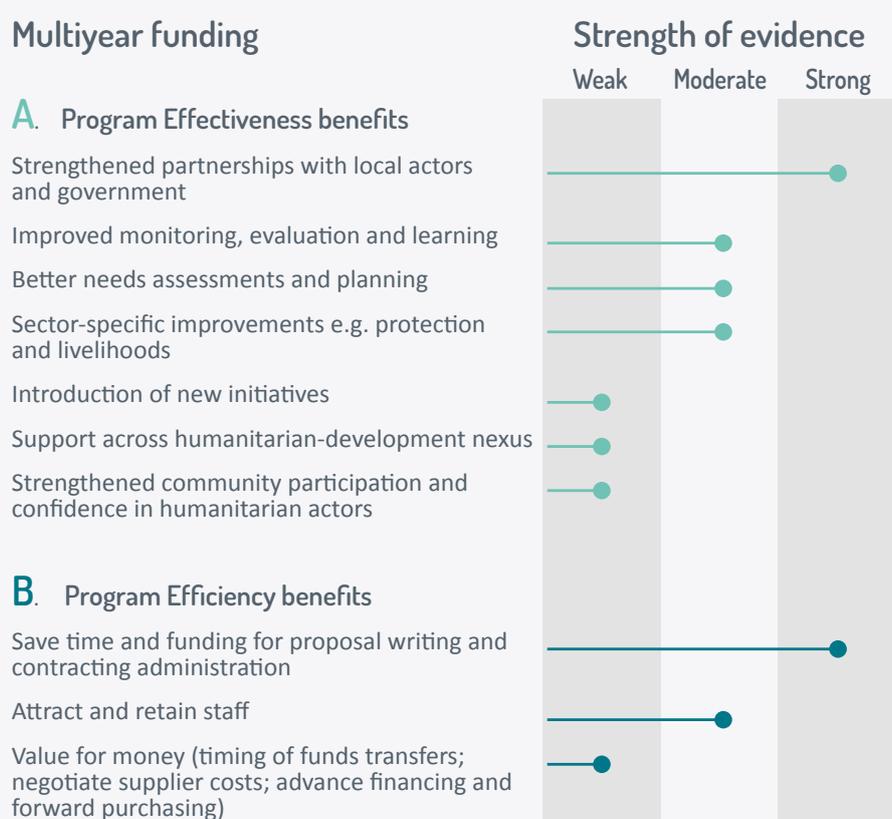
<sup>28</sup> Plan and IMC, Benefits of Multiyear Funding, 2018; WFP, Benefits of Multiyear Funding (MYF) for WFP Lebanon Operations, 2018; Caritas, Value of Multiyear Funding for Caritas, September 2018.

<sup>29</sup> Interviews 8, 36

targeting or quality of programming. The impact on program effectiveness was particularly noticeable where long-term relationships are key to program results, such as for protection programming. Partners also observed improved relationships with key government partners when they were able to commit to joint work on challenging issues such as sexual and interventions that could be sustained over years.<sup>30</sup>

*“When we are not anxious about funding, we focus much more on quality of services and think more strategically.” (NGO implementing partner)<sup>31</sup>*

Figure 5: Benefits of multiyear funding and associated strength of evidence <sup>32</sup>



Multiyear funding appears to have a greater positive impact on programming for smaller UN agencies and NGO partners (e.g. LebRelief in Lebanon and UNMAS in Syria). Larger UN agencies noted the limitations of only a few donors adopting a multiyear funding approach, combined with organisational restrictions such as needing to hire staff on annual contracts.<sup>33</sup>

<sup>30</sup> Plan and IMC, Benefits of Multiyear Funding, 2018; WFP, Benefits of Multiyear Funding (MYF) for WFP Lebanon Operations, 2018; interviews 1, 31

<sup>31</sup> Interview 41

<sup>32</sup> Strength of evidence was considered in the following categories: Weak – Limited data from 1-2 partners from only one source (document review); Moderate: Data from 3-4 partners from at least two different sources (document review and interviews); Strong – Data from multiple partners from two or more different sources (document review, interviews and quantitative analysis)

<sup>33</sup> Interview 31

Whilst there is much qualitative data on the benefits of multiyear funding, it is not well supported by quantitative data. This evaluation found that some benefits have a stronger evidence base than others (Figure 5).

The benefits of multiyear funding could be multiplied if implementing partners provide multiyear funding to their sub-contracted partners.

Some of Australia's partners are now more likely to have multiyear contracts with their sub-contractors. In 2016, across 11 implementing partners, only 7 per cent of all sub-contracts with national and local organisations were longer than 12 months. In 2018, this increased to 31 per cent of all contracts, more than four times the proportion in 2016.<sup>34</sup>

Some partners receiving multiyear funding from Australia are still largely funded annually, which limits their capacity to provide multiyear contracts to sub-contractors. Between 2016 and 2018, Australia's partners reported that the proportion of their total funding which was multiyear only increased by 12 per cent.<sup>35</sup>

Australia was not sufficiently clear with partners about what it intended to achieve with multiyear funding or how it would track and demonstrate changes stemming from it. Partners suggested a joint donor approach to define expectations and provide guidance on relevant data to include in project reporting.<sup>36</sup>

Australia also lacked clarity on how it would manage the introduction of any new implementing partners and the cessation of existing partnerships, if required.<sup>37</sup> The multiyear nature of the Package allowed Australia to identify new partners and end existing agreements based on performance and changing contexts. In principle this was a positive element of the Package that enabled DFAT to adapt and apply learning. However, the absence of clear guidance on, and shared understanding of, steps to assess annual partner performance within a multiyear package has undermined some relationships.

The quantum of Australia's funding for Syria is small in comparison to other donors. Nonetheless, the provision of multiyear funding that is only earmarked to the country level is highly valued by partners, which has given Australia much greater influence among implementing partners than would be expected given the level of funding.<sup>38</sup> This, along with experienced and stable DFAT staff at posts, gave Australia a significant profile and enabled it to influence program quality, progress thematic areas of importance to Australia and positively increase Australia's profile as a humanitarian donor.<sup>39</sup>

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*"[Multiyear and flexible funding] gives us more leverage to have longer term conversations about quality, instead of outputs." (DFAT staff member)<sup>40</sup>*

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### 1.1.5 Unallocated funding

The Package included unallocated funding in years 2 and 3 designed to ensure Australian interventions "complement the activities of other donors and meet the most pressing needs".<sup>41</sup> It was envisaged that

<sup>34</sup> This data is drawn from figures provided by 11 implementing partner organisations (six NGO and five UN)

<sup>35</sup> The increase is from 34 per cent in 2016 to 46 per cent in 2018. This data is drawn from figures provided by nine implementing partner organisations (four NGO and five UN)

<sup>36</sup> WFP, Benefits of Multiyear Humanitarian Financing (MYF) for WFP Lebanon Operations, 2018

<sup>37</sup> Interview 37

<sup>38</sup> Interviews 9, 30, 35

<sup>39</sup> Interviews 19, 40, 42

<sup>40</sup> Interview 30

<sup>41</sup> DFAT, Syria Crisis Humanitarian and Resilience Package Design, February 2017, page 21

unallocated funding could be used for either new priorities and/or partners or top-ups to existing partners or sectors if needs remained unchanged.

Staff at posts used their contextual knowledge and unallocated funds to support new and innovative approaches and partnerships effectively.<sup>42</sup> Strong examples include funding UNMAS to address humanitarian and protection needs in Syria, funding LebRelief working on livelihoods in Lebanon, and supporting emerging priorities such as conflict sensitivity research led by the United Nations Development Programme (UNDP) in Lebanon.

In-country selection processes were used in Jordan and Lebanon (competitive and direct sourcing) to identify suitable partners for unallocated funds. This approach was largely effective and built on the knowledge and understanding at post of both the context and the most effective partners with established and reputable programming.<sup>43</sup> Calls for proposals were a very effective mechanism for drawing on a broader range of actors with in-country expertise. Organisations regard the process as simple and transparent.<sup>44</sup> However, it had significant time implications for staff at post.<sup>45</sup>

While unallocated funding enables responsiveness to changing contexts, it inevitably means that partners funded in the final year will not benefit from multiyear funding.<sup>46</sup> Future multiyear packages could have a larger proportion of unallocated funding in earlier years.

### **Finding 2**

The mix of funding modalities (multiyear, minimal earmarking, competitive grants and unallocated funding) increased program efficiency and effectiveness and gave Australia greater influence. The benefits of multiyear funding will be strengthened if DFAT partners pass on multiyear funding for their partners.

## **1.2 IMPLEMENTING PARTNERS**

Australia funded a range of UN agencies, Government ministries, international and national NGOs to implement its Syria Package. The organisations funded were well suited to give affected people the assistance they needed.

In year 1 in both Lebanon and Jordan there was a heavy reliance on Australia's trusted humanitarian partners, including international organisations, UN and Australian NGO partners (Figure 6). As a starting point this was appropriate in challenging contexts with a high focus on risk management.

Over the past two years Australia used its increased contextual understanding, especially through dedicated humanitarian officers in Amman and Beirut, to establish relationships to diversify the partnerships in the Package. Partnerships with national organisations and smaller UN agencies have been established and are delivering on niche projects in which Australia can have more influence and engagement. This is appropriate but overall most funding (65% of the Package) still goes to large UN agencies (Figure 6). A subsequent package will provide further opportunities for Australia to shift funding towards local and/or more specialised international partners.

<sup>42</sup> Interviews 1, 8, 25

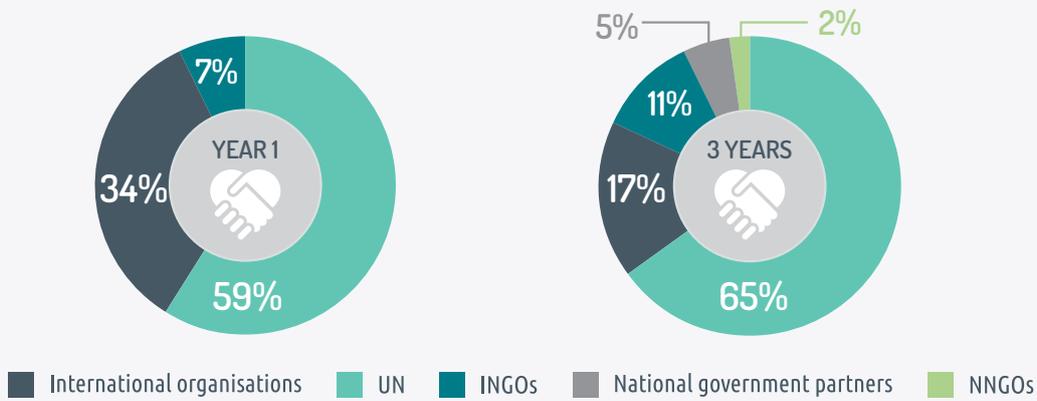
<sup>43</sup> Interviews 1, 30

<sup>44</sup> Interviews 16, 36

<sup>45</sup> Interview 9

<sup>46</sup> Interview 3; noting that year 3 implementation and funding decisions are outside the scope of this evaluation.

Figure 6: Percentage of funding allocated to different types of implementing partners in year 1 and across all 3 years



The new partnerships have nearly doubled the number of implementing partners (from 9 partners in year 1 to 16 partners in year 3). The evaluation team felt that any further increases in the number of partners would undermine the ability of posts to effectively manage partnerships and create challenges around understanding and measuring the combined impact of the Package.

**Finding 3**

Partnerships were diversified and localised in years 2 and 3. While this increased the number of partnerships, it is clear that projects with direct contracting or strong involvement of national partners are on track to achieve impressive results. (see also section 4.1).

## 2. EFFECTIVENESS

### 2.1 MONITORING, EVALUATION AND LEARNING

DFAT staff designed a program logic for the Syria Package which proved helpful for monitoring partner performance and this evaluation.

The Package articulated four expected end-of-program outcomes and a corresponding program logic. Performance expectations were agreed with implementing partners; expectations included flexible and un-earmarked funding and subsequently guided qualitative performance discussions at country, regional and global levels.<sup>47</sup> Partners that received project-specific funding were expected to meet agreed project milestones and provide dedicated reporting that would release subsequent funding tranches.

Delays of about nine months in developing and adopting the MEF reduced its usefulness. The MEF was unable to inform either funding agreement negotiations with year 1 partners or efforts to monitor throughout the first year of implementation.

Practical disconnects between partner reporting requirements and donor funding cycles also appear to have reduced DFAT's ability to fully implement its MEF. DFAT staff at desk and post sought a performance-based approach to partnership management, yet this was often impossible. Under the existing Syria Package, multiyear payments are made annually. Most partners are requested to provide annual written reports, which are only received after the second annual tranche payments are due. While DFAT seeks to minimise reporting burdens on its partners, some partners in Lebanon have been requested to provide six-monthly reports. This may be need to be consistently adopted where feasible for partners and DFAT to facilitate performance-based decision-making.

Furthermore, interviews with key DFAT staff suggested the MEF did not result in the systematic collection of data against agreed indicators across all three country contexts.<sup>48</sup> DFAT Canberra staff summarised monitoring mission outcomes in a short narrative format without inclusion of aggregated or analysed datasets against MEF indicators. This limited DFAT's ability to measure annual achievement against program outcomes and impact at a package level.

DFAT staff implementing the Syria Package effectively harnessed annual Investment Quality Reporting processes to support partnership management. DFAT staff report progress against Components 1 and 2 using the Humanitarian Aid Quality Check criteria, while Component 3 is assessed using the standard (development) Aid Quality Check. DFAT staff with relevant thematic expertise review both reports. Beirut and Amman posts used the annual Partner Performance Assessment process as a means to engage in structured discussions with in-country counterparts. Eleven Partner Performance Assessments were completed for 2017, with a similar number expected for 2018. This included assessments of some smaller

<sup>47</sup> Interview 9

<sup>48</sup> Interview 1

partnerships that fell below DFAT’s mandatory reporting threshold, yet for which a structured review process was deemed mutually beneficial by the partner and staff at post.

Good working relationships between working-level staff at Amman and Beirut posts and in Canberra clearly facilitated the sharing of learning. For example, the two posts were in regular contact and shared relevant experiences while managing their respective in-country competitive grants processes under Component 3. Yet, neither the package-wide MEF nor existing practices within HPD facilitated systematic sharing of lessons with DFAT staff working in other protracted crisis contexts.

#### **Finding 4**

The existence of a package design with a clear logical framework has facilitated improved programming. However, a delay in developing, socialising and operationalising the monitoring and evaluation framework (MEF) undermined DFAT’s ability to track results.



Informal tented settlement in Bekaa Valley, Lebanon.

Credit: Michela Luzzi, DFAT

## **2.2 PACKAGE OUTCOMES**

The Syria Package program logic identifies four end-of-program outcomes. These contribute to the overarching Package purpose to support international efforts to meet the humanitarian and longer-term education and livelihood needs of conflict-affected Syrians and vulnerable host populations in Syria, Jordan and Lebanon.<sup>49</sup> This section summarises effectiveness at the outcome level, as well as considering Package-wide impacts.

<sup>49</sup> DFAT, Syria Crisis Humanitarian and Resilience Package – Design, February 2017

## 2.2.1 Humanitarian Assistance and Protection in Syria

### Outcome 1: People in Syria affected by the crisis have increased access to quality humanitarian assistance and protection services

#### Four partners

#### Contributed in 2017 and 2018 to:

- ✓ Improved food and economic security for up to 5.26 million people (approximately 55 per cent female) each year through food distributions, increased food production, income support and improved living conditions;<sup>50</sup>
- ✓ Improved access to health services (supported 32 hospitals and 33 health centres);<sup>51</sup>
- ✓ Physical rehabilitation and mine victim support to 5,900 people;<sup>52</sup> and
- ✓ Access to protection services provided to 26,200 people through individual legal support and programs to restore family links.<sup>53</sup>

Australia has invested in humanitarian assistance (with a focus on food security) and protection (with a focus on mine action and support to people with disabilities) in Syria. DFAT has chosen to primarily work with trusted and high-performing partners.<sup>54</sup> This is appropriate in a context where DFAT has no operational presence and is unable to conduct monitoring visits.

Australia provides largely unearmarked funding to WFP as a key partner. WFP has good access and provides critical assistance at scale.<sup>55</sup> WFP has been providing general food assistance, nutrition interventions, school feeding and livelihoods interventions. Unallocated multiyear funding has enabled WFP to support transitioning people to livelihood and resilience activities when possible, including supporting ‘backyard gardens’ when families are able to return to their homes.<sup>56</sup>

Australia partners with UNMAS and NGOs to ensure a focus on the most vulnerable, including people with disabilities. The decision to provide substantial funding to UNMAS makes Australia one of the organisation’s largest donors in this context and has resulted in a constructive working relationship.<sup>57</sup> UNMAS has made significant progress, gaining access to conflict-affected parts of Syria with a strong emphasis on adherence to humanitarian principles and a needs-based approach.<sup>58</sup>

With Australian funding, over a period of two months at the end of 2018, UNMAS provided victim assistance services to 537 individuals and risk education training to 2,181 internally displaced people and host community members. UNMAS provided clear reporting on the impact of Australian funding and was active in promoting Australia’s key thematic priorities. For example, UNMAS played a key role in promoting disability

<sup>50</sup> WFP, World Food Programme in Syria: Year in Review 2017, pages 5–6 and International Implementing Partner Report, 2018

<sup>51</sup> International Implementing Partner Report, 2018

<sup>52</sup> UNMAS, First Interim Report on the Contribution from the Government of Australia (DFAT), 2018 and International Implementing Partner Report, 2018

<sup>53</sup> International implementing partner report, 2018

<sup>54</sup> Interviews 1, 24

<sup>55</sup> Interviews 1, 24

<sup>56</sup> WFP, Annual Country Report: Syrian Arab Republic, 2018; interview 43

<sup>57</sup> Interview 30

<sup>58</sup> Interview 18, 42

inclusive approaches in the 2019 HRP, including a commitment to data disaggregation in the Syria response mechanism and reporting of disability data.<sup>59</sup>

The performance and impact of partners inside Syria is difficult to assess. DFAT is reliant on partner reporting (formal and informal), as well as third party monitoring of other donors. Given the relatively small size of Australian funding, this is appropriate.

## 2.2.2 Humanitarian Assistance and Protection in Lebanon and Jordan

### Outcome 2: People in Lebanon and Jordan affected by the crisis have increased access to quality humanitarian assistance and protection services

#### Lebanon six partners

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##### Contributed in 2017 to:

- ✓ 112,900 Syrian refugees and Lebanese being reached with in-kind food assistance;<sup>60</sup>
- ✓ 968,400 vulnerable Syrian refugees and Lebanese being reached with cash-based food assistance;<sup>61</sup> and
- ✓ 96,200 individuals benefiting from counselling, legal assistance and legal representation.<sup>62</sup>

##### Contributed in 2018 to:

- ✓ 965,800 vulnerable Syrian refugees and Lebanese being reached with cash-based food assistance;<sup>63</sup> and
- ✓ 74,500 people benefiting from counselling, legal assistance and legal representation.<sup>64</sup>

##### Directly supported:

- ✓ 400 violence-affected/displaced women and children being assisted with shelter and basic needs;<sup>65</sup> and
- ✓ approximately 1,900 GBV case management consultations being provided each year to vulnerable women, girls, men, and boys.<sup>66</sup>

#### Jordan four partners

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##### Contributed in 2017 to:

- ✓ 138,300 vulnerable Syrian refugees and Jordanians benefiting from distribution of food assistance;<sup>67</sup>
- ✓ 101,500 vulnerable Syrian refugees in camps receiving in-kind food assistance;<sup>68</sup>
- ✓ 109,100 vulnerable Syrian refugees in camps receiving cash-based food assistance;<sup>69</sup>
- ✓ 10,700 Syrian refugees with protection concerns receiving urgent or emergency cash assistance;<sup>70</sup> and
- ✓ 54,300 Syrian refugees receiving legal information, counselling and/or representation.<sup>71</sup>

<sup>59</sup> UNMAS, First Interim Report on the Contribution from the Government of Australia (DFAT)

<sup>60</sup> UN-led 3RP 2017 Report, page 43

<sup>61</sup> UN-led 3RP 2017 Report, page 43

<sup>62</sup> UN-led 3RP 2017 Report, page 43

<sup>63</sup> UN-led 3RP 2018 Report, page 8

<sup>64</sup> UN-led 3RP 2018 Report, page 8

<sup>65</sup> Caritas Australia, AHP Activation Progress Report, 2018, page 2

<sup>66</sup> Plan and IMC, Protection and GBV Services for Syrian Refugees and Host Communities in Lebanon, 2018, page 2

<sup>67</sup> UN-led 3RP 2017 Report, page 51

<sup>68</sup> UN-led 3RP 2017 Report, page 51

<sup>69</sup> UN-led 3RP 2017 Report, page 51

<sup>70</sup> UN-led 3RP 2017 Report, page 51

<sup>71</sup> UN-led 3RP 2017 Report, page 51

### Contributed in 2018 to:

- ✓ 625,800 Syrian refugees and Jordanians receiving food assistance in Jordan;<sup>72</sup>
- ✓ 111,500 Syrian refugees being assisted with basic needs support in camps;<sup>73</sup> and
- ✓ 34,300 Syrians receiving specialised protection assistance and follow-up.<sup>74</sup>

Australia supported WFP to provide vulnerable Syrian refugees and host communities, including school-aged children, with access to safe, adequate and nutritious food. WFP provided high-quality programs in both Lebanon and Jordan and demonstrated innovative approaches to improving the effectiveness and efficiency of its programs.<sup>75</sup> Examples include a blockchain pilot to reduce the costs of cash transfers to refugees, a smartphone application (Dalili) that allows beneficiaries to look up the best prices for goods at nearby stores in Lebanon, and the H2Grow project that pilots low-tech hydroponic units to cultivate fresh green fodder at household level.<sup>76</sup>

Australia also worked with UNHCR across Lebanon and Jordan to support its mandated protection role for refugees. The work of UNHCR included registration, civil documentation, advocacy on protection concerns as well as the practical provision of essential services for refugee populations. As the crisis continues, the critical work on durable solutions and continued protection support for vulnerable groups should be prioritised.<sup>77</sup> Affected populations noted an increase in protection threats and prioritized the importance of safety in an environment where they are feeling increasingly threatened in communities, work places and schools.

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*“There is a serious lack of response to medical and protection issues when someone is physically threatened.” (community representative)<sup>78</sup>*

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Key stakeholders believe that this needs to include targeted support for counselling, legal assistance and legal representation regarding civil registration, including birth registration and marriage.<sup>79</sup>

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*“Immediate humanitarian needs were more visible at the start; now issues around protection, documentation, residency etc. are becoming more visible.” (UN partner)<sup>80</sup>*

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Both WFP and UNHCR provide critical assistance at scale, but Australia’s funding is a small percentage of the overall funding package for these agencies and it is difficult to estimate its impact.<sup>81</sup> Despite this it is clear that UNHCR and WFP are increasing access to key assistance and protection services, and that Australia has contributed to this outcome.

<sup>72</sup> UN-led 3RP 2018 Report, page 9

<sup>73</sup> UN-led 3RP 2018 Report, page 9

<sup>74</sup> UN-led 3RP 2018 Report, page 9

<sup>75</sup> Interviews 19, 27, 40

<sup>76</sup> WFP Country Brief, January 2019, page 2; WFP Lebanon PowerPoint (PPT) presentation to evaluation team March 2019; and interview 30

<sup>77</sup> Interviews 1, 30, 31

<sup>78</sup> FGD 7

<sup>79</sup> Interviews 8 and 30 and FGD 8

<sup>80</sup> Interview 31

<sup>81</sup> Interviews 13, 27, 29, 30

Australia complemented this high-level support for key UN agencies with programs delivered by trusted NGO partners with a proven track record. Australia addressed niche protection issues, with a clear and measurable improvements in the lives of women and children. Notably in Lebanon, through funding to Caritas and Plan, Australia supported increased access to high-quality protection services for women and children affected by GBV.<sup>82</sup>

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*“The combination of targeting the most and the most vulnerable [...] gets a very good response from Ministries and [national] counterparts.” (DFAT staff member)<sup>83</sup>*

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#### **Finding 5**

The humanitarian assistance and protection component of the package achieved good results. Supporting both sector-wide approaches led by multilateral agencies and niche protection services for the most vulnerable implemented by smaller partners was critical to this success.

### 2.2.3 Access to quality education

#### **Outcome 3a: Improved access to quality education systems for disadvantaged children in Lebanon, including Syrian refugees and local populations**

**Lebanon**  **one partner**

##### Contributed in 2017 and 2018 to:

- ✓ over 425,000 children and youth being supported with subsidised fees for public formal education each year;<sup>84</sup> and
- ✓ support for specific education needs for 400 children with disabilities in Lebanon.<sup>85</sup>

Australia took a strategic approach to education in Lebanon, working alongside UNICEF to contribute to national education targets. Results from the investment include increased enrolment in formal and non-formal education; for example, the cohort of non-Lebanese children enrolled in first-shift public schools has doubled since the onset of the crisis – 48 per cent of registered students are non-Lebanese.<sup>86</sup> Australia has also worked alongside UNICEF and other donors to emphasise the importance of quality education, including through the development of joint positions for working with the Ministry of Education.<sup>87</sup> Australian funding provided under Component 2 was used to support a pilot inclusion project providing 30 schools with the

<sup>82</sup> Interviews 9, 29, 30

<sup>83</sup> Interview 8

<sup>84</sup> UN-led 3RP 2017 Report, page 44; UN-led 3RP 2018 Report, page 8

<sup>85</sup> UNICEF PPT presentation to the Australian evaluation team, 2019.

<sup>86</sup> Government of Lebanon & United Nations, *Lebanon Crisis Response Plan 2017-2020 (2018 update)*, 2018, page 50

<sup>87</sup> Interviews 29, 30, 50

equipment and technical support to deliver inclusive education for approximately 1,000 children with disabilities.<sup>88</sup>

Education partners undertook work to address social and economic factors that contribute to poor education outcomes. For example, transportation and registration fees are common barriers to enrolment and attendance in Lebanon. Working with UNICEF, Australia supported subsidies for registration fees for 209,409 Lebanese children (51 per cent girls) and 216,514 non-Lebanese children (49 per cent girls), as well as contributed to transportation cash transfers for 80,000 children.<sup>89</sup> Partners were also funded under other components of the package that addressed social and economic inhibitors to education outcomes. For example, LebRelief's activities provided families with economic opportunities that strengthened their ability to send children back to school (see also section 2.2.1.), while research undertaken by Humanity and Inclusion strengthened understanding of the educational needs of children with disabilities.<sup>90</sup>

Affected populations noted the importance of education and the value of activities for children outside school and the catch up programs. Education was independently identified in focus groups as an area of positive work that organisations should continue to focus on.<sup>91</sup>

### **Outcome 3b: Improved access to quality education systems for disadvantaged children in Jordan, including Syrian refugees and local populations**

#### **Jordan** **three partners**

#### **Contributed in 2017 and 2018 to:**

- ✓ over 130,600 Syrian children enrolling in camp schools and second-shift public schools in host communities;<sup>92</sup> and
- ✓ 6,400 children enrolling in certified catch-up and drop-out programs (2017).<sup>93</sup>

#### **Directly supported:**

- ✓ 2,400 Syrian refugee children (51 per cent girls; 49 per cent boys) receiving informal kindergarten education, remedial tutoring and psychosocial support to help them succeed in formal education (by Oct 2018).<sup>94</sup>

Australia took a strategic approach to education in Jordan, working alongside UNICEF and in the Ministry of Education, and providing funding via the Joint Funding Agreement for the Accelerating Access Initiative.<sup>95</sup> Australia also funded Caritas Australian who had a proven track record and work effectively with the Ministry of Education on key interventions that support Jordan's national education targets.<sup>96</sup>

The Ministry of Education developed a Common Results Framework to monitor progress and measures results bi-annually. The framework tracks results, including an increase in the number of children enrolled in kindergarten and catch-up classes, as well as the percentage of children in catch-up classes that

<sup>88</sup> Interviews 33, 34, 35

<sup>89</sup> Australian Evaluation Mission\_19MAR2019 PPT

<sup>90</sup> Interview 36

<sup>91</sup> FGD 7

<sup>92</sup> UN-led 3RP 2018 Report, page 9; UN-led 3RP 2017 Report, page 52

<sup>93</sup> UN-led 3RP 2017 Report, page 52

<sup>94</sup> AHP Activation Annual Progress report for 'Syria Response – Education Activities in Jordan', Caritas Australia, Oct 2018, page 2

<sup>95</sup> Interview Ministry of Education Jordan; Australian Government & Jordan Ministry of Education, Media Release 26 August 2018, <https://jordan.embassy.gov.au/files/aman/Media%20release%20-%20AAI%20Australian%20contribution.PDF> accessed 29 April 2019

<sup>96</sup> Interview 13, 27

subsequently enrol in formal education (31.6 per cent at the end of 2018 against a target for 2018/19 of 40 per cent).<sup>97</sup> Over the past three years, the number of Syrian children out of school has fallen from around 100,000 to around 70,000.<sup>98</sup> The framework also tracks improvements in the quality of education using a Quality Performance Score that shows improvement from B to B+ from May 2017 to October 2018.<sup>99</sup> Despite progress under the Joint Funding Agreement, there is no plan beyond its end date (currently set for August 2020) and there are concerns about the sustainability of key components of the education program, especially as they relate to Syrian refugees.<sup>100</sup> The Ministry of Education and donors are currently in discussions on what a transition from the Accelerating Access Initiative could look like.

Education partners undertook work to address the social and economic factors that contribute to poor education outcomes. UNICEF, Ministry of Education and Caritas Jordan all implemented programs to lower barriers to education, including providing catch-up and remedial classes as well as psychosocial support services to vulnerable children. Caritas has also provided services to children with a disability to promote their inclusion in schools including access to equipment and teachers with specialist training.<sup>101</sup> Despite these efforts, 73,000 Syrian refugee children remain out of certified education, and Syrian refugee students complete fewer years of education on average than their Jordanian peers.<sup>102</sup> Ongoing barriers to attendance and quality of education that need to be addressed include out-of-pocket expenses and increasingly high rates of violence reported in schools.<sup>103</sup>

## 2.2.4 Access to decent work and income generating opportunities

### Outcome 4: Increased access to decent work and income-generating opportunities in Jordan and Lebanon, including Syrian refugees and local populations.

#### Lebanon two partners

- ✓ Over 10,800 people will benefit from livelihoods opportunities in Akkar;<sup>104</sup> and
- ✓ over 450 people benefitted from on the job training and apprenticeships.<sup>105</sup>

#### Jordan two partners

- ✓ Approximately 200 women supported with cash for short-term work positions;<sup>106</sup>
- ✓ 200 Syrian refugees will be employed to carry out clean-up campaigns;<sup>107</sup> and
- ✓ 110 long-term jobs will be created in four municipalities through the recycling and sorting centre operation.<sup>108</sup>

<sup>97</sup> Ministry of Education, MoE 6 month Progress Report, Oct 2018, page 2

<sup>98</sup> Interview 17

<sup>99</sup> Ministry of Education, MoE 6 month Progress Report, Oct 2018, page 5

<sup>100</sup> Interview 13

<sup>101</sup> Caritas Australia, HPA 2017 Report – Caritas Education Program, page 15

<sup>102</sup> Jordan Response Plan for the Syria Crisis, 2019, page 10

<sup>103</sup> Jordan Response Plan for the Syria Crisis, 2019, page 10 and interview 17

<sup>104</sup> LebRelief, Original Project Proposal, 2017, page 5

<sup>105</sup> Oxfam, DFAT Project Update, Sept 2018, page 1

<sup>106</sup> UN Women email 07.04.2018 UN Women update report

<sup>107</sup> Oxfam Jordan, Proposal – livelihoods, 2018, page 6

<sup>108</sup> Oxfam Jordan, Proposal – livelihoods, 2018, page 6

The livelihoods sector was broadly considered “an uncharted space”,<sup>109</sup> with success heavily dependent on government policy and the enabling environment. Working to improve livelihoods proved challenging for DFAT given the scale of need and because the Package only covers three years, hindering gains in the absence of a development program. An additional challenge was the fact that DFAT had not previously engaged in livelihoods programming through humanitarian funding in the region and thus had not established trusted partnerships.

In recognition that the environment for enabling access to decent work and income-generating opportunities in both Lebanon and Jordan was limited,<sup>110</sup> financial support for livelihoods was relatively small and sensibly focused on small-scale projects. Funded projects included traditional cash-for-work schemes as well as more innovative approaches with the flexibility to build on success.

DFAT and external stakeholders felt that the livelihoods component lacked clarity about what types of projects and interventions it would support to achieve the stated outcome.<sup>111</sup> In particular, the required balance of traditional cash-for-work approaches versus longer-term development livelihoods approaches was unclear. This led to some confusion among implementing partners and DFAT staff alike about what was considered successful.<sup>112</sup>



Trolleys pulled by workers collecting recyclables to take to the Oxfam recycling facility, Za'atari refugee

Cash-for-work schemes were well received by refugees and improved their lives.<sup>113</sup> In Jordan, Australia supported camp-based work opportunities with the Oxfam recycling project and a UN Women project that focuses on work opportunities for vulnerable women, providing cash for work, skills training and job linkages into the community.

Small political and legal shifts created some space for constructive livelihoods, and Australia did well in supporting innovative programming in these spaces. In Lebanon, the LebRelief program had considerable impact for both Syrian refugees and the host communities in Akkar. To date about 300 men and women have benefited from cash-for-work opportunities building irrigation/drainage canals. It is estimated the project will increase income generation

for 1,500 farmers and their families. Beneficiaries reported that the project is reducing labour costs and increasing farmer's incomes: yields were higher because of improved water supplies, drainage and pest control. The project is expected to directly reach 10,800 people and indirectly benefit 24,000 people through improved irrigation infrastructure.<sup>114</sup> This project also had broader impacts, with beneficiaries reporting that it helped strengthen relationships between Syrian refugees and affected communities.

<sup>109</sup> Interview 1

<sup>110</sup> DFAT, Syria Crisis Humanitarian and Resilience Package Design, February 2017

<sup>111</sup> Interviews 7, 9, 37

<sup>112</sup> Interviews 1, 2, 37

<sup>113</sup> FGDs 1, 3 and interviews 15, 22

<sup>114</sup> LebRelief, Original Project Proposal, 2017, page 5 and interviews 29, 36

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*“Relationships between Lebanese and Syrian have become really friendly. We started working together on the canal and then visiting each other.” (community representative)<sup>115</sup>*

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Despite innovative and successful individual projects, the overarching impact under Outcome 4 was limited. Investments to date were relatively ad hoc in a challenging policy environment making it difficult to identify overall impact under this component of the Package.<sup>116</sup> The evaluation concludes that Australian support for a range of small projects improved livelihoods, albeit to a small extent, for a relatively small number of those who were most vulnerable.

DFAT has demonstrated and applied learning under this component that is leading towards an approach to livelihoods that is more likely to be effective and achieve sustainable results. For example, the year 3 investment in the International Labour Organisation (ILO) will enable a more strategic approach in Jordan that addresses both the policy and programming space through a well-respected partner.<sup>117</sup> Stakeholders are keen for Australia to direct available funding to support a more comprehensive approach to the livelihoods space that builds on the learning and sector knowledge acquired in the Package.<sup>118</sup>

#### **Finding 6**

Education and livelihoods have been and continue to be relevant sectors for Australia to support.

6.1. Australia’s investments have improved education outcomes in Lebanon and Jordan.

6.2. Australia’s investments in livelihoods have been relatively ad hoc, making tracking impact difficult. In working to improve livelihoods, DFAT has learnt much and identified partnerships that could underpin a more strategic and coherent approach.

## **2.3 PACKAGE IMPACT**

### **2.3.1 Overall impact**

Australia’s multiyear funding for the Syria crisis has helped improve the lives of Syrian refugees. This view was expressed by host communities, host governments, community representatives, DFAT staff and implementing partners.<sup>119</sup> However, it is difficult to measure the overall impact of the Package.

The relevant program logic and associated monitoring and reporting processes assess the four individual components but do not allow for outcomes across components to be measured (see Monitoring and Evaluation section 1.4). In the design stages, possible linkages between the outcomes of different

<sup>115</sup> FGD 4

<sup>116</sup> Interview 1

<sup>117</sup> Interviews 16, 19, 26

<sup>118</sup> Interviews 9, 16, 22, 25

<sup>119</sup> Interview 13, 15, 22, 34 and FGD 1, 3, 6

components were not fully elaborated. As a result, outcomes of one component of the package that result from another component are neither encouraged nor captured.<sup>120</sup>

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*“Typically the projects have not had natural links between them – geographically, demographically or [with respect to] subject matter.”*  
(DFAT staff member)<sup>121</sup>

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Some funded programs recognised the value of creating linkages to improve impact. Two strong examples of projects that worked across different sectors, thematic and activity areas to produce greater impact are LebRelief in Lebanon and UN Women in Jordan.<sup>122</sup>

LebRelief’s work in Akkar provides a good example of the impact of livelihoods programming on both protection and education. LebRelief prioritises project participants on the basis of vulnerability and protection criteria, for example, families that have children out of school and are engaged in child labour. Through working to build up the skills of adult family members, over the past few years LebRelief tracked the impact of its project on protection and education outcomes. To date, 68 children have returned to school and 120 families have stopped using their children to generate family income as a result of livelihoods interventions.<sup>123</sup>

In Jordan, UN Women have established a formal programmatic partnership with WFP to refer women in need of work opportunities to the healthy kitchen program, which provides high-quality food for school children to encourage attendance rates.<sup>124</sup> This was not requested by Australia, but post has since noted the effectiveness of establishing deliberate linkages between livelihoods and humanitarian assistance programs.

#### **Finding 7**

DFAT did not intentionally create or capture linkages across package components to facilitate or quantify impacts that might have been greater than the sum of the parts.

## 2.4 SUSTAINABILITY

Efforts to program across the humanitarian and development nexus supported the sustainability of Package outcomes. This was most successful in Component 3 of the Package, in which partners used humanitarian multiyear funding to design and implement projects that achieve both short and long-term outcomes. For example, livelihoods projects that provided short-term cash incentives alongside building skill sets and a supportive enabling environment were successful (LebRelief in Lebanon; UN Women and Oxfam in Jordan).

<sup>120</sup> interview 9

<sup>121</sup> interview 9

<sup>122</sup> Interview 35, 36

<sup>123</sup> Interview 36

<sup>124</sup> Interview 9

Sustainability was supported by partners working closely with national and local government. In the education sector, UNICEF and donors worked closely with the Ministries of Education in Lebanon and Jordan to link Syria crisis response programming into their long-term strategic planning. This was well received by the national governments and improved their own systems and processes. The Ministry of Education in Jordan provided concrete examples of how international donor support promoted more sustainable and cost-efficient practices in areas such as procurement planning.<sup>125</sup>

Oxfam's waste management project in Za'atari refugee camp attracted the interest of national and local government and there are plans to work with the local government and recycling companies based in Mafraq host community to establish a similar arrangement.<sup>126</sup> LebRelief in Lebanon has worked closely with the Akkar Union of Municipalities and has a Memorandum of Understanding to hand over management of the water canals at the conclusion of the project.<sup>127</sup>

Some projects supported by Australia under Components 1 and 2 of the Package will be challenging to integrate into existing government and community structures. This includes the Caritas and Plan projects to support vulnerable women and children in Lebanon. There should be a planned exit strategy when timing is appropriate and any scale-down of funding for these projects needs to be signalled well in advance so that partners have sufficient time to adapt programs.



**LebRelief agricultural productivity project in Akkar, Lebanon.**

Credit: Michela Luzzi, DFAT

<sup>125</sup> Interview 13

<sup>126</sup> Oxfam, Trash Talk: Turning waste into work in Jordan's Za'atari refugee camp, August 2017, page 11

<sup>127</sup> Interview 29, FGD 6

## 3. EFFICIENCY

### 3.1 DFAT STAFFING

Investments in appropriate staffing enabled Australia to play a role that extended far beyond its financial contribution.<sup>128</sup> DFAT invested in two humanitarian positions and two locally engaged staff members across Amman and Beirut posts to manage the Package. It was envisaged that they would be supported by two desk officers, yet to date only one of those positions has been filled. This investment in human resources and stability of staffing enabled high-quality programming and strengthened DFAT's credibility in the region. It also contributed to Australia's soft diplomacy priorities that inform relevant political and security-related interactions in the region.

DFAT had substantive engagement with partners and is considered a flexible and constructive partner.<sup>129</sup> As a result, partners openly discuss programming challenges with DFAT, in turn allowing DFAT staff to be involved in problem solving and promoting the effectiveness of their investments.

DFAT played a strong role in donor coordination and often convened key stakeholders around issues of thematic interest to Australia.<sup>130</sup> Notably, in Lebanon, Australia brought together donors on issues of disability inclusion and conflict sensitivity, as well as hosting regular donor briefings with UN agencies for Syria based programming. In Jordan, Australia is co-convenor of the Jordan Humanitarian Donor Group.<sup>131</sup> The active engagement of the respective Australian Heads of Mission in the Package and in coordination with donors and partners was a notable element of the package that assisted with key advocacy issues.<sup>132</sup>

Australia also played a role in funding research of benefit to the broader humanitarian sector and highlighting cross-cutting issues of relevance. Two concrete examples were the funding to Humanity and Inclusion to provide an evidence base to understand the prevalence and consequences of disability in the region and funding to UNDP for a tensions monitoring system in Lebanon.

#### **Finding 8**

Dedicated and stable staffing at posts and in Canberra greatly supported the quality of programming and resulted in Australia being seen as an influential, valued donor.

<sup>128</sup> Interview 40

<sup>129</sup> Interviews 10, 13, 19, 20, 31, 32, 33, 35, 36, 40, 47

<sup>130</sup> Interviews 38, 50

<sup>131</sup> Interview 9

<sup>132</sup> Interviews 11, 47, 50

## 3.2 VALUE FOR MONEY

Australia encouraged and supported innovative practices that improved cost efficiencies in partner programs. Australian partners demonstrated strong awareness of the increasing need to do more with less as the crisis continues and the funding shortfalls became a repeated annual phenomenon. Examples of improved value for money are provided below.

Level	Example	Impact
Systems level	WFP introduced blockchain system in 2017 to administer voucher transfers in Jordan	Reduced management fees of 98% for voucher transfers <sup>133</sup>
	UNICEF Jordan shifted towards funding more national implementing partners, which have lower operating costs than international organisations <sup>134</sup>	Saved approximately USD 6 million in 2017 by changing approach to sub-contracting for the Makani centres (informal education centres for children and youth) <sup>135</sup>
Program or project level	UNICEF Lebanon shifted from providing direct transportation by buses for children to providing transportation cash for children to travel to school	Saved an estimated USD 7.9 million per annum (9 months of transportation for 80,000 children) <sup>136</sup>
	Oxfam Jordan made the recycling project in Za'atari camp into an income-generating project by selling recycled products	The project generates JOD 106,034 (approx. 210,000 AUD) per year that is used to recoup some of the costs of paying for work <sup>137</sup>
Affected population level	WFP Lebanon developed an innovative smartphone application (Dalili) that allows beneficiaries to look up the best prices for goods at nearby stores	This produces savings for beneficiaries and also acts as an incentive for businesses to set competitive prices. Prices in WFP stores are 5.8 per cent lower than the market average  18,042 people were using the app in Q4 of 2018 <sup>138</sup>

<sup>133</sup> WFP Partner Performance Assessment 2017 and interview 19

<sup>134</sup> UNICEF changed partners to reduce costs as a result of budget cuts. The impact on quality of programming is not yet documented and there were process concerns associated with the change of partners.

<sup>135</sup> Interview 17

<sup>136</sup> PPT Briefing to Australian evaluation team, March 2019 and Interview 35

<sup>137</sup> Oxfam, Trash Talk: Turning waste into work in Jordan's Za'atari refugee camp, August 2017, page 12

<sup>138</sup> PPT Briefing to Australian evaluation team, March 2019 and interview 40

Australia funded research initiatives (as noted above) that could have enormous impact in shaping the response with relatively minor financial investment. For example, WFP used the UNDP tension-mapping project to cross-check their planned interventions in certain parts of Lebanon and modified planned interventions as a result.<sup>139</sup> Donors used the Humanity and Inclusion (HI) report to inform their calls for proposal processes by incorporating disability inclusion into the required criteria.<sup>140</sup> However, there was mixed evidence about the awareness of these products even amongst Australia’s implementing partners, undermining the potential value of the investments.<sup>141</sup>

The value for money of these research initiatives could be further strengthened by ensuring that reach and impact is maximised. This could be supported by a clear communications plan for research products and means to measure the impact of the research on programming.

**Finding 9**  
Australia’s partners worked to maximise value for money.

### 3.3 GRAND BARGAIN COMMITMENTS

The Package was designed following the Grand Bargain agreement on humanitarian reform priorities between 30 of the biggest donors and aid providers, including Australia, to increase efficiencies in the humanitarian system. It therefore provided an opportunity to intentionally incorporate some of the commitments. The table below summarises progress towards implementing Grand Bargain priorities within the Syria Package. It is not an exhaustive list of how the commitments were implemented, but provides key examples and references more detailed findings in other sections of the report.

Commitments	Key facts and examples
1. Greater transparency	Package design publicly available  Package funding included in Australia’s regular updates to the OCHA Financial Tracking Service and quarterly reporting to the IATI register <sup>142</sup>
2. More support and funding tools for local and national responders	7 per cent of funding (\$12.9 million in 2017 and 2018) went directly to two national partners: Ministry of Education in Jordan and LebRelief in Lebanon.  <i>Reference section 1.3 – Implementing partners and section 4.1 – Local leadership and decision-making</i>

<sup>142</sup> <https://dfat.gov.au/about-us/corporate/transparency/Pages/iati-data.aspx> accessed 29 April 2019

Commitments	Key facts and examples
3. Increase the use and coordination of cash-based programming	50 per cent of Australian-supported partners are using cash-based programming approaches
4. Reduce duplication and management costs with periodic functional reviews	Support implementing partner suggestions to maximise efficiencies in procurement and logistics Draw on partner risk management and oversight processes, rather than impose our own
5. Improve joint and impartial needs assessments	DFAT alignment with and use of the Humanitarian Needs Assessments and associated HRPs Support key implementing partners (UNHCR, WFP and UNICEF) to do joint vulnerability assessments
6. A participation revolution: include people receiving aid in making the decisions which affect their lives	Strong examples of partner feedback mechanisms and organisations responding to and learning from feedback <i>Reference section 4.2 – Accountability to Affected Population</i>
7. Increase collaborative humanitarian multiyear planning and funding	95 per cent of the Package to date was provided as multiyear funding to partners 23 per cent increase in implementing partners passing on multiyear funding to sub-contracted partners <i>Reference section 1.2 – Multiyear funding</i>
8. Reduce earmarking of donor contributions	48% of the overall package was earmarked only to the country level with no further specification of sector, population or project.
9. Harmonise and simplify reporting requirements	DFAT sought to draw on partners' existing indicators to monitor activity outputs, while highlighting the need for these indicators to be reported against across the duration of Australia's multiyear funding agreement DFAT provided joint donor feedback to strengthen the quality of reporting as necessary (as per the third sub-commitment) <i>Reference section 1.4 – Monitoring and Evaluation</i>
10. Enhance engagement between humanitarian and development actors ( <i>note this stream is now closed and mainstreamed</i> )	38 per cent of Package funding went towards resilience activities that support humanitarian and development outcomes Investment in 'durable solutions' that consider needs of refugees and host communities <i>Reference section 2.3 – Sustainability</i>

## 4. DIVERSITY AND INCLUSION

### 4.1 LOCAL LEADERSHIP AND DECISION-MAKING

DFAT supported national and local partners through direct contracts and as implementing partners for UN and INGOs. Seven per cent of funding (AUD 12.9 million) went directly to two national partners in 2017 and 2018: Ministry of Education in Jordan and LebRelief in Lebanon. Both delivered strong results.

#### Case Study: LebRelief



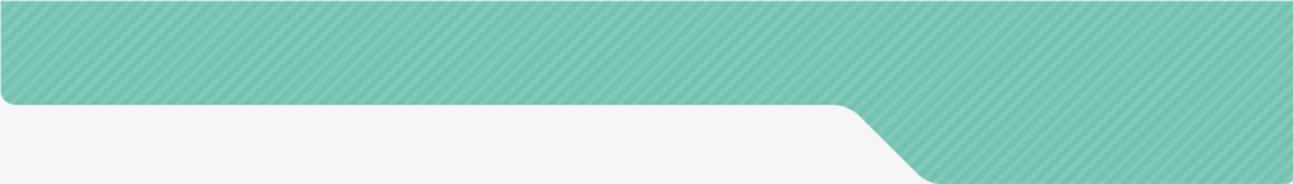
**LebRelief agricultural productivity project in Akkar, Lebanon**

Credit: Michele Luzzi, DFAT

DFAT's direct engagement with LebRelief, a national NGO, was positive for both DFAT and LebRelief. LebRelief was contracted after a competitive in-country call for proposals. Their project addresses livelihoods needs in Akkar, an under-resourced area of Lebanon with many refugees. The project works across the humanitarian and development nexus, supporting cash-for-work opportunities for vulnerable community members and refugees while improving infrastructure that will support ongoing livelihoods activities in the community (irrigation channels and farming infrastructure). The project works closely with local municipalities and government agriculture bodies to ensure sustainability.

A positive unintended impact was the support to the organisational capacity of LebRelief. DFAT's due diligence process was welcomed as a way to assess and strengthen organisational policies and processes.<sup>143</sup> The DFAT funding also elevated the profile of LebRelief and its potential to attract other funding.

<sup>143</sup> Interview 36


### Increase in sub-contracting national and local organisations

Absolute increase in implementing partners sub-contracting national and local organisations between 2016 and 2018

Some international implementing partners began working with a higher proportion of national organisations.<sup>144</sup> Among Australia's partners, there was a 12 percentage point increase in sub-contracting national and local organisations, from 20 per cent in 2016 to 32 per cent in 2018.<sup>145</sup> Many of Australia's partners also work closely with local and national government bodies to build capacity and to progressively shift implementation to government entities. UNICEF, for example, is working alongside the Ministry of Education in both Lebanon and Jordan, and projects such as LebRelief are working closely with local governance structures such as the Akkar Union of Municipalities and the Lebanese Agricultural Research Institute.<sup>146</sup> Australia's implementing partners are also partnering with local businesses; for example, WFP uses a local financial service provider in Lebanon for cash-based assistance and works to strengthen local traders.<sup>147</sup> This reflects a recognition that the crisis will continue for many years and that the leadership and response capacity needs to increasingly sit with national and local actors.

There is scope to further increase the role and engagement of national and civil society actors in the package both directly and indirectly. This will support sustainability and the cost efficiency of any future package. The resourcing of staff at post will be important if there are more direct grants to manage, but other options could include funding international organisations that have demonstrated strong partnerships with national and local actors, and supporting national organisations through pooled funds. Inside Syria, 25 per cent of the humanitarian pooled fund supported national NGOs in 2017 (USD 9.7 million).<sup>148</sup> In Jordan, the humanitarian pooled fund set targets to increase the percentage of funding to national actors to 30 per cent of total allocations in 2019.<sup>149</sup> In both Jordan and Syria there is reportedly an improvement in the performance of the funds in relation to critical areas such as transparency and funding criteria that now include Australian priorities such as disability inclusion.<sup>150</sup>

See also finding 3 and recommendation 3 in section 1.3.

## 4.2 ACCOUNTABILITY TO AFFECTED POPULATIONS

Some partners demonstrated strong accountability to affected populations.<sup>151</sup> These partners used a range of different mechanisms, including house-to-house visits, phone lines and regular project meetings with local government authorities. Compared to the evaluation findings in 2014, feedback mechanisms seem to have improved, with concrete changes such as consolidated phone lines versus the 150 different phone lines for feedback across Lebanon noted in the previous evaluation.<sup>152</sup> WFP, UNICEF and UNHCR now all share one

<sup>144</sup> Interviews 29, 31, 17, 49

<sup>145</sup> Datasets provided by 10 implementing partners (four UN and six NGO)

<sup>146</sup> Interview 29, FGD 6

<sup>147</sup> MYF questions from WFP Lebanon, page 3

<sup>148</sup> Syria Humanitarian Fund, Annual Report 2017 (all data as of 31 December 2017)

<sup>149</sup> Jordan Humanitarian Fund 2019 Position Paper, page 3 and interview 23

<sup>150</sup> Interviews 18, 23, 24, 47, 48

<sup>151</sup> Interviews 1, 36 and FGDs 1, 3

<sup>152</sup> DFAT, Australia's Humanitarian Response to the Syria Crisis: Evaluation Report, September 2014, page 21

phone number and a joint call centre to receive feedback from the affected population in Lebanon.<sup>153</sup> Despite this progress, affected populations and partner evaluations suggest people are prevented from providing feedback by calls going unanswered, being on hold for long periods of time and unhelpful advice from operators.<sup>154</sup> There was no evidence of feedback mechanisms seeking and enabling engagement with people with disabilities. WFP's ticketing system in Jordan addresses some of these challenges. It enables complaints and feedback to be tracked and their status to be monitored until actioned. This provides an important layer of accountability and seeks to prevent problems being ignored or forgotten.

Some partners demonstrated project amendments that responded to feedback about the needs of affected populations.<sup>155</sup> Examples included changed locations for training events following accessibility concerns;<sup>156</sup> different training topics and revised training approaches to better address needs.<sup>157</sup> Plan and IMC maintain outreach services and safe space initiatives to enable men, boys, women and girls to access their package of protection services and to provide feedback on the project. As a result of feedback over the past two years they made changes to the way they reach men and boys, adapting the training curriculum and amending some sessions on sexual reproductive health that made participants uncomfortable. They have also changed the parenting skills component of their program to ensure that it is less theoretical and more practical.<sup>158</sup>

### Case Study: WFP and Accountability to Affected Populations

The recent WFP evaluation (2018) found weaknesses in WFP's accountability to affected populations.<sup>159</sup> WFP is taking the evaluation findings and recommendations seriously and has responded with efforts to improve this aspect of programming.

WFP Syria places informative leaflets in food boxes, and receives feedback via partners using hotlines, social media and suggestion boxes.<sup>160</sup> In early 2018 WFP was the first and only agency to receive government permission to set up a Protection from Sexual Exploitation and Abuse hotline for beneficiaries.<sup>161</sup>

WFP Jordan has also made comprehensive changes to its programs in camps as a result of community feedback. Most recently, WFP shifted from daily bread distributions to supporting bread shops in Za'atari camp that have led to income-generating opportunities for refugees and reduced operational costs by about USD 2.7 million per annum.<sup>162</sup>

<sup>153</sup> Interview 40

<sup>154</sup> WFP, Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis, October 2018, page 48; and FGD 2

<sup>155</sup> Interview 1

<sup>156</sup> Interview 36

<sup>157</sup> Interviews 36, 45

<sup>158</sup> Interview 45

<sup>159</sup> WFP, Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis, October 2018, pages 46–48

<sup>160</sup> WFP, World Food Programme in Syria: Year in Review 2017, March 2018, page 18

<sup>161</sup> WFP, Annual Country Report 2018, [https://www1.wfp.org/operations/annual-country-report/?operation\\_id=SY01&year=2018#/11158/11161](https://www1.wfp.org/operations/annual-country-report/?operation_id=SY01&year=2018#/11158/11161) accessed 15 April 2019 and interview 43

<sup>162</sup> Interview 19

## 4.3 GENDER EQUALITY

DFAT's Humanitarian Strategy identifies gender equality and women's empowerment as a thematic priority. It requires that women benefit equally from humanitarian assistance; that they are well represented in leadership, decision making, planning and evaluation; and that women and girls are protected and empowered to prevent and respond to violence.<sup>163</sup>

DFAT's Package includes investments that focus explicitly on outcomes in gender equality and in particular the protection of women and children from GBV. Three of DFAT's partners (21 per cent of all partnerships) have this explicit focus across both Jordan and Lebanon. Two AHP partners (Caritas Australia and Plan Australia) were funded to provide services for the prevention of and response to GBV. Both are providing high-quality services to the most vulnerable women within the refugee and host community populations. UN Women is providing a range of services to women in Za'atari camp through its Oasis project.

### UN Women and the Oasis Project



Azraq Oasis cutting room, 15 October 2018.

Photo: Christopher Herwig, UN Women

The Oasis project provides training and income-generating opportunities to highly vulnerable women within Za'atari refugee camp in Jordan. Since August 2018, approximately 200 women have been supported with cash-for-work positions across the four Oasis sites each month, including in WFP Healthy Kitchens. Oasis also addresses barriers to women's employment such as child care, transportation and basic English and computer skills.<sup>164</sup>

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*"It [the Oasis] is a good place to empower women, it is secure and the only place that women can go and leave children in a safe place." (refugee woman in Za'atari camp)<sup>165</sup>*

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In addition to explicit investments, DFAT supports and encourages implementing partners to mainstream gender equality. Implementing partners report on the gender breakdown of the people reached through programming and across a sample of eight partners reporting all but one provided the gender breakdown of

<sup>163</sup> DFAT, Humanitarian Strategy, May 2016, page 22-23

<sup>164</sup> UN Women email 07.04.2018 UN Women update report and FGD 3

<sup>165</sup> FGD 3

beneficiaries. Partners also often prioritise women as a result of their increased vulnerability in context or calibrate their services in line with women’s different needs and particular barriers they experience. For example, households headed by women have significantly higher levels of vulnerability to food insecurity.<sup>166</sup> WFP therefore continues to prioritise households headed by women for food assistance and aims to increase the decision-making power of women and girls at the household, community and societal level.<sup>167</sup> In Za’atari camp, UN Women is working with WFP to support gender equality in their program; this includes supporting the first all-female bakers team on the school meals program.<sup>168</sup> UN Women have also been proactive in supporting UNHCR to consider gender in the discussion of returns to Syria, noting that gender affects decision-making, access to information, housing, land and property rights, and civil documentation.<sup>169</sup>

## 4.4 DISABILITY INCLUSION

DFAT recognised that disability inclusion represented a niche role that Australia could contribute to the overall response.<sup>170</sup> Disability inclusion was clearly articulated as a priority in the Package, with disability-specific programming as well as disability mainstreaming in all components (humanitarian, education, livelihoods) in line with the twin-track approach of DFAT’s Development For All strategy. The evaluation found that DFAT staff have consistently raised disability inclusiveness as a priority with partners, government agencies and other donors. Australia is now seen in the region as an effective, leading advocate for disability inclusion.<sup>171</sup> Advocacy for disability inclusion has given Australia a profile and influence beyond what would be expected on the relative level of funding.

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*“Australia is a clear champion for disability rights.” (NGO partner)<sup>172</sup>*

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Australia strengthened the case for disability inclusion by funding research quantifying the level and socio-economic consequences of disability for refugees and affected communities. The resulting, very detailed ‘Removing Barriers’ reports for Lebanon and Jordan found that more than 60 per cent of Syrian refugee households included a person with disability, and 20 per cent of surveyed Syrian refugees in Lebanon and Jordan had a disability. The research helped make the governments’ and international humanitarian partners’ approaches more disability inclusive.<sup>173</sup> Information in the reports was used to prepare briefings for the recent Brussels conference and informed the methodology of key data collection tools such as the UNICEF Multiple Indicator Cluster Survey.<sup>174</sup> While the reports have been widely disseminated and influential, they have not always been shared in key forums and some stakeholders interviewed were unaware of them.<sup>175</sup> Future packages should include clear communication plans for research intended to influence humanitarian operations.

<sup>166</sup> WFP and FAO, 2018 Crop and Food Security Assessment Mission to The Syrian Arab Republic, October 2018, page vi

<sup>167</sup> WFP, Annual Country Report Syria, 2018 [https://www1.wfp.org/operations/annual-country-report/?operation\\_id=SY01&year=2018#/11158/11159](https://www1.wfp.org/operations/annual-country-report/?operation_id=SY01&year=2018#/11158/11159) accessed 15 April 2019

<sup>168</sup> Interview 19

<sup>169</sup> UN Women, Why Gender Matters in the Discussion of Returns to Syria, Policy Brief, 2019, pages 1–2 and interview 11

<sup>170</sup> Interview 1

<sup>171</sup> Interviews 9, 29, 32

<sup>172</sup> Interview 20

<sup>173</sup> Humanity and Inclusion & IMMAP, Removing Barriers: Disability Assessment of Syrian refugees in Jordan and Lebanon, 2018 and interviews 9, 32

<sup>174</sup> [https://www.unicef.org/statistics/index\\_24302.html](https://www.unicef.org/statistics/index_24302.html) and interview 32

<sup>175</sup> Interview 47

In both Lebanon and Jordan, Australia provided technical support for disability-specific programming as well as mainstreaming disability inclusion.<sup>176</sup> Technical support has had limited impact to date due to the time needed to negotiate the terms of support and bring about change.<sup>177</sup> In Lebanon, DFAT worked with partners to support inclusive education approaches within the Ministry of Education; this faced bureaucratic hurdles but should result in provision of assistive devices needed for children to attend schools. In Jordan, DFAT has only recently started to provide mainstreaming support to international partners.

A critical component of disability inclusion is an analysis of enablers and barriers to humanitarian assistance for people with a disability. Australian advocacy and technical support has led to partners including UN and NGOs undertaking an analysis that improved disability inclusion (see case study below). Communities also reported projects effectively prioritised people with disabilities or families who include a person with disabilities in food distributions and cash assistance.

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*"I have benefitted a lot because I have a daughter with disabilities and I could afford to pay the chemist for medication." (community member)<sup>178</sup>*

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Livelihood programs identified and addressed barriers limiting the participation of people with disabilities. People with disabilities were participants in cash-for-work programs and training programs. For example, when the evaluation team visited the recycling centre in Za'atari camp, six of the 52 men receiving cash for work had disabilities.<sup>179</sup> While some partners were working inclusively, others reported that it is "too difficult to go into that level of detail [and] requires too much effort."<sup>180</sup>

### Case Study: WFP Jordan and disability inclusion

Australia has been working with WFP over the past few years to promote disability inclusion. WFP Jordan provides a good case study of how work at the global level can support work at a regional and country level that can significantly improve outcomes for people with disabilities in humanitarian contexts.<sup>181</sup>

In 2018, the Disability Inclusion Advisor (based in Rome and funded by DFAT via Australia Assists) visited the WFP Jordan operations to assess programs and provide recommendations. These included a series of proposed 'quick wins', such as to engage monitors with a disability, ensure representation of people with a disability in food management committees, ensure accessible communication methods and materials, and work in partnership with local DPOs to deliver awareness sessions to WFP staff and partners. Above and beyond the specific recommendations was the extent to which the mission influenced the understanding and awareness of WFP staff in Jordan. One staff member noted "the assessment a few months ago really opened our eyes to how serious it is...[It] asked questions like 'if a family member cannot take solid food, what is available in the shops?' and 'once a family has used funds to buy diapers how much is now left for food?'" . As a result, WFP Jordan developed new targeting criteria and added a second layer of screening to ensure that no family with a member with a disability is excluded from targeted assistance.<sup>182</sup>

<sup>176</sup> DFAT, Syria Crisis Humanitarian and Resilience Package – Design, February 2017, page 8

<sup>177</sup> Interview 30, 32

<sup>178</sup> FGD 4

<sup>179</sup> FGD 1

<sup>180</sup> Interview 39

<sup>181</sup> PPT shared from deployee presentation to WFP in Jordan 'CRPD, definition of disability and WFP commits to charter' and Interview 1, 19

<sup>182</sup> Interview 19

Despite being requested to provide data disaggregated by disability many partners still are unable to provide this information. Across a sample of eight partner reports, only two partners provided disability disaggregated data, this in spite of the fact that many of the partners had analysis of disability inclusion and specific activities to address inclusion barriers.

DFAT staff should use the Development For All strategy and the DID4All Helpdesk to support implementing partners to improve disability inclusion. Across all its partnerships, DFAT's advocacy for disability inclusion needs to be extended to guide approaches more effectively. Advocacy work needs to emphasise the rights-based approach to disability inclusion; some implementing partners still have a predominantly medical approach. Overall, the approach to disability inclusion was very international-centric, driven by international actors and experts. In some instances when DPOs were involved, barriers to their full participation were not addressed; for example, some Disability Taskforce meetings in Jordan were held in English.<sup>183</sup>

The evaluation found some, but very limited, examples of people with disabilities or their representative organisations, from refugee or affected communities, playing a meaningful or active role. A good example of DPO engagement was the round table discussions involving the Lebanese Ministry of Education and DPOs facilitated by DFAT and the Department for International Development (United Kingdom) in Lebanon.<sup>184</sup>

The absence of national DPOs representing refugees or affected communities, the specific religious affiliations of DPOs and limited DPO capacity were cited as reasons precluding meaningful engagement. However, civil society organisations in both countries felt that DPOs could and should have been more involved. Participation of DPOs would build their capacity and, in the longer term, improve sustainability of outcomes for people with disabilities. A scoping of disability organisations would be useful in planning any subsequent package.

### **Finding 10**

Australia improved disability inclusion amongst partners through advocacy as well as by funding research and technical support. Some partners do not adopt a rights-based approach to disability inclusion and most partners did not consult or involve disabled people's organisations in their programs.

<sup>183</sup> Interview 12

<sup>184</sup> Interview 30

# RECOMMENDATIONS

The multiyear Syria Package delivered strong program outcomes and generated rich learning. Many of the evaluation recommendations relate to continuing good practice that was evident in the package and, in particular, emphasise the value of a deliberate and well-resourced multiyear approach to protracted crises. Some recommendations identify areas for improvement or change that are relevant for future Syria response packages and also for multiyear humanitarian packages in other regions and country contexts.

The following table identifies the key evaluation recommendations linked to the associated findings. All recommendations are relevant to all protracted crisis contexts unless specified as Syria Package-specific.

<p><b>Finding 1</b></p> <p>Australia’s three-year package of assistance for the Syria crisis was well designed. The scale of funding, geographic focus and inclusion of programs to build resilience were appropriate. Assistance was closely aligned with UN-led Humanitarian Response Plan (HRP) priorities and host government needs.</p>	<p><b>Recommendation 1</b></p> <p>Future multiyear packages: retain successful design elements, including funding at scale; close alignment with respective UN-led HRP priorities and host government needs; and balance of humanitarian and resilience-building funding allocations.</p>
<p><b>Finding 2</b></p> <p>The mix of funding modalities (multiyear, minimal earmarking, competitive grants and unallocated funding) increased program efficiency and effectiveness and gave Australia greater influence. The benefits of multiyear funding will be strengthened if DFAT partners pass on multiyear funding for their partners.</p>	<p><b>Recommendation 2:</b></p> <p>Future multiyear packages should include a mix of funding modalities that are softly earmarked and promote flexibility. Objectives and indicators to measure intended benefits of multiyear funding should be identified with partners and included in monitoring.</p>
<p><b>Finding 3</b></p> <p>Partnerships were diversified and localised in years 2 and 3. While this increased the number of partnerships, it is clear that projects with direct contracting or strong involvement of national partners are on track to achieve impressive results.</p>	<p><b>Recommendation 3</b></p> <p>3.1. Syria crisis: further increase the proportion of funding to national organisations and international organisations with strong national and local partnerships. The total number of partnerships should not be significantly increased unless additional financial or staff resources are available.</p> <p>3.2. Future multiyear packages: include some funding targeted to local organisations while ensuring the total number of partnerships is proportionate to the level of funding and DFAT staffing levels.</p>

<p><b>Finding 4</b></p> <p>The existence of a package design with a clear logical framework has facilitated improved programming. However, a delay in developing, socialising and operationalising the monitoring and evaluation framework (MEF) undermined DFAT’s ability to track results.</p>	<p><b>Recommendation 4</b></p> <p>Future multiyear packages: ensure MEFs are developed during the design phase. The frameworks should a) include a structured methodology to iteratively gather and use data; and b) enable performance-based funding by aligning partner reporting cycles with DFAT’s annual funding cycles.</p>
<p><b>Finding 5</b></p> <p>The humanitarian assistance and protection component of the Package achieved good results. Supporting both sector-wide approaches led by multilateral agencies and niche protection services for the most vulnerable implemented by smaller partners was critical to this success.</p>	<p><b>Recommendation 5</b></p> <p>5.1. Syria crisis: increasingly allocate a greater proportion of funding to protection, including niche protection programs (e.g. gender-based violence prevention and/or mine action).</p> <p>5.2. Future multiyear packages: retain a focus on both humanitarian assistance and protection.</p>
<p><b>Finding 6</b></p> <p>Education and livelihoods were and continue to be relevant sectors for Australia to support.</p> <p>6.1. Australia’s investments improved education outcomes in Lebanon and Jordan.</p> <p>6.2. Australia’s investments in livelihoods were relatively ad hoc, making tracking impact difficult. In working to improve livelihoods, DFAT learned much and identified partnerships that could underpin a more strategic and coherent approach.</p>	<p><b>Recommendation 6</b></p> <p>Future multiyear packages: in countries where Australia does not have a development program, engage in no more than two sectors that seek to bridge the humanitarian–development nexus.</p> <p>6.1. Syria crisis: build on knowledge gained and work to date by continuing to focus on education and livelihoods without expanding into any new sectors.</p> <p>6.2. Support for livelihoods should be more strategic, built on a nuanced understanding of context and partners, and include clearly articulated intended outcomes.</p>
<p><b>Finding 7</b></p> <p>DFAT did not intentionally create or capture linkages across Package components to facilitate or quantify impacts that might have been greater than the sum of the parts.</p>	<p><b>Recommendation 7</b></p> <p>Future multiyear packages: create and track more intentional linkages between different package components. This could include approaches to achieve outcomes that bridge themes or sectors</p>
<p><b>Finding 8</b></p> <p>Dedicated and stable staffing at posts and in Canberra greatly supported the quality of programming and resulted in Australia being seen as an influential, valued donor.</p>	<p><b>Recommendation 8</b></p> <p>Future multiyear packages: ensure there is sufficient staffing at relevant posts and desks to provide quality management and maximise the outcomes from Australian assistance.</p>
<p><b>Finding 9</b></p> <p>Australia’s partners worked to maximise value for money.</p>	<p><b>Recommendation 9</b></p> <p>Future multiyear packages and Syria crisis: continue to support and encourage innovative and research-based approaches to improve value for money.</p>

**Finding 10**

Australia improved disability inclusion amongst partners through advocacy as well as by funding research and technical support. Some partners do not adopt a rights-based approach to disability inclusion and most partners did not consult or involve disabled people's organisations in their programs.

**Recommendation 10**

Future multiyear packages and Syria crisis: posts delivering multiyear packages should be supported to strengthen their capacity to advocate for disability inclusion. Australian advocacy for disability inclusion should emphasise the rights-based approach and the need for people with disabilities to play active and meaningful roles.

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## ANNEX TWO: TERMS OF REFERENCE

### Independent Evaluation of the Syria Crisis Humanitarian and Resilience Package

#### Purpose

The evaluation will assess whether DFAT's humanitarian and resilience-building investments under the three-year Syria Package were effective, efficient, relevant and appropriate and met the objectives articulated in the design and Monitoring and Evaluation Framework. The findings will inform Australia's ongoing response to the Syria crisis, including the potential design of a subsequent multi-year package of assistance. Lessons learned will be used to further refine DFAT's response to situations of protracted conflict and displacement.

#### Background

At the 2016 London Conference, Minister Bishop committed to develop a multiyear package of assistance in response to the Syria crisis to strengthen the capacity of Jordan and Lebanon to continue to host large numbers of refugees. The three-year \$220 million Syria Crisis Humanitarian and Resilience Package (2016-17 to 2018-19) was subsequently announced as part of the 2016-17 Budget. This was DFAT's first multiyear package in response to a protracted crisis, replacing the adhoc annual funding approach of previous years.

The Syria Crisis Humanitarian and Resilience Package consists of:

- Component 1 – Humanitarian assistance and protection inside Syria
- Component 2 – Humanitarian assistance and protection in Jordan and Lebanon
- Component 3 – Improved access to quality education and livelihood opportunities in Jordan and Lebanon for refugees and local populations.

Under Components 1 and 2, DFAT provides predictable, flexible and largely unearmarked funding to existing partners to meet immediate humanitarian and protection needs in Syria, Jordan and Lebanon. This allows gaps in response efforts to be filled rapidly and emerging priorities to be met.

Component 3 provides targeted funding for Jordan and Lebanon to support their response to the Syria refugee crisis. The bulk of this funding is focused on the education response, in line with Jordan's and Lebanon's education response strategies. DFAT's livelihood investments are focused on small-scale programs that are tailored to the local context and needs of the target population.

As key thematic priorities for Australia's humanitarian assistance, the Syria Package seeks to promote gender equality and women's empowerment, disability inclusiveness and humanitarian protection across all investments. These priorities align with DFAT's Humanitarian Strategy (2016). The Syria Package seeks to integrate Australia's priority Grand Bargain commitments, namely greater localisation, cash-based programming, providing core and multi-year funding and bridging the humanitarian-development nexus.

## Scope of the Evaluation

The focus of the evaluation is Australia's humanitarian, education and livelihoods investments in Syria, Lebanon and Jordan from January 2017 to December 2018. This evaluation should consider both the individual investment/activity level, as well as the package of Australian support as a whole. It should conclude with forward looking recommendations, including areas of improvement, for both the Syria program and multi-year packages of assistance in other protracted crisis settings.

## Evaluation Methodology

The evaluation should address the Whole of Package Objectives articulated in the Syria Package Design and Monitoring and Evaluation Framework. The evaluation questions will be refined in consultation with the selected consultant. Related scope and methodology considerations will be addressed in the evaluation plan. The proposed key evaluation questions are as follows:

**1. To what extent are the Syria Package investments appropriate and can relevance be enhanced?**

*Consider: Funding modalities, sectoral focus and scale and duration of investments. Alignment with the needs and interests of local populations, hosting governments and DFAT. Suitability of investments to cultural, political and economic conditions among target populations. Complementarity between DFAT and other donors. Impact of multiyear funding model on internal efficiencies within DFAT and implementing partners, as well as program outcomes. Appropriateness of engagement and influence with partners and other donors.*

**2. How effectively has assistance prioritised and addressed the needs of the most vulnerable? (Package Outcomes 1 & 2)**

*Consider: Whether investments have strengthened protection for vulnerable populations. Whether assistance has meaningfully contributed to meeting basic needs. How the performance of humanitarian and protection investments can be improved.*

**3. To what degree have Package investments improved access to quality education? (Package Outcome 3)**

*Consider: Improvements in quality, accessibility and inclusivity of education services. Support for the leadership of national authorities. Efforts to address social and economic factors that contribute to poor outcomes. How the performance of education investments can be improved.*

**4. To what degree have livelihoods activities contributed to strengthened adaptive capacity? (Package Outcome 4)**

*Consider: Increases in income and job-relevant skills. Ability to access employment. Reduction in reliance on negative coping mechanisms. Sustainability of project outcomes. How the performance of livelihoods investments can be improved.*

**5. To what extent do investments under the Syria Package represent value for money?**

*Consider: Whether implementation modalities utilised by partners are cost effective. Value for money of multiyear programming. Whether investments selected by DFAT are most cost effective to meet Package objectives.*

**6. To what extent has the Syria Package promoted diversity and inclusion?**

*Consider: Strengthened local leadership and decision-making. Accountability to affected populations. Inclusion and empowerment of women and people with disabilities. Pursuit of gender equality.*

**7. Were there any unintended impacts as a result of our assistance?**

## Outputs

Outputs should align with DFAT’s monitoring and evaluation standards.

- Revised and agreed Terms of Reference.
- An Evaluation Plan that will define the scope of the evaluation, articulate evaluation questions, describe methodologies to collect and analyse data, propose a timeline linked to key milestones, propose a schedule for in-country field work, outline costs and a detailed breakdown of responsibilities of all team members. The plan will be developed in close consultation with the evaluation team, Beirut and Amman posts.
- An aide memoire that will present initial findings, seek verification of facts and assumptions and discuss the feasibility of initial recommendations. The audience for this document is internal.
- Draft evaluation report.
- Final Evaluation Report incorporating any agreed changes or amendments as requested by DFAT. The final evaluation report will include an executive summary (of no more than 2 pages), a clear summary of findings and recommendations for future programming (no more than 20 pages) and relevant attachments. This report should be suitable for publishing by 20 May 2019 in accordance with the guidance in DFAT’s Annual Evaluation Plan.

## Evaluation Timeline

Indicative dates	Activity	Indicative days allocated for Team Leader
	Review Terms of Reference	1
January 2019	Reviewed Terms of Reference due to DFAT	
	Terms of Reference finalised based on DFAT’s feedback	1
	Initial document review and introductory brief with posts (via phone)	2
	Write Evaluation Plan (with Evaluation Team)	3
	Comprehensive document review	5
January 2019	Draft evaluation plan due to DFAT	
	Evaluation Plan finalised based on DFAT’s feedback	2
	Organise interviews and in-country mission (with assistance from Beirut and Amman posts)	5
Mid-late March 2019	In-country Mission	13

Indicative dates	Activity	Indicative days allocated for Team Leader
	Travel days	3
Late March/early April 2019	Aide memoire with initial findings (for internal DFAT audience)	1
	Report writing	10
End of April 2019	Draft report to DFAT	
	Finalise report based on DFAT's feedback	4
May 2019	Final report due to DFAT	
<b>Total</b>		<b>50</b>

## Team Composition

The consultant will be the Team Leader for the evaluation. DFAT officers will also be on the team from the Office of Development Effectiveness (ODE) and Humanitarian Reform and Performance Section (HRP). The team will be supported by officers from Middle East Development Section (MDS), Protracted Crises and Refugees Section (PRS), Beirut and Amman posts and other specialists within DFAT. The Syria Package Steering Committee will be consulted on the Terms of Reference and Draft Report prior to finalisation.

The Team Leader (Humanitarian/ Evaluation Specialist) will:

- Plan, guide and develop the overall approach and methodology for the evaluation;
- Ensure that the evaluation meets the requirements of the Terms of Reference and contractual obligations;
- Manage and direct evaluation activities; lead interviews/consultations with evaluation participants;
- Collate and analyse data collected during the evaluation;
- Lead team discussions and reflection;
- Lead on the development of each deliverable;
- Manage, compile and edit inputs from the other team members to ensure high quality of reporting outputs;
- Ensure that the evaluation process and report aligns with DFAT's M&E Standards;
- Finalise a succinct evaluation report.

A local team member from Post will assist with translation and consultations.

## Key Documents

DFAT will make available to the team information, documents and particulars relating to DFAT's response to situations of protracted conflict and displacement, with a focus on efforts relating to the Syria Crisis. These will include, but not be limited to, the following documents:

- DFAT quality reporting (AQCs, HAQCs, PPAs covering the 2016-19 reporting cycles)
- Syria Crisis Humanitarian and Resilience Package Design (2016)
- Syria Package Monitoring and Evaluation Framework (2017)
- Relevant implementing partner proposals, appeals, funding agreements, reports
- Relevant unclassified DFAT cable reporting, including in relation to Australia's humanitarian system reform commitments
- DFAT M&E Standards
- DFAT Humanitarian Strategy (2016)
- DFAT Protection Framework (2013)
- Evaluation of DFAT Protection Framework (2018)
- Humanitarian Strategy Guidance Notes (Cash Transfers, Protection, Gender, Disability Inclusion) (2017)
- DFAT's gender and M&E guidance (on the intranet under the aid programming guide)  
<http://collaboration.titan.satin.io/kmu/gender/Gender%20in%20Development%20DFAT%20Resources/Forms/AllItems.aspx>
- The Gender Equality and Women's Empowerment Strategy <http://dfat.gov.au/about-us/publications/Pages/gender-equality-and-womens-empowerment-strategy.aspx>
- Australian National Action Plan on Women, Peace and Security 2012-2018  
<https://www.dss.gov.au/our-responsibilities/women/publications-articles/government-international/australian-national-action-plan-on-women-peace-and-security-2012-2018>

DFAT will respond to other reasonable requests for information and documentation relating to the evaluation made by the evaluation team. The evaluation team is also expected to independently source relevant material and literature.