

Mid-Term Review of the Regional Development and Protection Programme

Final Report

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1. Executive Summary

The following report presents a mid-term review of the Regional Development and Protection Programme (RDPP). Addressing the protractedness of the Syrian refugee crisis the RDPP aims at combining a developmental and humanitarian approach to provide longer-term solutions for refugees and host communities in Iraq, Jordan, and Lebanon.

The RDPP works across four separate but interrelated focus areas in addressing the challenges for both refugees and host communities: research, livelihoods, protection, and advocacy. The four thematic areas, which combine humanitarian and development approaches aim at achieving two overall objectives:

- Ensure refugees are fully able to avail themselves of a durable solution (voluntary return, local integration or resettlement) once the possibility arises as well as to encourage the ability of refugees to access basic rights, including freedom of movement
- Support socio-economic development in host countries that will benefit both the host populations and refugees and enhance the capacity of refugees, so they contribute as positive development actors.

The RDPP donors include EU DEVCO and the governments of the Czech Republic, Ireland, The Netherlands, Norway, Switzerland and the United Kingdom – in addition to Denmark. The RDPP is managed by a Programme Management Unit (PMU) based in Beirut and Copenhagen with a total budget of €42M.

Review Approach

The mid-term review of the Regional Development and Protection Programme (RDPP) was conducted during May 9th and June 10th. The review assessed four focus areas: strategic level, operational level, partnerships and visibility. The assessment of the RDPP performance across these focus areas was developed by using the five standard OECD-DAC evaluation criteria. Furthermore, similar existing protection and livelihood instruments in the region were mapped and analyzed to provide an overview of RDPPs position *vis-a-vis* these and possible strategic linkages.

The fact-base for the review includes 60 interviews and seven field visits to RDPP partnerships in Iraq, Jordan, and Lebanon as well as interviews with more than 40 end-beneficiaries of the programme, extensive desk research of programme documents and other relevant literature on the region and subject area.

Performance assessment

The RDPP programme has been implemented in a challenging and evolving environment characterized by the protracted economic, political and refugee crisis, high pressures on the already fragile public infrastructures and government capacities as well as the lack of legal protection of vulnerable groups. The programme document and strategy were revised several times during the last years to accommodate the changes on the ground and the increase of donors and funding. The revisions increased the relevance and efficiency of the programme, as the challenges in Iraq and Jordan were addressed along with expansion of the timeframe.

In this space, the RDPP has in the first two years of existence been able to build a solid basis for the future implementation of the programme. The review finds that the strategy has been adapted and designed to align with the conditions in the target countries, making the programme relevant for addressing the end-beneficiaries' needs. Its combination of thematic areas has strong potential synergies and linkages, and sets RDPP apart from other instruments in the region, as few other instruments combine the joint focus on livelihoods and protection, nor have dedicated funds to research and advocacy activities.

The review finds that the RDPP has a lean organization, with low administrative costs. Furthermore, the management of the RDPP has been good and effective and has built a strong relationship with partners, stakeholders, and the steering committee. The informal coordination with the Madad fund is particularly noteworthy and has been conducted with a strong focus on avoiding overlaps in funding at the field level.

The portfolio of partners – the review finds - has included a real diversity of both international and local NGOs as well as international organizations. The increasingly diverse portfolio composition enables RDPP to address beneficiaries' needs and programme objectives at various levels and approaches. While few projects have been finalized, several activities have had a positive impact.

Lastly by combining a focus on humanitarian and development challenges the RDPP has been at the forefront of driving the resilience agenda forward. With the dedicated funding for advocacy, the RDPP can potentially support a change in the narrative on refugees, both in the region, as well as on policies in Europe. This can increase the overall impact of the humanitarian/development interventions regarding refugees significantly.

A number of **challenges**, however, needs to be addressed to prepare for the next phase of the programme. The review finds that the visibility of the RDPP is generally low, and the programme is sometimes mistaken for a DANIDA programme, especially in Jordan and Iraq. There is furthermore limited public information available information about the RDPP, which hampers partners' abilities to exploit synergies and avoid overlaps with other partners' projects. The limited visibility may furthermore decrease the ability for new and alternative partners in the multi-stakeholder environment of the durable solutions framework to identify and work with the RDPP. These could include private sectors, local NGO's and local authorities.

Furthermore – the review finds - the programme suffers from a lack of progress in the implementation of activities. As of now, only €4,82 million have been disbursed due to delays in implementation despite commitments of €27 million. The review finds that the delays of the RDPP relate to interruptions in initiating and implementing activities, due to obstacles in identifying partners and challenging working conditions, especially in Jordan and Iraq.

Effectiveness has furthermore been hindered by a not always adequate results framework. A stronger framework would enable the programme to provide better documentation of outcomes and lessons learned. The current framework primarily measures short-term outputs and can only to a limited extent be used to document the medium to long term outcomes.

Lastly, the review finds that the administrative constraints imposed by working under EU financial regulations have limited the ability of the programme to adjust the strategy to the contextual developments, as the EU amendment process is rigid and time-consuming, hampering in-time contextual adjustments. Furthermore, the EU financial regulations hinder flexibility in budgeting and the ability to include additional funding and implement amendments to annual plans.

Strategic linkages

The increased funding from major instruments such as the Madad fund, P4P, World Bank, ECHO, DFID and the USAID necessitate a careful consideration on how RDPP continues to be relevant and innovative.

If the performance challenges related to effectiveness and visibility are successfully addressed the RDPP can continue to provide added value despite the presence of a number of other and larger instruments with a somewhat similar focus as the RDPP. The RDPP has a unique combination of thematic areas that differentiate it from other instruments in the region. The dual focus on protection and livelihoods which places it in a position to integrate the work both on refugee and host community challenges, and thus places itself more firmly as bridging

instrument between the humanitarian and development divide. Furthermore, no other instrument has dedicated research and advocacy activities. Other instruments provide funds for such activities as sub-elements of projects, but not as standalone projects as the RDPP. This enables the RDPP to support stand-alone research and advocacy activities which are considered to be relevant in the given context, rather than potential partners having to build these into larger programmes. Furthermore, the combination of the thematic areas and approach, especially the inclusion of national NGOs as partners set the RDPP apart from other instruments. The RDPP can play an important role as an incubator of innovative ideas and approaches that can be scaled-up by these other instruments if the RDPP manages to establish close links to these and can document important lessons learned in the programme.

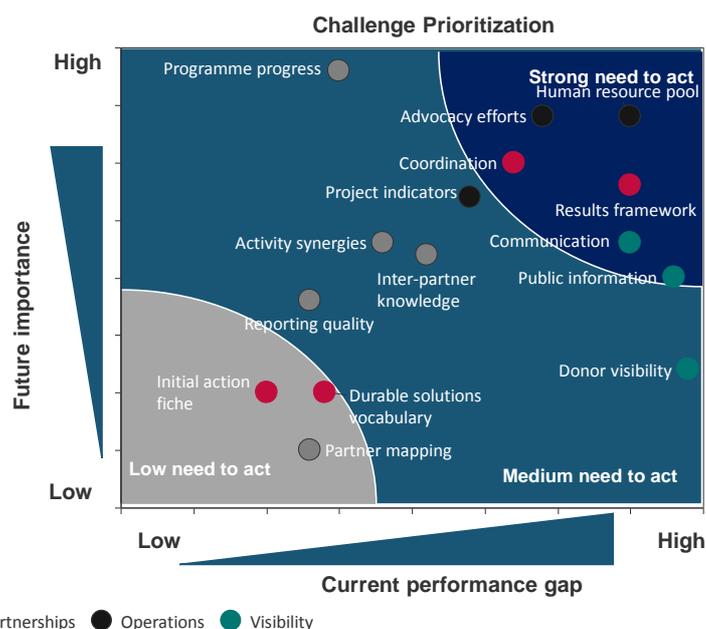
In conclusion the review finds that the RDPP has made some progress towards achieving the objectives of 1) ensure that refugees are fully able to avail themselves of a durable solution as well as to encourage the ability of refugees to access basic rights and 2) to support socio-economic development in host countries that will benefit both the host populations and refugees. By addressing the challenges, the review finds that the RDPP will be on track to reach its objectives

Recommendations

The mid-term review recommendations have been developed to address the core performance gaps as identified in the review. Based on a prioritization matrix assessing the performance gap and the impact on performance, the following challenges are found to be the most important to address in the next phase of the RDPP:

- Lack of focus on the advocacy effort
- Insufficient pool of human resources in the PMU
- Challenges coordinating projects, work, and stakeholders outside Lebanon
- Inadequacy of the results framework to capture learning
- Limited public information and communication on the RDPP

Figure 1: Prioritization of focus area for performance assessment recommendations



Programme Performance and Organization

The limited physical presence in Jordan was found to be the cause of a number of challenges. Therefore it is recommended to **recruit an international project manager** to be based in Jordan. This will help ensure the implementation, coordination, and visibility of the programme outside Lebanon and enable the Programme Management to focus more on advocacy efforts. The review acknowledges that this process is already underway and supports it.

As the current results framework is found to be inadequate to measure the medium to long-term impact, the RDPP should **review and revise the current results framework**. The revision should focus on developing outcome indicators, which capture medium and long-term goals of the programme. (See Annex 2 for an example).

Increased visibility of the RDPP can help ensure better synergies between projects as partners become aware of what others are doing, exploring possible venues for collaboration as well as finding new potential partners. To increase such visibility, RDPP should **introduce a dedicated communications/outreach resource as well as develop a strategic communication plan** including target audience, medium, and content. For example, this could take the form of a monthly/bi-monthly newsletter disseminated to donors, partners and external stakeholders providing information on the key activities implemented by partners in the past period, newly signed partnerships, outcome/lessons learned in previous projects. The purpose of this would be to heighten the awareness of the activities of RDPP. Also, a simple website could be developed, at limited resources while providing high benefit to the visibility and awareness of the RDPP.

There are a number of important learnings in the RDPP programme, which can feed into the work of other instruments in the region, and the programme has a high advocacy potential. It is therefore recommended that the programme **develops an advocacy plan** including creating an overview of the relevant policy fora, analyzing project and programme outcomes to identify key stories/advocacy messages and determining how to couple advocacy messages with the fora and develop a timeline for this. The advocacy plan differentiates from the communication plan as the purpose of this is the impact on policies and strategies, and the content of the messages would be focused on the policy/strategy implications of the project findings, and these messages would be disseminated only in select fora. The RDPP should furthermore consider what the roles and skills are needed in the management set-up **to deliver on a stronger advocacy role in the programme** are. The skills required are a profound sense of the strategic and policy levels both in the region and EU.

Related, the RDPP has not fully exploited the potential of including the available donor resources. It is therefore recommended to **increase utilization of donor resources**, especially on advocacy and coordination efforts. This could be done by mapping in which relevant policy fora the RDPP donors are present. By doing so, the RDPP could engage with the donors on conveying messages on behalf of the RDPP in discussions where the RDPP PMU is not present directly or where other RDPP donors are strategically better positions to convey the messages. This would thus enable a work-sharing between the RDPP and donors, which could benefit the RDPP given its limited human resources.

Strategic linkages to other instruments

With the increased funding from other major instruments, there is a need to consider how RDPP can continue to be relevant and contribute to the work of other instruments, given its limited size. To do so, the **RDPP should become an incubator for innovative solutions and approaches**, as there is a need to identify what provides the most value for money and impact, as well as how to operationally bridge the humanitarian and development divide. In a protracted refugee situation. Furthermore, the particular focus could be on identifying innovative solutions to livelihood challenges, as there is a keen donor focus on this issue, and thus also a clear need to ensure that these increased funds are spent on interventions that

make a positive change. This would also put RDPP in a position to establish natural and close links with the Madad fund given their strong focus on livelihoods.

In relations to this, the RDPP should **increase the focus on lessons learned and working closely with partners in defining innovative approaches in their projects**. More efforts should be made to reach out to new types of partners, e.g. private sector or national NGOs, as well as encouraging partners to engage more with these new types of actors. It should however also be noted that working with national NGOs entails higher risks and additionally strain resources, as the smaller and therefore more partnerships with national partners with often less capacities require more management resources and oversight. It should, therefore, be monitored if additional human resources are needed to manage partnerships on the ground. Lastly, it is important that a balance continues to exist in the partnership portfolio, as e.g. projects with national NGOs will often be difficult to scale-up.

Given the clear relevance and benefit of the RDPP, the opportunity to **expand the timeframe and budget of the RDPP** should be explored. There is a substantial and important role to play for the RDPP and expanding the timeline, and budget will allow the RDPP to position itself as a strategic partner for other instruments. It is furthermore encouraged that a decision on such an expansion is taken as soon as possible to allow for ample time to plan and develop updated budgets.

As part of expanding the timeframe and budget of the RDPP, the Steering Committee should **assess donor risk-willingness and set-aside a strategic reserve** with flexibility to scale up successful, innovative, approaches. For the RDPP to become an incubator, the donors will have to accept that some projects may have limited impact, but that hopefully, some will be successful in discovering new innovative solutions to addressing the challenges in the region. There furthermore needs to be a flexibility in the programme that allows the RDPP to respond to valuable opportunities. There is, therefore, a need to explore the possibilities for being a flexible funding mechanism within the EU financial regulations and discuss in the steering committee what can be done to enhance flexibility. A key feature for the future impact of the RDPP is its ability to become even more flexible by remaining a lean, stand-alone instrument that can provide funds for both smaller and larger projects and a variety of actors. To support this it is important to decrease the regulatory limitations to its operations.

Finally, **the RDPP should establish close relationships with some of the instruments** highlighted in the report as well as consider formalizing how RDPP learning and projects can feed into their work. Specifically, some modus operandi should be established for sharing lessons learned and project outcomes with the Madad fund, which could become a natural partner for the RDPP to support in scaling up projects funded by the RDPP that has shown successful results. The current informal coordination with the Madad fund through regular meetings and presence in the same existing coordination forums provides a strong framework for a continued linkage, as it has worked efficiently without creating a burden of an extra, formalized coordination layer. It should however also be noted that strategic linkages should also be sought with other instruments, as the RDPP focus is wider than the Madad fund and therefore linkages with other instrument is need to ensure scale-up of activities outside the mandate of the Madad fund.

2. Introduction

The ongoing and escalating crises over six years in the Middle East has caused significant humanitarian crises across multiple sectors and countries. As of today, UN OCHA estimates that the humanitarian crises in Syrian, Iraq and Yemen impacts over 50 million people to some extent and has displaced at least 10 million either as refugees or IDPs. From Syria alone, up to 5 million refugees have fled the country, of these 1.8 million have fled to the neighboring countries of Iraq, Jordan, and Lebanon.¹

With the crisis in Syria running into its sixth year there is an increased recognition that without a solution in sight, there is a need to focus on longer-term solutions for the more than 4 million displaced Syrians in neighboring countries, as well as the more than 6 million internally displaced Syrians. Working on comprehensive longer-term solutions entail moving displaced persons away from dependency towards self-sustainability, resilience and development. The focus is, therefore, both on capacity building refugees to enable them to avail themselves of a durable solution and support host community resilience in the face of crisis.

The European Regional Development and Protection Programme (RDPP) is contributing to this work by focusing on research, protection, advocacy and socio-economic development in Iraq, Jordan, and Lebanon. With the support from 8 donors; the Czech Republic, Denmark, EU DEVCO, Ireland, the Netherlands, Norway, Switzerland and the UK, the three-year programme was launched in July 2014 and was in 2015 extended for an additional year.

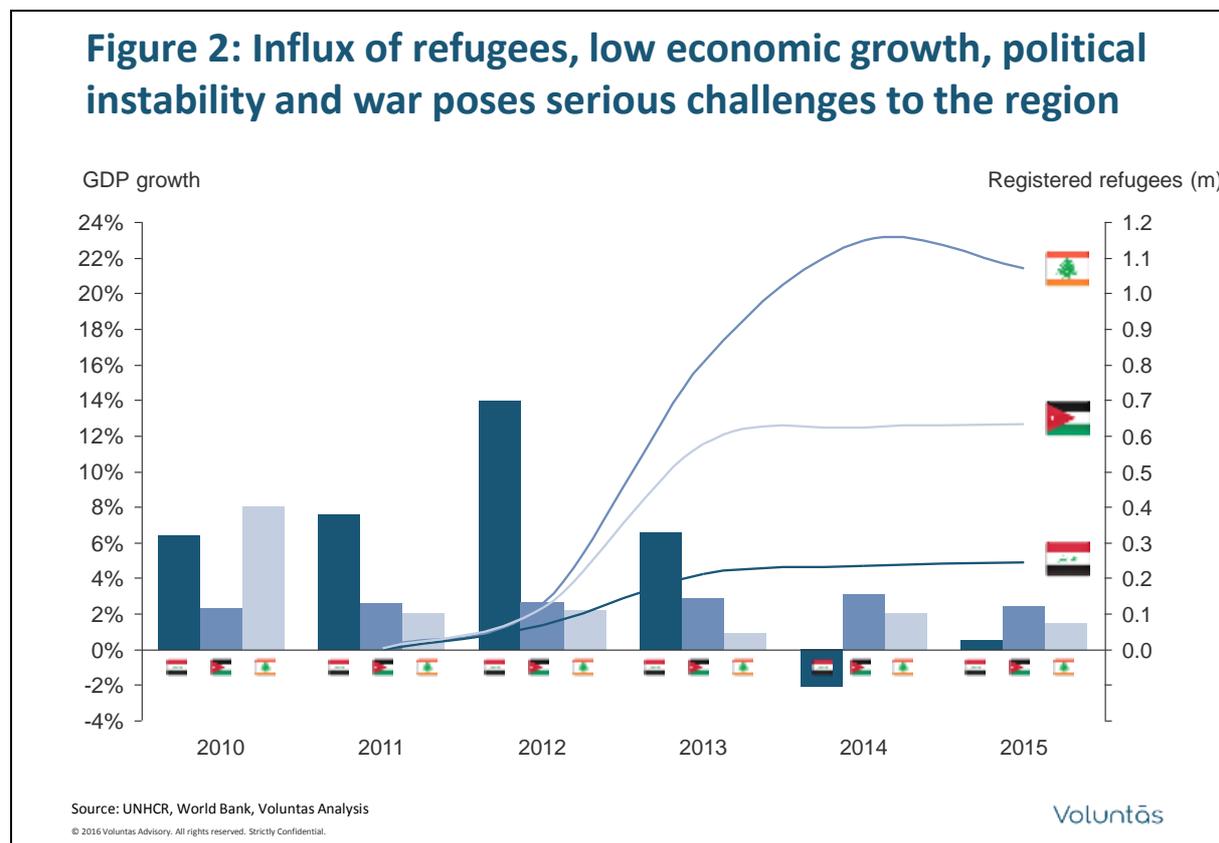
A mid-term review was commissioned to assess programme performance regarding delivering results, reviewing the strategic linkages with other relevant instruments and providing recommendations for adjustments. This report contains the review providing an opportunity to take stock of the current progress and achievements and highlight areas of strengths and weaknesses to inform programming going forward.

The report has the following structure. In the next section, the context of the Syrian crisis and three target countries and the refugee situation is presented. Next, the RDPP is shortly introduced. Then the review shows the performance assessment of RDPP structured by four overall review areas of strategy, operations, partnerships and visibility. Finally, the report provides an analysis of the other existing instruments regarding refugees and host communities. This report gives an overview and understanding of the international donor context of RDPP and how to position the programme going forward.

¹ <http://www.unocha.org/syrian-arab-republic/syria-country-profile/about-crisis>

3. Context

In the 6th year of the Syrian conflict, nearly half of the country's population is displaced. Many refugees face deteriorating conditions, and host countries, in particular, Lebanon, Jordan, and Iraq, face a multitude of challenges, some related to the influx of refugees and some even present before the Syrian crisis. The figure below shows that the target countries are facing both rising numbers of registered refugees and a stagnating economic situation. This is coupled with political instability and security challenges.



As the crisis deepens and becomes protracted, it is becoming increasingly important to rethink the approach to supporting the vulnerable groups it impacts. Four contextual features should be taken into consideration.

Protracted regional refugee crisis

The conflict has driven over 4.8 million registered refugees into the surrounding countries of the region.² Lebanon alone hosts over one million Syrians³, and Jordan currently hosts 655,217 registered refugees.⁴ The situation in both countries is deteriorating. In Lebanon, 70% of the Syrian refugee population lived below the Lebanese extreme poverty line at the end of 2015.⁵ In Jordan, of the Syrians not living in camps, 86% live below the poverty line.⁶ Iraq hosts 246,589 Syrian refugees⁷, 98% in the Kurdistan Region (KRI).⁸ The conditions for Syrians are better in Iraqi Kurdistan as they have found it easier to integrate in the local communities. Nevertheless,

2 The exact figure was on June 1st 2016 4,844,762 (UNHCR, 2016). The surrounding region includes Turkey, Iraq, Jordan, Lebanon, North Africa
3 The exact figure was on March 31st 2016 1,048,275 (UNHCR, 2016) The exact figure was on March 31st 2016 1,048,275 registered refugees (UNHCR, 2016). However, it is generally recognised that a significant but unknown number of refugees have not registered themselves.
4 June 1st 2016 (UNHCR, 2016) June 1st 2016 (UNHCR, 2016)
5 December 23rd, 2016 (UN News Agency, 2016) December 23rd, 2016 (UN News Agency, 2016)
6 \$3.2 per day. (UNHCR, 2015) \$3.2 per day. (UNHCR, 2015)
7 The exact figure was on April 1st 246,589 (UNHCR, 2016) The exact figure was on April 1st 246,589 (UNHCR, 2016)
8 (3RP - Regional Refugee & Resilience Plan 2016-2017: Iraq, 2016)

the 3RP highlights critical conditions for Syrian refugees in Iraq, including unsafe drinking water and low school attendance.⁹ However, the IDP crisis has impacted the Syrian refugees' ability to attain self-reliance.¹⁰ As a result, border closure is becoming a measure more frequently taken by the neighboring countries due to fear of refugee influx, political and social instability. The border closure in Jordan has meant that +16.000 Syrian refugees found themselves stranded in the desert.¹¹ At the same time, there is increased recognition of the need to take a long-term perspective on the refugee crisis.¹² The increased recognition can be seen in the growth of the number of instruments and the total amount of funding going to livelihoods and working from a development modus operandi rather than a purely short-term humanitarian approach to the refugee situation in the neighboring countries.

The protractedness of the crisis highlights the need for focusing on both short-term immediate humanitarian efforts but also taking a long-term perspective on the challenges facing refugees and host communities. There is thus a need for support to programmes that combine these views and RDPP is well-positioned to encourage and offer that support.

Public infrastructure under strain, governments lack capacity

Host communities are increasingly experiencing severe strains on public service provisions. According to the Lebanon Crisis Response Plan (LCRP), local infrastructure is under pressure; including school systems (58% of Syrian children remain out of school), water networks (40% deficit in supply), and health care.¹³ This is similarly the case in Jordan, where according to the Jordan Response Plan (JRP) 143,000 Syrian students are enrolled in public schools; an increase of 875 percent compared to the 2011/2012 year, which exerts acute pressure on education sector resources and infrastructure.¹⁴ In Iraq, vulnerability is exacerbated by internal displacement and national instability. While the economies of Lebanon and Jordan have grown throughout the crisis, growth rates are lower than pre-conflict levels. In Iraq, the economic situation has been unstable over the past years, constituting another destabilizing factor for the already fragile public infrastructure. Consequently, there is an increasing recognition of the need for more support for the structural challenges facing Syria's neighboring countries. These difficulties are recognized through the rise of resilience on the international agenda, in e.g. the 3RP.¹⁵ Country response plans in both Iraq, Jordan and Lebanon also highlights livelihoods activities, self-reliance and creating access to income generation during the crisis, for both refugees and host communities.

The lacking capacity of host governments to address and respond to the challenges means that the RDPP need to work with a variety of actors to support the communities in need, both the governments, national NGOs, international NGOs, and international organizations.

Lack of legal protection and recognition, but potential positive developments

In Lebanon and Jordan, governments have limited the access of refugees to the labor market due to fears of local integration and the impact on the local labor force. This has worsened the livelihood opportunities of the refugees and made it even harder for them to cover their basic needs autonomously. It has forced many into abusive practices, including hazardous and underpaid work, as well as child labor.¹⁶ Neither Iraq, Jordan or Lebanon are signatories to the 1951 UN Refugee Conventions, which makes them technically illegal, when they cross the border. Their limited legal status often makes entering the labor market difficult as well as obtaining basic services.

9 Regional Refugee and Resilience Plan (3RP - Regional Refugee & Resilience Plan 2016-2017: Iraq, 2016)

10 (3RP - Regional Refugee & Resilience Plan 2016-2017: Iraq, 2016)

11 <http://www.independent.co.uk/news/world/middle-east/jordan-blocks-syrian-border-to-leave-thousands-of-refugees-trapped-in-the-desert-including-hundreds-a6828471.html>

12 E.g. (World Bank Group & UNHCR, 2016) E.g. (World Bank Group & UNHCR, 2016)

13 Lebanon Crisis Response Plan (LCRP, 2016) Lebanon Crisis Response Plan (LCRP, 2016)

14 Jordan Response Plan (JRP, 2016) Nearly 100 000 Syrian children are not in formal education, which potentially creates an even larger pressure on the school system

15 (3RP 2016-2017, 2016) (3RP 2016-2017, 2016)

16 (LCRP, 2016), (3RP Iraq, 2016) (LCRP, 2016), (3RP Iraq, 2016)

While the Lebanese and Jordanian governments have for long been under pressure to allow Syrian refugees access to labor markets, positive developments are seen recently. Following the Supporting Syria and the Region Conference, London 2016 (the London Conference), both governments released statements of intent pledging to review their existing regulatory framework and improve conditions.¹⁷ While in the past, the position of local governments has impeded the international community's efforts of supporting the sustainable livelihoods of refugees in the countries, this might be changing, in particular, if donors deliver on promises made.

The precarious legal status is making it difficult for the RDPP to work directly with refugees, but the increased willingness of the governments of Jordan and Lebanon to engage on the resilience agenda provides fertile ground for the RDPP for future interventions.

Increased funding from the international community

With the high influx of refugees to Europe, there has been an increased international donor focus on addressing the challenges faced in neighboring countries affected by the Syrian crisis. As the more refugees reached Europe the issue of improving living standards for refugees in Syria's surrounding countries were placed high on the political agenda resulting in increased international funding. This has been seen at the London Conference, which focused not only on supporting the humanitarian situation of the Syrian refugees, but also improving the countries hosting them.¹⁸ The increased funding focus has led to a need for donor coordination and utilization of synergies. Moreover, there is a further need to map effective types of support to ensure a positive impact.

The increase in attention and funding for the resilience agenda in the region has increased the number of international programmes and instruments working in the same field as the RDPP. While this indicates the timely design of the RDPP, it also challenges the programme vis-à-vis staying relevant in a space, which has seen the establishment of several much larger programmes.

¹⁷ (London Conference - Lebanon Statement of Intent, 2016). (London Conference - Jordan Statement of Intent, 2016)

¹⁸ (Supporting Syria & the Region, 2016)

4. About the RDPP

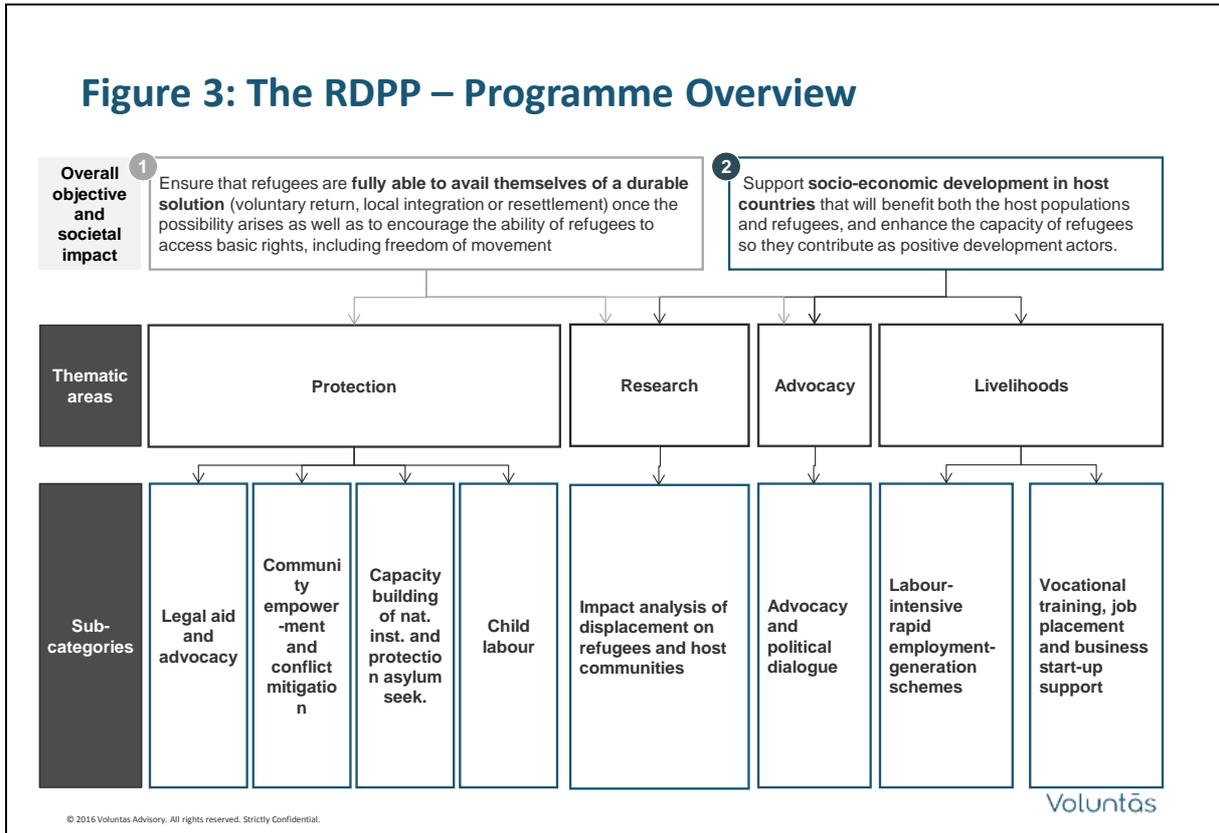
Given the protracted status of the Syrian refugee crisis, the RDPP follows a combined development and humanitarian approach. This entails going beyond the immediate humanitarian assistance for refugees by combining protection concerns with a focus on development so that refugees are able to avail themselves as well as reduce tensions in the host populations by building upon positive developments of the refugees in the local communities. This aims at enhancing the longer-term solutions of the international response, and at enabling durable solutions (voluntary return, local integration or resettlement) envisaged for refugees. This combination of pooling development and humanitarian funds makes the RDPP one of the only instruments in the region clearly focused on the durable solutions agenda. The RDPP is also a multi-faceted program, both in terms of its geographical scope, which has four geographic focuses; a regional component and three target countries; Iraq, Jordan, and Lebanon, its four focus areas; research, livelihoods, protection, and advocacy, and its two target groups; host communities and governments and refugees.

The RDPP is a multi-donor programme led by the Ministry of Foreign Affairs of Denmark and funded by EU DEVCO, the governments of the Czech Republic, Ireland, the Netherlands, Norway, Switzerland and the UK– in addition to Denmark. The RDPP is managed by a Programme Management Unit (PMU) based in Beirut and a support and coordination team (PSU) based in Copenhagen. The strategic leadership of the RDPP is provided by its governing body, the Steering Committee, which convenes bi-annually and is comprised of all the donors.

The initial budget of €26 M was allocated according to a first prioritization of needs, defined by the presence of refugees, the vulnerability of host communities, the impact of the crisis at the socio-economic and security level, and other external assistance already received by the host countries. In 2015, with an addition of the number of donors, the programme was granted a one-year extension and an increase in the budget for a total of €42M. In this next phase, more funds will be allocated to Jordan, whereas the thematic distribution of resources remains unchanged.

As seen in the figure below the RDPP is structured around two overarching objectives. The two overall objectives are pursued with actions across four thematic areas: research, livelihoods, protection, and advocacy. For each of these areas, a number of sub-categories are derived based on identified thematic objective of the focus areas.

Figure 3: The RDPP – Programme Overview



The first programme document of the RDPP, initially drafted in 2013 was approved at the first steering committee meeting in 2014. Given the situation on the ground in Iraq, which had seen a significant rise in IDPs the steering committee agreed to include the group under support to host communities in the programme.

Between 2014 and 2015 additional donors joined the RDPP. In response to the ongoing changes on the ground, the RDPP management showed flexibility and revised the programme document, which had been signed six months earlier. The updated RDPP programme document was presented for approval at the second steering committee meeting in 2015. The revised programme document included adjustments to the original document and action fiche, recognizing that security issues hampered the identification of projects in Iraq. Government opposition to the durable solutions framework in Jordan had led to delays in the realization of projects.

To adjust the programme to the contextual challenges, a second revision of the programme document was accepted in March 2016. The second revision was an amendment to the first revision reflecting the increase in donors, and thus funding as well as continuing challenges to implementation of the programme projects.

Furthermore, the steering committee also approved a revised strategy for the programme. The revision of the strategy highlighted the delays in implementation due a challenging policy environment in the host countries and overall operational context. Addressing the increase in funding, the revised strategy included a one-year extension of the programme until June 2018. The changes on the ground also led to a geographical distributional shift towards Jordan (from 24% till 30% of funding), as well as an increased focus on partnerships with national and local actors rather than UN agencies. To address the budget increase resulting in an increased portfolio additional management capacity was decided to be added to the PMU with a national staff in Lebanon and an international staff in Jordan.

5. Performance Assessment

The following section presents the RDPP performance assessment. Based on desk research, 60 interviews, and seven field visits to RDPP partnership, including more than 40 beneficiaries the review assessed the RDPP employing the four focus areas outlined by the RDPP; strategic, operational, partnership and visibility assessment.

At the **strategic level**, the RDPP has a high degree of relevance of all four of the thematic areas (Research, Protection, Advocacy, and Livelihoods) as compared to the needs of the region. The RDPP has shown flexibility in adjusting the strategy to contextual changes and had added value to work in the region by combing a dual focus on both protection and livelihoods as well as having a dedicated focus on research and advocacy. With the combination of these thematic focus areas the RDPP has already contributed and has the potential to contribute even more to the resilience agenda and help change the development narrative in the region, as well as policies in Europe. The conception of the initial action fiche has however proved a challenge for the programme. The document was developed with the limited inclusion of the field and national governments which hampered initial implementation and local ownership. The strategy developed has limitations in the design, partially due to the need to reflect closely the approved action fiche, especially related to the results framework, which is not adequately designed to capture important learning elements in the programme and its outcomes. Lastly, the strategy outlined in the programme document included durable solutions language, which is politically sensitive for the host governments and led to initial opposition from the host governments

These challenges have put pressures on the **operational level** and the management of the programme, which however has performed well. They have been able to establish a positive relationship with the partners, stakeholders, and steering committee and translated the strategy into concrete interventions on the ground. However due to limited human resources the management has been strained and unable to satisfactorily cover all programme tasks, especially coordination outside of Lebanon, as well as engaging strategically in advocacy efforts on the behalf of the programme.

At the implementing **partnership level**, the RDPP has built a diverse portfolio of partners, which enables the programme to work at various levels and approaches. The programme furthermore has an adequate number of partnerships, and some of the partnerships have already yielded a number of positive results. There has however generally been limited progress in the partnerships that have been slow at getting off the ground, and only 21 % of the commitments made to partners have been dispersed so far. While the lack of commitments can be attributed to the RDPP's inability to find and finance project partners, the delays in partnership implementation and disbursement was found to be caused by contextual challenges, especially in Jordan. Furthermore, while the partner portfolio does include a real diversity, there is still limitations regarding the inclusion of innovative new actors, such as private sector companies and social enterprises.

This may be a result of the limited **visibility of the RDPP**. It is difficult for existing and potential partners to identify publically available information about the RDPP. This is assumed to hamper the ability of partners to exploit potential synergies between the activities and avoid overlaps, as well as the ability of potential partners to identify the RDPP as a funding source. Furthermore, partners have a limited understanding of the donor set-up behind the RDPP, and the programme is often conflated with being a DANIDA programme

The figure below presents the performance assessment across the thematic areas and DAPP criteria:

Figure 4: RDPP has build strong foundation for future progress and impact – Detailed findings

| | Relevance | Effectiveness | Efficiency | Impact | Sustainability | Sum |
|--------------|--|---|---|---|---|-----|
| Strategic | <ul style="list-style-type: none"> Focus & efforts on all thematic areas (Research, protection, livelihoods, advocacy) needed Regional needs as identified in CRPs addressed by RDPP Combination of regional & country-specific approach relevant to address commonalities & specificities in context | <ul style="list-style-type: none"> Synergies & opportunities for cross-fertilization in focus areas Shown ability to adapt strategy to developments on the ground <i>Results framework not adequate to capture important learning</i> | <ul style="list-style-type: none"> Highly relevant approach, with few other actors having same combination of thematic areas Good coordination and communication with other instruments and donors in Beirut <i>Limited coordination in Jordan, KRI, has created overlaps with other funding</i> | <ul style="list-style-type: none"> Research and advocacy efforts are highly valued & can help change the narrative on livelihood in the region Contribute to drive the resilience agenda & need for durable solutions <i>Schism between durable solutions vocabulary in strategy and government policies</i> | <ul style="list-style-type: none"> Local solutions, resilience & importance of building on local partners & capabilities recognized in strategy Focus on advocacy & research help increase sustainability <i>Initial strategy however perceived to be somewhat detached from the field</i> | |
| Operational | <ul style="list-style-type: none"> Combination of activities for most part relevant to end-beneficiaries | <ul style="list-style-type: none"> Good communication and management of steering committee Effective coordination with Madad fund <i>Project indicators not adequately designed to track medium, long-term impact</i> | <ul style="list-style-type: none"> Trustful relationship with partners and good com. Lean management setup <i>Lacking focus on Iraq and overall advocacy efforts</i> <i>Understaffing causing impl. and coord. challenges</i> | | <ul style="list-style-type: none"> Focus on capacity building, knowledge transfer and long term focus helps to ensure long term results | |
| Partnerships | <ul style="list-style-type: none"> Early reliance on IOs, but compared to other instruments RDPP utilizes national NGO's better | <ul style="list-style-type: none"> Careful & thorough selection process <i>Partner mapping in Jordan delayed due gov. process & lack of presence</i> <i>Partners have limited knowledge of other activities & synergies not exploited</i> <i>Challenges in reporting quality from partners, challenges differ btw partner types</i> | <ul style="list-style-type: none"> Increasingly good diversity in partner selection & adequate number of partners Beneficiary needs in the forefront of activities | <ul style="list-style-type: none"> Combination of working on policy level with UN org and with beneficiaries through national org. have impact potential Some positive results in projects so far e.g. JCLA, UNDP, AJEM <i>Limited progress on key impact indicators mainly due to delays in getting projects off the ground</i> | <ul style="list-style-type: none"> Funding is diversified among actors Many national actors increase ownership and capacity development | |
| Visibility | <ul style="list-style-type: none"> Participated in High-Level Working Group on Migration and other venues <i>High relevance of RDPP could be communicated better in select fora</i> | <ul style="list-style-type: none"> <i>Low level of RDPP donor visibility in the field</i> <i>In Lebanon understanding of RDPP, limited in Jordan and KRI</i> | <ul style="list-style-type: none"> <i>Very difficult to identify public information on RDDP activities, funding, etc.</i> <i>Incorrect partner reporting on funding source in JRPSC</i> | <ul style="list-style-type: none"> RDPP products advertise donors, i.e. the FMR clearly reference all donors in report <i>Generally low visibility of RDDP among beneficiaries due to limited visibility among partners</i> | | |
| Sum | | | | | | |

○ Large Gap
● No Gap

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5.1. Strategic level

This section reviews the performance related to the design of the RDPP strategy and how the contextual developments have affected the strategy. The figure below summarizes the key findings including a qualitative assessment of the performance gap.

| | Relevance | Effectiveness | Efficiency | Impact | Sustainability | Sum |
|---------------------------------|--|---|--|--|--|---|
| Strategic | <ul style="list-style-type: none"> Focus & efforts on all thematic areas (Research, protection, livelihoods, advocacy) needed Regional needs as identified in CRPs addressed by RDPP Combination of regional & country-specific approach relevant to address commonalities & specificities in context | <ul style="list-style-type: none"> Synergies & opportunities for cross-fertilization in focus areas Shown ability to adapt strategy to developments on the ground Results framework not adequate to capture important learning | <ul style="list-style-type: none"> Highly relevant approach, with few other actors having same combination of thematic areas Good coordination and communication with other instruments and donors in Beirut Limited coordination in Jordan, KRI, has created overlaps with other funding | <ul style="list-style-type: none"> Research and advocacy efforts are highly valued & can help change the narrative on livelihood in the region Contribute to drive the resilience agenda & need for durable solutions Schism between durable solutions vocabulary in strategy and government policies | <ul style="list-style-type: none"> Local solutions, resilience & importance of building on local partners & capabilities recognized in strategy Focus on advocacy & research help increase sustainability Initial strategy however perceived to be somewhat detached from the field |  |
| <p>○ Large Gap ● No Gap</p> | | | | | | |

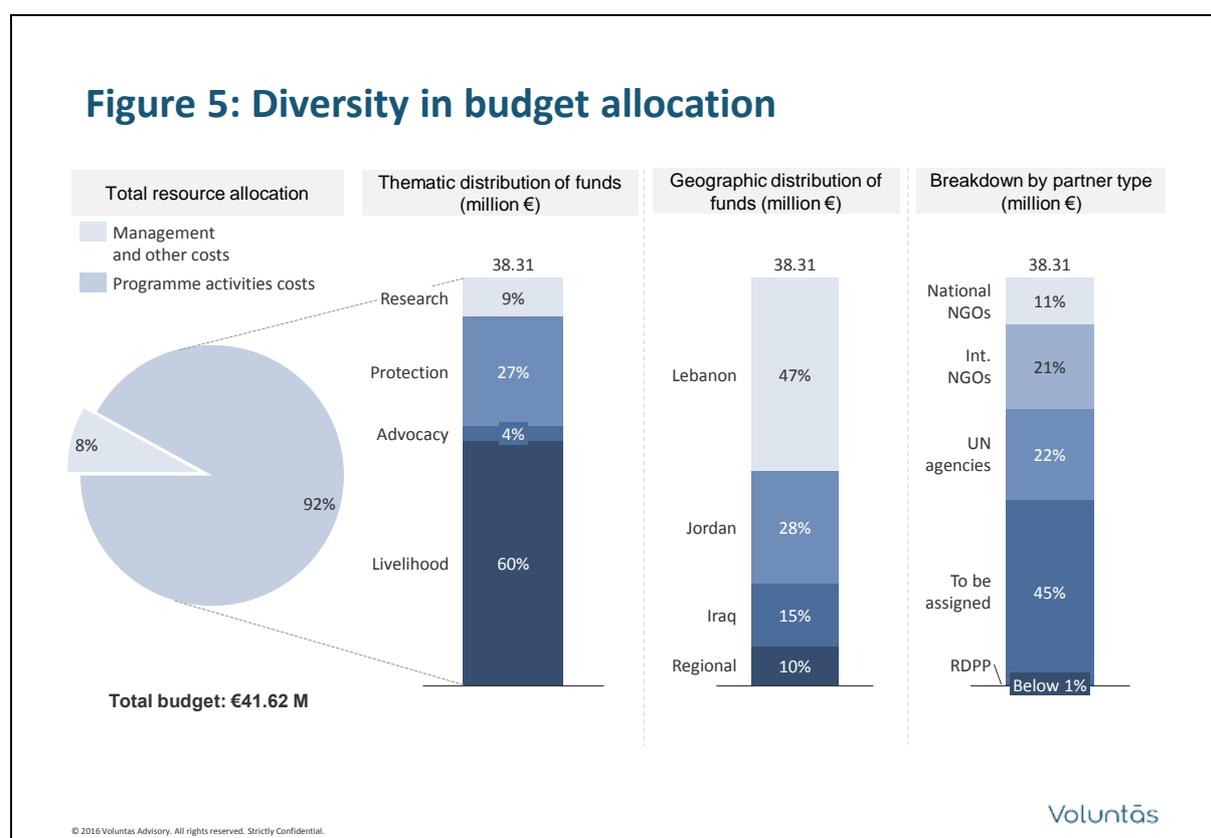
The review finds that the strategy has clearly been adapted and designed to align with the needs of the countries, which was ensured in the design phase by drawing on existing research as well as the report *Mapping and meta-analysis of existing studies of costs, impacts and protection* funded by the Danish MFA. At this moment each of the programme components built on the identified needs of the refugees and host communities, to ensure relevance to the overall context. As seen in the context section of this report the relevance of longer-term solutions is visible in the 3RP approach and the general international recognition of the need to scale-up the focus on support for livelihoods activities. Equally, the relevance of the RDPP thematic areas is aligned with the needs identified the Response Plans of all three target countries.

Another success regarding relevance for the overall programme is its ability to respond to contextual changes thanks to on-going assessments and dialogue with partners and external stakeholders. This is particularly important in the intervention countries as the situation regarding refugees has been consistent in its volatility.

Furthermore, the RDPP's combination of regional and country-specific interventions are relevant for addressing commonalities and specificities of the context. As some of the challenges facing the target countries are similar, the regional approach is fruitful, while other challenges differ between countries making a country-by-country approach relevant. For example, across the countries there is a lack of knowledge about the economic impact of Syrian refugees, making a regional research programme sensible, while the challenges for Syrian refugees in the labor market differ significantly from Jordan to Iraq to Lebanon.

The internal coherence of the thematic focus areas also increases programme effectiveness. All four themes contain clear synergies and opportunities for cross-fertilization. For example, the research component can feed into the design of both livelihoods and protection interventions. Working on protection and livelihoods together similarly have synergies as protection issues can arise when promoting the inclusion of refugees in the labor market, which is relatively unregulated in all three target countries with poor working conditions, exploitation and child labor. The RDPP composition of focus areas provides added value, which increases the effectiveness of the overall humanitarian/development approach in the region as few other actors have this combination. The dedicated focus on research and advocacy is also seen as increasing effectiveness of the interventions, particularly since existing research on the combination of livelihoods and protection issues are lacking.

The RDPP budget is seen to have a relevant distribution of funds between thematic areas and target countries. Furthermore, the review finds that the allocation of management and programme activity costs provides an efficient utilization. The figure below shows that across themes the livelihoods component receive a significant amount of funding, with the advocacy component constituting a very small proportion of the overall budget. Lebanon receives almost half of all budgeted funding, whereas Iraq is the smallest recipient of funds. The fewer resources allocated to Iraq is due the programmatic focus on challenges related to the Syria displacement crisis. As found in the contextual analysis the protection and livelihoods for refugees are however also found to be less relevant in Iraq as the conditions for Syrian refugees in Iraq is less severe. In KRI, rather than refugees, the large number of IDPs, which fall outside the scope of RDPP is the most vulnerable group. Across countries and themes UN agencies and international organizations have been utilized more (22 % and 21 % respectively) than local NGO's (11 %), but compared to other programmes national NGOs receive a relatively large share of the funding.



The strategic impact, while difficult to assess at this early stage, also shows potential positive outcomes. As the RDPP places itself in the space between the humanitarian and development divide, it contributes to driving the resilience agenda forward. This is furthermore supported by the dedicated funds to advocacy. Hence, the programme contributes to driving the resilience agenda and can potentially help change the narrative on refugees, both in the region, as well as on policies in Europe. This can increase the overall impact of the humanitarian/development interventions regarding refugees significantly.

As the RDPP faced numerous contextual challenges, the PMU, PSU and Steering Committee showed flexibility by adjusting the programme document to realities of the region. In 2014, a first update of the programme adjusted the target groups to include Iraqi IDPs, making sure that the programme increased impact. In response to the ongoing changes on the ground the RDPP management showed flexibility and in 2015 revised the programme document, which had been signed six months earlier.

To further adjust the programme to the contextual challenges, a second revision of the programme document was accepted in March 2016. The second revision reflected the increase in donors, and thus funding as well as continuing challenges to implementation of the programme projects. Furthermore, the steering committee also approved a revised strategy for the programme. The revision of the strategy highlighted the delays in implementation due to a challenging policy environment in the host countries and overall operational context. Addressing the increase in funding, the revised strategy included a one-year extension of the programme until June 2018. To address the budget increase resulting in an increased portfolio, additional management capacity was decided to be added to the PMU with a national staff in Lebanon and international staff in Jordan. The review finds that the second amendment helped improve the efficiency of the programme as the capacity for disbursement would not have been able to achieve its goal within the original timeframe.

Additionally, related to the strategic review, RDPP's overall focus on local solutions and resilience are in its modus operandi a sustainable approach.

There are however also a number of challenges related to the strategy. A key challenge is the fact that the RDPP results framework is not adequate to capture important learning elements in the programme. The programme outcome indicators are not designed to adequately capture the medium and long-term impact of RDPP. The results framework indicators measuring programme outcomes are primarily measuring short-term output, and even this is not adequately captured. For example, looking at the research focus area five targeted outcomes are listed:

- 1) Established evidence-base on the costs and social and economic impacts of refugees on host countries and communities
- 2) Development-led strategies to tackle the costs of the impact are proposed
- 3) improved understanding of standards and capacities related to the protection and rights of refugees
- 4) Improved understanding of the impact of the international assistance
- 5) Better knowledge of how protection issues and livelihoods are interconnected and possible policy and programme measures proposed.

However, only two indicators are supposed to capture these five outcomes, and with the two current indicators, it will be tough to conclude anything on the extent to which the RDPP has been able to achieve the five outcomes for the research component, and thereby contributed to the thematic and overall objective. This is among others because the two indicators currently are not *outcome* indicators but *output* indicators.¹⁹ The figure below shows a mapping of current indicators, as well as some, suggested additional ones:

¹⁹ The two indicators are 1) Number of reports (regional or country-based) published and disseminated by the RDPP that deal with the impact of displacement on host countries and/or refugees and 2) Number of workshops, discussion roundtables and dissemination events organized by the RDPP.

Figure 6: Only Short and Medium term Indicators in General Results Framework

 Existing indicators
 Suggest add. indicators

| Theme | Programme outcome | Short term Outcome indicators | Medium term Outcome indicators | Long term Outcome indicators | |
|-------------|--|---|---|--|---|
| Research | Evidence-base, dev.-led strategies, understanding and knowledge | # reports published & disseminated by RDPP that deal with impact of displacm. on host countries and/or refugees | # of references to RDDP supported research in country response plans, strategies of other instruments in the region, UN strategies | Research institutions have established collaboration with host governments and international actors to support their strategy development with evidence-base | |
| | | # workshops, discussion roundtables & dissemination events organized by the RDPP. | Fact-base established on economic and social costs of refugee crisis | | |
| Protection | Ref. and asyl. seekers' rights upheld & their protection impr. by improving capacity of local civil society groups | # people targeted by RDPP through legal assistance, legal counselling or legal awareness-raising | Changes in approach and/or policy on refugee protect. issues dealing w. legal status & other civil status issues. | Coherent legal framework established dealing with legal status & other civil status issues | |
| | | % cases that deal with domestic violence | Success rate in civil society support in legal cases | Decrease in # of cases of domestic violence | |
| | | % targeted pop. assisted legally that is successful in redressing their situation due to the support provided by RDPP | # of people supported annually by civil society in the field of human rights and refugee assistance increased | Decrease in % of refugees involved in legal cases | |
| | Ref. & asyl. seekers' rights upheld, & prot. space expand by comm. empower & conflict mit. initiatives | # communities with functioning sustainable conflict mitigation mechanisms & peacebuilding initia. in targeted pop. | Change in level of social interaction in refugee-hosting communities targeted by partners | Decrease in # of conflict episodes between host communities and refugees | |
| | Ensured territory access, improved reception conditions: local auth, CSO capacity improved to deal with refugee and asylum issues | # government agencies, law enforcement & other security actors including guidelines specific to refugees based on HR standards & benefiting from capacity building activities | At the end of the progr., targeted institutions are able to organize training programmes & capacity building activities on the subject. | Response by local authorities and civil society perceived by refugees to be timely and appropriate | |
| Advocacy | Prot. mech. & living conditions for children working in child labour enhanced | # working children accessing services according to their needs: education, voc. training, livelihoods opportunities for the family or life skills | # institutions that have mainstreamed child labour in their work | Comprehensive legal framework and enforcement to combat child labor | |
| | | | Joint strategy by institutions to combat child lab. | Decrease in cases of child labor | |
| Livelihoods | Nat. authorities mainstream refugees into a number of nat. policies based on improved pol. dialogue btw host gov. & EU, MS & other relevant actors | # workshops, seminars and conferences supported or organized by RDPP that include national actors in discussions about policy options for refugees | At least 1 policy in each of the 3 countries changed by authorities due to the advocacy work of RDPP | Comprehensive legal framework established in host countries related to rights of refugees | |
| | | | | Increase interaction (meetings, workshops) between host gov. EU and MS on refugee issues | |
| Livelihoods | Short-term employment opportunities generated for men and women | # people benefitting from short-term employment schemes | % of targeted women remaining employed | Perception of inclusion of women in the labor market improved | |
| | | #community-based cash for work programmes supported by the programme | % of people benefitting from short-term employment remain employed | | |
| | Population better equipped to acc. labour mark. by voc. training, job placement, support to biz start-up | % women targeted by employment generation schemes | # enterprises supported by the programme | # enterprises that have increased turnover & profit | Increased % of refugees employed in formal sector |
| | | # refugees & non-refugees who accessed labour market through the job-placement services, vocational training initiatives or start-ups supported by RDPP | # business start-ups | # households that have increased their income | % of business start-ups that have become sustainable business |

The RDPP has furthermore had a limited presence outside Lebanon. This has negatively impacted on the ability to coordinate with actors in Jordan and the KRI, which in Jordan has created overlaps with other instruments. This affected the efficiency of the programme in the case of Jordan, where for example the EU has a programme on access to legal aid in Jordan, which appears to and was perceived to be very similar with the RDPP project with JCLA on legal aid. Similarly, UNDP is working on access to legal aid services, which appear to have somewhat overlapping focus. T

There was little engagement with national authorities and stakeholders in the initial phase of developing the action fiche, causing later issues with local buy-in. Thus the RDPP was initially conceived as rather detached from the field, thus hampering initial implementation and local ownership. While the RDPP has worked well with adapting the programme within the parameters set by the action fiche and the EU requirements, a better implementation of the design phase of the action fiche would have made these adaptation processes more effective.

A further drawback in the strategic design of RDPP relates to the vocabulary of durable solutions in the programme documents. The durable solutions vocabulary relating to the refugees is difficult for the host governments to accept and can complicate dialogue as there is limited political support for longer term local integration of refugees in Lebanon and Jordan. This has been especially pertinent to activities related to the politicized sector of livelihoods. At the same time durable solutions vocabulary has strategic value, as it highlights the need to capacity build refugees and enhance their self-reliance while being displaced as a means to avail themselves of a durable solution, when the opportunity arise.

5.2. Operational level

This section reviews the operational level of RDPP, which encompasses the management of the RDPP and strategy implementation. Key findings are summarized in the figure below.

| | Relevance | Effectiveness | Efficiency | Impact | Sustainability | Sum |
|---------------------------------|---|---|--|--------|--|---|
| Operational | <ul style="list-style-type: none"> • Combination of activities for most part relevant to end-beneficiaries | <ul style="list-style-type: none"> • Good communication and management of steering committee • Effective coordination with Madad fund • Project indicators not adequately designed to track medium, long-term impact | <ul style="list-style-type: none"> • Trustful relationship with partners and good com. • Lean management setup • Lacking focus on Iraq and overall advocacy efforts • Understaffing causing implement. and coord. challenges | | <ul style="list-style-type: none"> • Focus on capacity building, knowledge transfer and long term focus helps to ensure long term results |  |
| <p>○ Large Gap ● No Gap</p> | | | | | | |

The RDPP management has built a strong relationship with partners, stakeholders, and the steering committee. In ensuring implementation, the PMU has been flexible vis-à-vis partners in addressing on-the-ground challenges as exemplified by the collaboration with the JCLA, where the RDPP showed flexibility when JCLA faced delays with getting their project approved by the Ministry of Planning and International Cooperation (MOPIC).²⁰

Coordination and communication with other instruments based in Beirut are well-functioning. This has increased the efficient allocation of resources, as to prevent overlaps in interventions. The RDPP presence in Lebanon was highlighted by several partners, as the PMU made considerable efforts being present at the right meetings installing trust and coordination with relevant stakeholders. This improves the efficiency of the programme as overlaps in activities is avoided by mutual information sharing. The coordination with the Madad Fund is a case in point. The Madad fund has been invited to the RDPP Steering Committee meetings, to ensure high-level coordination. At the local level in Beirut, the coordination with the Madad focal point is very strong even to the extent of comparing budget lines to avoid overlap in activities.

²⁰ JCLA field visit interview

Furthermore, the communication within the Steering Committee is good, as well as between the PMU in Beirut and the PSU in Copenhagen. The rather small size of the Steering Committee has contributed to the well-functioning communication and information sharing internally as well as the efforts of the PSU. Despite the steering committee members coming from with various ministerial backgrounds and political agendas, this has not been a cause for concern.

While, as mentioned above, the RDPP has a lean operational setup (only 8% go to management costs) it also comes at a cost as the limited human resource pool has been unable to cover all programme tasks. The RDPP management has not been able to engage adequately in coordination outside Lebanon nor have they been able to focus efforts on engaging in advocacy. This challenge is most clearly seen in Jordan, where the lack of physical presence made programme adaptations and coordination with the MOPIC difficult, as exemplified by initial rejection by MOPIC of the original RDPP programme document due to durable solutions vocabulary.

An additional challenge relates to operations in Iraq that have a lack of operational focus on activities as compared to Lebanon and Jordan. Hence, a consequence for the effectiveness of the programme reaching its objectives is that there are currently no ongoing or finalized projects in Iraq, which can be attributed to the inability of RDPP to manage implementations in the very difficult working environment. As of June 2016, new partnerships have however been established, and a new advisor will cover Iraq.

Lastly, the operations have furthermore been challenged by the EU funding regulations and mechanisms. This has caused procedural delays in programme implementation, as the EU financial regulations hamper flexibility in the budgeting and the ability to include additional funding and implement amendments to annual plans. Because of long processing periods and strenuous requirements for documentation.

5.3. Partnerships

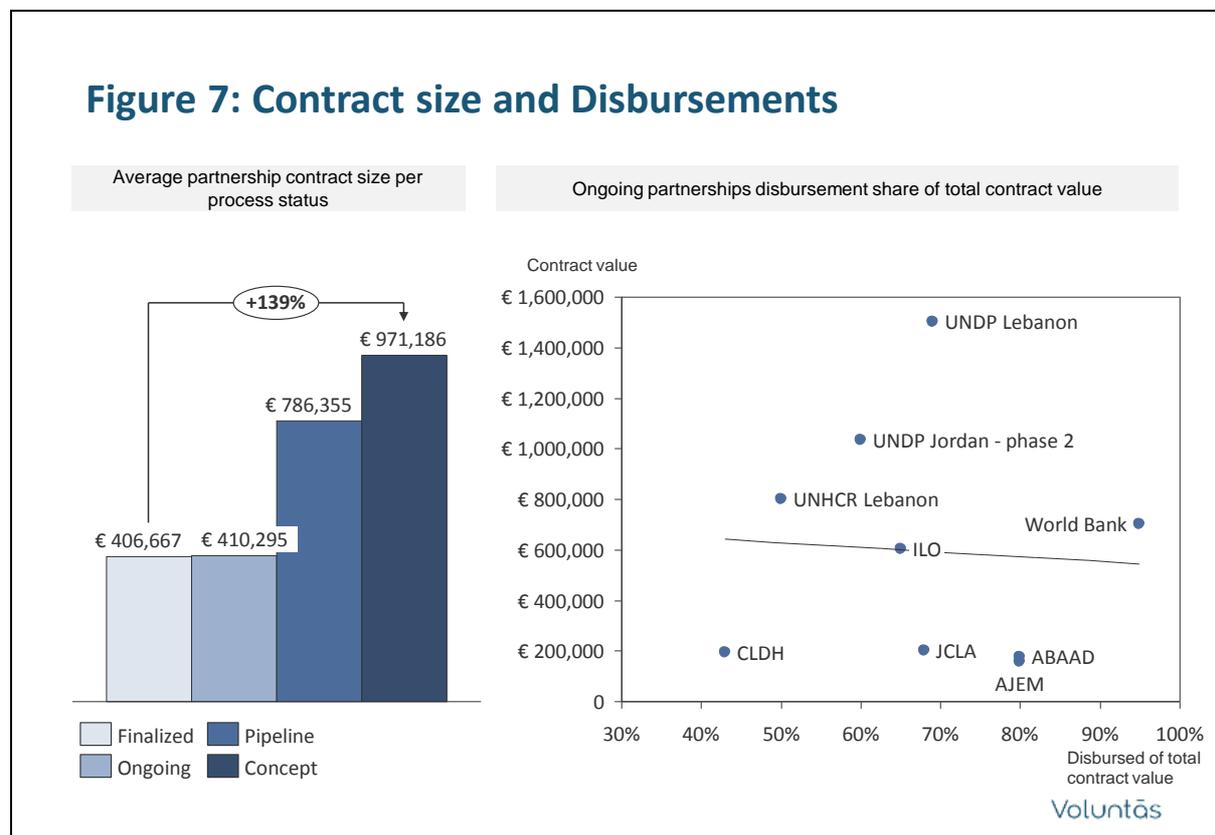
The following section presents focus on the partnership portfolio in the RDPP. The key findings are summarized below.

| | Relevance | Effectiveness | Efficiency | Impact | Sustainability | Sum |
|---------------------------------|--|--|--|--|---|---|
| Partnerships | <ul style="list-style-type: none"> • Early reliance on IOs, but compared to other instruments RDPP utilizes national NGO's better | <ul style="list-style-type: none"> • Careful & thorough selection process • Partner mapping in Jordan delayed due gov. process & lack of presence • Partners have limited knowledge of other activities & synergies not exploited • Challenges in reporting quality from partners, challenges differ btw partner types | <ul style="list-style-type: none"> • Increasingly good diversity in partner selection & adequate number of partners • Beneficiary needs in the forefront of activities | <ul style="list-style-type: none"> • Combination of working on policy level with UN org and with beneficiaries through national org. have impact potential • Some positive results in projects so far e.g. JCLA, UNDP, AJEM • Limited progress on key impact indicators mainly due to delays in getting projects off the ground | <ul style="list-style-type: none"> • Funding is diversified among actors • Many national actors increase ownership and capacity development |  |
| <p>○ Large Gap ● No Gap</p> | | | | | | |

The composition of the partnership portfolio is relevant to reaching the objectives of the RDPP. While the portfolio early on had an overweight of UN organizations, the portfolio has moved towards less reliance on international actors and more on local NGO's. 11% of the budget is currently allocated to national NGO partnerships, with 45% of the total budget yet to be allocated. Thus the partnership portfolio is found to have a good diversity, which is furthermore supported by the RDPP's ability to include national NGO's to a larger extent than other similar instruments. As the RDPP can allocate smaller grants, it is more suited for utilizing national NGOs, which are often unable to handle the larger grants many of the other instruments provide as their minimum disbursement. This also relates to the finding that the RDPP has an

adequate number of partnerships – the RDPP has become better at neither spreading itself too thin with many small partnership projects, and has also refrained from putting all its eggs in one basket with a few large projects.

Figure 7 below shows the average size of contracts will steadily increase with the current projects in the pipeline and the concept note stage. Of the ongoing partnerships larger partnerships are not found to have shown more progress than small partnerships measured as a % of the contract value disbursed.



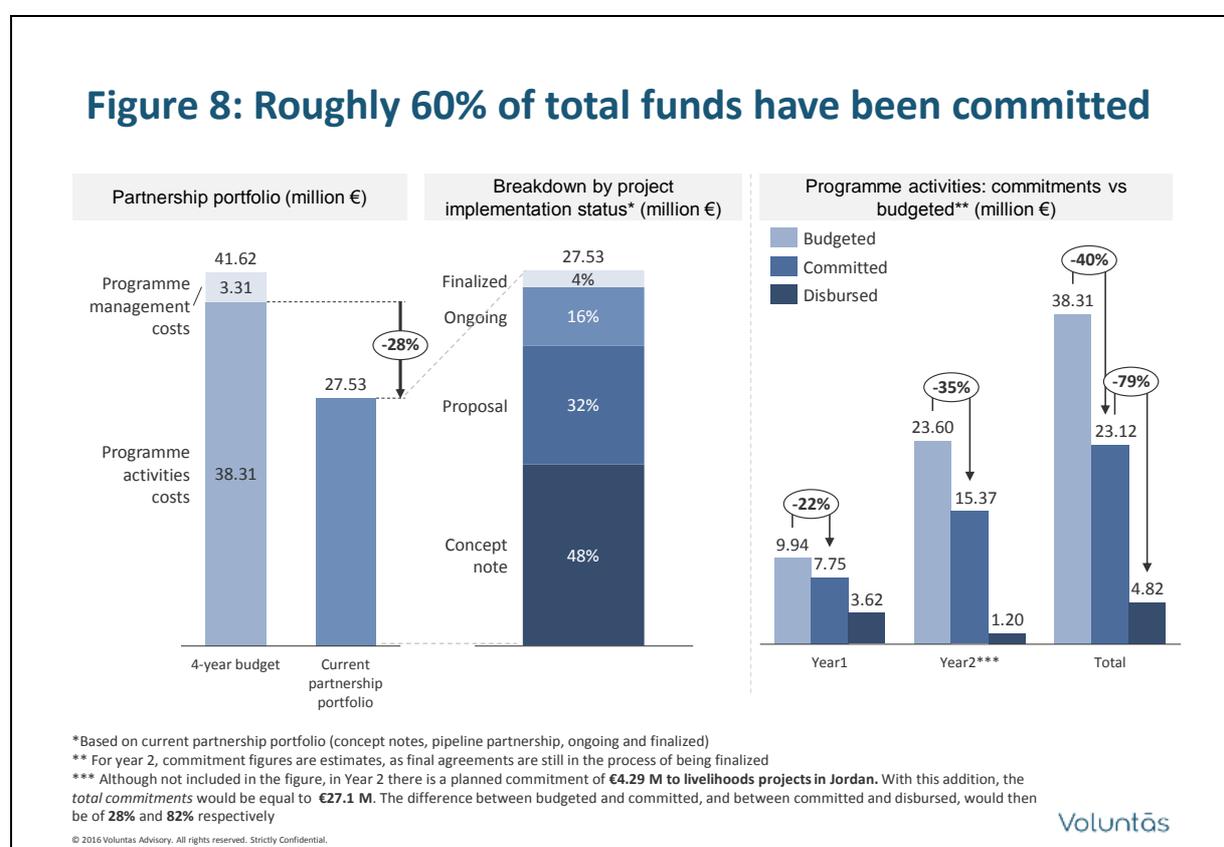
In general, the partnership selection process is found to be effective, based on a careful and thorough process. Given the diversity in partnerships, the RDPP is able to work on several levels, which is of particular importance regarding the advocacy component, where a larger impact is possible, as different types of organizations take different approaches. For example, UN organizations often take a less vocal approach, working behind the scenes on a policy level with the government rather than public engagement whereas, local and international NGO's often take a more direct and vocal approach to advocacy. The diversified portfolio of national partners can potentially increase the sustainability of the programme, as the funding adds to capacity building of the local organizations.

As this is only a mid-term review, it is still too early for measuring impacts and results of the partnership projects. However, some initial positive results from projects such as JCLA, UNDP (Jordan) and AJEM are found. For example, the UNDP project in Jordan on supporting short-term employment opportunities to host communities had made several positive impacts for the end-term beneficiaries. During the field visit, an interviewed woman explained how she after being part of the UNDP project had been able to start her own dairy product production and was now exporting her products to Saudi Arabia.

The main challenges to RDPP have been related to getting off the ground in Jordan and Iraq. RDPP made an initial mapping of potential partners in all three target countries but were

delayed in Jordan due to government processes. The limited RDPP presence in Amman meant that effectiveness in partnership selection was less effective, which could have been avoided with a stronger RDPP presence driving the mapping and mitigating administrative processes.

As it can be seen in the figure below, 60 % of the total RDPP funds have either been officially committed or are in the process of being so. This means that the RDPP needs to commit an additional €15 million, which is the same commitment amount as in year two, which should be feasible. With the current funding in finalized, ongoing and pipeline projects (concept note and proposal stage) RDPP will be able to commit €27 million of the €38 million. Thus there is still a need to reach out to potential partners for more proposals. There are however implementing challenges for the partners. Despite the fact that €25 million have been committed to the partners only €4.82 millions of these have been disbursed as they have not progressed with implementing the proposed activities. With the current pipeline of projects, it does not seem feasible to scale-up the RDPP budget with additional funding, as it will be difficult with the current human resource level and time frame to ensure commitment of additional funds. However, with an increased timeframe there could be ample room for scaling up the budget.



As further indicated by the low disbursement level seen in figure 8, few projects have starting operations, and even fewer finished. The lack of running and financialized projects indicates that the RDPP has had challenges in getting the programme of its wheels; an operational inability, which could be attributed to the difficult contextual challenges. The programme is exposed to a number of risks related to the nature and context of its activities. Changes in the security situation, government policies, and variations in the intensity of the Syrian conflict are only some of the factors that are likely to have an impact on the implementation of projects. As shown above, most activities are still at the concept note or proposal phase, and only twelve projects have either been finalized or have begun the implementation phase. The figure below shows that of these twelve projects, three have reached completion (Oxford/FMR, Mercy Corps and UNDP Jordan Phase 1). Of these, all three projects have fully achieved their targets.

Figure 9: Partner Portfolio and Progress for Finalized and Ongoing Projects



| Theme | Programme outcome | Partner project | Project indicators | Status |
|-------------|--|-----------------|---|---|
| Research | Evidence-base, dev.-led strategies, understanding and knowledge | World Bank | 1 regional report is published, disseminated and discussed with dev. and hum. actors (or 3 country-focused reports). | Results only partially achieved |
| | | Oxford/FMR | 1 special issue of FMR is published and disseminated in English, Arabic, French and Spanish. | Fully achieved |
| Protection | Ref. and asyl. seekers' rights upheld & their protection impr. by improving capacity of local civil society groups | JCLA | 500 vulnerable people (refugees, non refugees) who have access to quality legal services in Jordan 9250 beneficiaries assisted through awareness sessions, legal consultations and legal representations 40 % of cases involving domestic violence issues addressed in legal consultations and/or representations | Results only partially achieved |
| | | CLDH | At least 200 vulnerable inmates, 100 refugees Syrian are assisted legally in the prisons and 100 of them are released At least 500 refugees and/or victims of torture approaching the center benefit from the assistance of the lawyers All policy makers aware of sit. of the refugees in Lebanon and in prisons and improve treatment of refugees in Leb. | Results only partially achieved |
| | | AJEM | 1500 have access to legal awareness-raising (disaggregated by refugee status, sex, prisoners/detained, and area) 900 detainees have access to legal assistance and legal counselling 90% of targeted population (750) assisted legally, redressing their sit. due to the project (release of prisons, etc.) | Results only partially achieved |
| | Ref. & asyl. seekers' rights upheld, & prot. space expand by comm. empower & conflict mit. initiatives | Mercy Corps | 40 % of municipality staff reporting increased capacity to respond to local needs and resolving tensions 20 % of Lebanese and Syrians interacting outside of the Action as perceived by the community leaders 3 communities with functioning sustainable conflict mitigation mechanisms and peace building initiatives | Fully achieved |
| | | UNCHR* | 3 law enforcement and sec. actors incl. guidelines on refugees based on HR standards and benefiting CB 2 universities incorporate a curriculum on refugee related topics | Results only partially achieved |
| | | ILO | 10 institutions have mainstreamed child labour in their work | Results only partially achieved |
| Advocacy | Territory acces, impr. reception cond.: local auth. CSO cap improve Prot. mech. & living conditions enh | ABAAD | At least 80% of FGD participants will be actively engaged in discussions on their needs and aspirations Capacities of 40 Syrian youth to do artistic methods to raise awareness in their communities and become AoC Min. 70% of therapists working with ABAAD show increased skills to tackle masculinity with Men Center Beneficiaries Min. 150 resident and women survivors of GBV better access to qual. service and can improve the qual. of their lives Min. 55% of overall MHPSS prof. affiliated with NTTF trained will display improved skills in sup. affected communities | Results only partially achieved |
| | | | UNDP Jordan1** | 39,000 working days created; Household level income increased by 20 % during phase 1 500 men and women provided rapid employment; At least 350 men and women trained on business development At least 10 community projects implemented through cash for work |
| Livelihoods | Short-term employment opportunities generated for men and women | UNDP Jordan2*** | 100 Syrian & 200 Jordanian beneficiaries provided with short-term income gen.; 20 employment opp. created 300 beneficiaries trained on conflict, prevention and resolutions skills 70% of participants reporting positive changes in their basic livelihoods 10 % increase in revenue of supported microbusinesses 12 months after establishment | Ongoing/project at early stage |
| | | UNDP Leb**** | 350 households that expand their livelihoods alternatives by new or improved livelihoods activities Additional income at the household level accrued At least 100 Full time jobs created in targeted household | Results only partially achieved |

*UNCHR - STRENGTHENING REFUGEE PROTECTION THROUGH CAPACITY-BUILDING OF LEBANESE LOCAL AND NATIONAL AUTHORITIES
 **UNDP Jordan phase 1 - Mitigating the impact of the Syrian refugee crisis on Jordanian vulnerable host communities
 *** UNDP Jordan phase 2 - Skills Exchange of Vulnerable Hosting Communities and Syrian Refugees for Enhancing Livelihoods and Social Cohesion
 **** UNDP Lebanon - Support to Livelihood and Local Economic Development Opportunities in host communities

An additional challenge of the RDPP partnerships related to programme effectiveness is the lack of synergies between partners. The partners seem to have a limited understanding of what other partners are doing, which means that potential synergies are not being exploited and also risks creating overlaps in the activities being implemented.

Reporting quality varies among partnerships, which is a challenge to RDPP effectiveness. UN organizations utilize their own UN reporting system, making it difficult to translate into the RDPP framework. Some national NGOs, as well as UN agencies, are challenged in providing adequate and comprehensive information in their reporting. Lastly the partners have had a tendency to focus on developing output indicators making it difficult in their reporting to provide evidence on the more medium to longer-term outcomes.

Furthermore, while there has been some level of diversity in the portfolio of partners, especially compared to other instruments, there is limited innovation in the partner types. For example, the RDPP has not engaged extensively with private sector actors such as business, chambers of commerce or social enterprises to work on livelihood opportunities for refugees and host communities, although a few projects have included engaging with the Chambers of Commerce in Lebanon and Iraq, as well as business incubator in Lebanon.

5.4. Visibility

As mentioned above visibility contains the most significant performance gap of the four assessment focus areas. The visibility component relates to how well-known the RDPP is, and how visible its donors are in the programme work. The figure below summarizes the key findings.

| | Relevance | Effectiveness | Efficiency | Impact | Sustainability | Sum |
|-------------------|--|--|---|--|----------------|---|
| Visibility | <ul style="list-style-type: none"> Participated in High-Level Working Group on Migration and other venues High relevance of RDPP could be communicated better in select fora | <ul style="list-style-type: none"> Low level of RDPP donor visibility in the field In Lebanon understanding of RDPP, limited in Jordan and KRI | <ul style="list-style-type: none"> Very difficult to identify public information on RDDP activities, funding, etc. Incorrect partner reporting on funding source in JRPSC | <ul style="list-style-type: none"> RDPP products advertise donors, i.e. the FMR clearly reference all donors in report Generally low visibility of RDDP among beneficiaries due to limited visibility among partners | |  |
| | | | | | | |

○ Large Gap
● No Gap

There are a few success stories regarding visibility. The Oxford University/Forced Migration Review clearly references all the donors on the first page of the report, which helps provide public awareness of the RDPP. The RDPP has furthermore been invited to participate in the High-Level Working Group on Migration, which also helps increase the programme’s visibility among actors.

A number of challenges however persist. The RDPP donor visibility is especially low in the field, where there is a limited understanding among partners regarding who the donors are. A number of interviewed stakeholders and partners were under the impression that the RDPP was a Danish DANIDA programme rather than a multi-donor programme. A testimony to this is the fact that many of the proposal and reports from partner’s address these to DANIDA rather than the RDPP. An example of how RDPP is presented as a Danish programme is in Jordan, where all donors need to register their projects in a MOPIC system for them to track the donor funding vis-à-vis their National Response Plan. In Jordan, some RDPP projects have been registered as DANIDA by implementing partners, which meant that the donors could not include them in their reporting and advocacy towards the Jordanian government. The lacking understanding among partners and external stakeholders poses a two-pronged challenge: 1) the lack of recognition of donors can limit their interest in support and providing potential additional funds in the future. 2) The ability of the RDPP to engage and advocate is decreased when it is perceived as a DANIDA programme. A strength of the RDPP is that it is a multi-donor

donor programme, which can give it leverage in the advocacy interaction with e.g. host government counterparts. This is especially important given the limited size of the RDPP and the influx of other instruments which due to their size can have a larger policy influence.

The lack of visibility is furthermore related to the lack of publicly available information. It is difficult to locate any information or documentation on the RDPP and its partnership and activities. The lack of information is not only an issue for visibility but also effective partnerships. As an example, one partner explained that the organization during the process of drafting a RDDP concept note looked for information related to the objectives of the RDPP, but were unable to find this information. Thus the organization had to submit a concept note without familiarizing themselves with the programme. The lack of publicly available information and general visibility also challenges the ability of partners to exploit potential synergies in activities and partnerships. Lastly, visibility and the available public information are also relevant as a coordination tool to avoid overlaps with other programmes.

Finally, the lack of visibility of the RDPP diminishes the ability of the RDPP to attract new potential partners. RDPP have to a large extent needed to seek out potential partners, and most of their partnerships have been well-established organizations. Pro-actively seeking out and identifying new partners requires resources, which have not necessarily been available due to the lean management set-up. More visibility of the RDPP and publicly available information could have enabled other potential partners to seek out and engage with the RDPP.

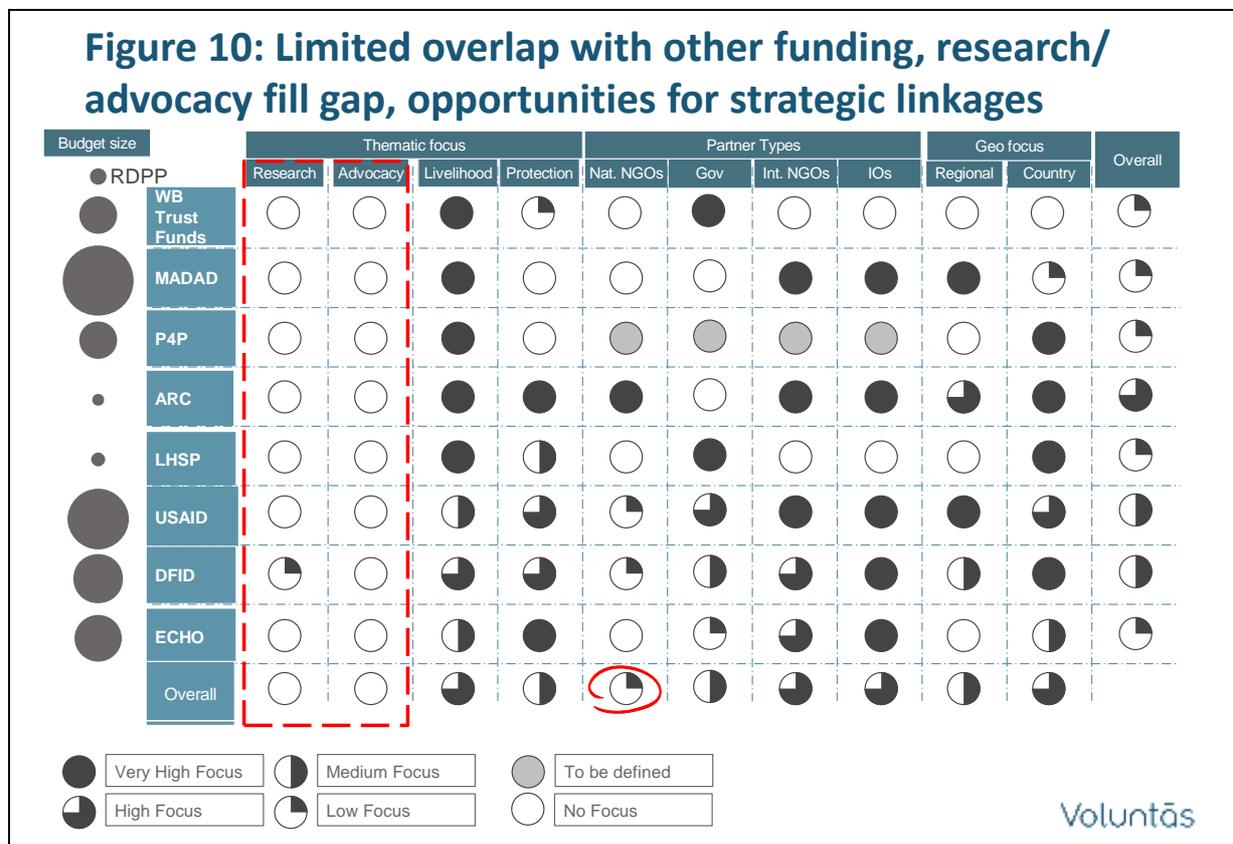
6. Strategic Linkages to Other Instruments

In this section, we show the findings of the mapping of other instruments in the regions and the possible linkages that the RDPP can explore.

The RDPP is a relatively small instrument compared to instruments in the region. With its 412 million Euro budget there is some way up to other instruments and institutions such as ECHO, DFID, the World Bank, Madad Fund and the German P4P, which all are instruments with +200 million Euro budgets. However, the smaller size does entail some advantages. Many smaller to mid-size NGOs have difficulties absorbing the larger grants provided by these major instruments. With the smaller size of the RDPP also comes smaller grant sizes which enable the programme to work with a more diverse portfolio of partners. The smaller grant size also entails less pressure for delivering high impact, which can allow for a more experimental approach to partners and projects.

Comparing the RDPP to other instruments it is clear that no other instruments combine the same thematic focus as the RDPP. First of all, no other instruments have dedicated funding to research and advocacy activities. Other instruments provide funds for such activities as sub-elements of projects, but not as standalone projects as the RDPP. Furthermore, the RDPP combines a focus on both protection and livelihoods, which places it in a position to work on integrated approaches to both on refugee and host community challenges, and thus places itself more firmly as bridging instrument between the humanitarian and development divide. Given the shifting context to adding a more long-term perspective, this positioning of the RDPP is very relevant and contributes added value to the work in the region.

In sum, there are few other instruments that are similar to the RDPP regarding the thematic focus and approach to partners and regional/country perspective. The RDPP thus fills a role that no other instrument is doing presently. The Dutch Addressing Root Causes instrument that covers Jordan and Lebanon have many similarities with the RDPP, but is of a limited size and therefore not challenging the added value of the RDPP.



The other instruments present an opportunity for the RDPP to link their supported projects to other, larger instruments that can scale up successful interventions. It further presents an opportunity for the RDPP to influence the strategic direction of these instruments by providing lessons learned on successful approaches to solving the challenges faced in the region.

The Madad fund could become a natural key partner for the RDPP as they have a strong focus on livelihoods as the RDPP, but have provided much larger grants and have a stronger regional focus. The RDPP could thus link their successful projects to the Madad fund to scale up at a regional level.

7. Conclusion

In sum, the RDPP has in the first two years of its existence been able to build a strong foundation for the future implementation of the programme. The RDPP programme has been implemented in a challenging and evolving environment characterized by the protracted economic, political and refugee crisis, high pressures on the already fragile public infrastructures and government capacities as well as the lack of legal protection of vulnerable groups. The environment in the region shifted substantially from the development of the initial action fiche until the programme got off the ground. This required the RDPP to update the programme document and strategy to fit with the contextual development. This way the RDPP has remained relevant to the needs in the region. The RDPP has a unique combination of thematic areas that differentiate it from other instruments in the region. The dual focus on protection and livelihoods which places it in a position to integrate the work both on refugee and host community challenges, and thus places itself more firmly to exploit the synergies in humanitarian and development approaches.

The programme has been implemented by a strong PMU based in Beirut and Copenhagen that has ensured good communication with partners as well as with steering committee members and they have been able to build a trustful relationship with key actors in the region. Coordination with the Madad fund is particularly noteworthy and has been conducted with a strong focus on avoiding overlaps in funding at the field level. This also positions the RDPP well for future engagement and linkages to the Madad Fund. With these relationships the RDPP has been able to build a good partner portfolio that have diversity in the types of partners, as well as an adequate number of partners. These partners have already delivered important impact on the ground, albeit in general the progress in the projects have been somewhat limited.

Furthermore by combining a focus on humanitarian and development challenges the RDPP has been at the forefront of driving the resilience agenda forward. With the dedicated funding for advocacy, the RDPP can potentially support a change in the narrative on refugees, both in the region, as well as on policies in Europe. This can increase the overall impact of the humanitarian/development interventions regarding refugees significantly.

A number of challenges, however, exists that the RDPP needs to address. The visibility of the RDPP is low which diminished the advocacy potential of the RDPP, as well limits the ability of partners to exploit synergies and being effective in contributing to the objectives of the RDPP. It furthermore limits the ability to attract new partners.

While the PMU has been strong it has also been understaffed which has led to a number of important roles not being adequately filled. This has especially been the advocacy efforts, where the full potential of the programme has not been exploited, as well as coordination efforts outside Lebanon.

The progress in projects supported by the RDPP has furthermore been limited with only €4,82 million of the funds being disbursed so far. Also, the effectiveness has been hindered by the inadequacy of the results framework to accurately monitor and document achievements and results. A stronger framework would enable the programme to provide better documentation of outcomes and lessons learned. The current framework primarily measures short-term outputs and can only to a limited extent be used to document the medium to long term outcomes.

In conclusion the review finds that the RDPP has made some progress towards achieving the objectives of 1) ensure that refugees are fully able to avail themselves of a durable solution as well as to encourage the ability of refugees to access basic rights and 2) to support socio-economic development in host countries that will benefit both the host populations and refugees. By addressing the challenges, the review finds that the RDPP will be on track to reach its objectives, as well as enable the RDPP to become a trusting partner for other

instruments in the region working on similar issues. The RDPP fills a role that no other instrument is doing presently and there is an opportunity for the RDPP to link their supported projects to other, larger instruments that can scale up successful interventions. This further presents an opportunity for the RDPP to influence the strategic direction of these instruments by providing lessons learned on successful approaches to solving the challenges faced in the region

Figure 11: RDPP has built strong foundation for future progress and impact – Conclusion

| Focus Level | + Successes | ÷ Challenges |
|--------------|---|--|
| Strategic | <ul style="list-style-type: none"> All thematic areas are relevant and aligned with the needs identified CRPs. Focus areas furthermore contain synergies & opportunities for cross-fertilization. Combination of regional and country-specific approach relevant to address commonalities and specificities in context Adapted strategy to develop. on the ground & flexibility vis-à-vis partners. Provided added value as few other actors combine the focus on livelihoods and protection, nor have dedicated focus on research and advocacy. Contribute to drive resilience agenda & can help change narrative in region, as well as policies in Europe Focus on local solutions, resilience & importance of building on local partners & capabilities recognized in strategy increases sustainability | <ul style="list-style-type: none"> Results framework not adequate to capture important learning elements in programme Limited coordination in Jordan, KRI, which in Jordan has created overlaps with other programming Schism between durable solutions vocabulary in strategy and government policies Initial action fiche perceived to be somewhat detached from the field which hampered initial implementation and local ownership |
| Operational | <ul style="list-style-type: none"> Good communication and management of steering committee, as well as between PMU in Beirut and Copenhagen Effective coordination with Madad fund Trustful relationship with partners and good communication Focus on cap. building & knowledge transfer helps ensure long-term results | <ul style="list-style-type: none"> Human resource pool not adequate to cover programme tasks Project indicators not adequately designed to track medium, long-term impact of RDPP Lacking focus on Iraq and overall advocacy efforts |
| Partnerships | <ul style="list-style-type: none"> Early reliance on IOs, but compared to other instruments RDPP utilizes national NGO's better. There is a good diversity in partner portfolio and adequate number of partners to ensure funding is diversified Combination of working on policy level with UN org and with beneficiaries through national org. have impact potential Some initial positive results in projects so far e.g. JCLA, UNDP, AJEM National actor inclusion increase ownership & cap. dev. for long-term sust. | <ul style="list-style-type: none"> Partner mapping in Jordan delayed due to gov. process & lack of presence Partners have limited knowledge of other partner activities & synergies not exploited Challenges in reporting quality from partners Limited progress towards objectives & key impact indicators |
| Visibility | <ul style="list-style-type: none"> Products from RDPP advertise donors, i.e. the FMR clearly references all donors in the report Participated in High-Level Working Group on Migration and other venues | <ul style="list-style-type: none"> High relevance of RDPP could be communicated better in select fora Low level of RDPP donor visibility in the field and limited understanding among partners, beneficiaries of RDPP Very difficult to identify public information on RDDP strategy, partnerships, activities, funding, etc. |

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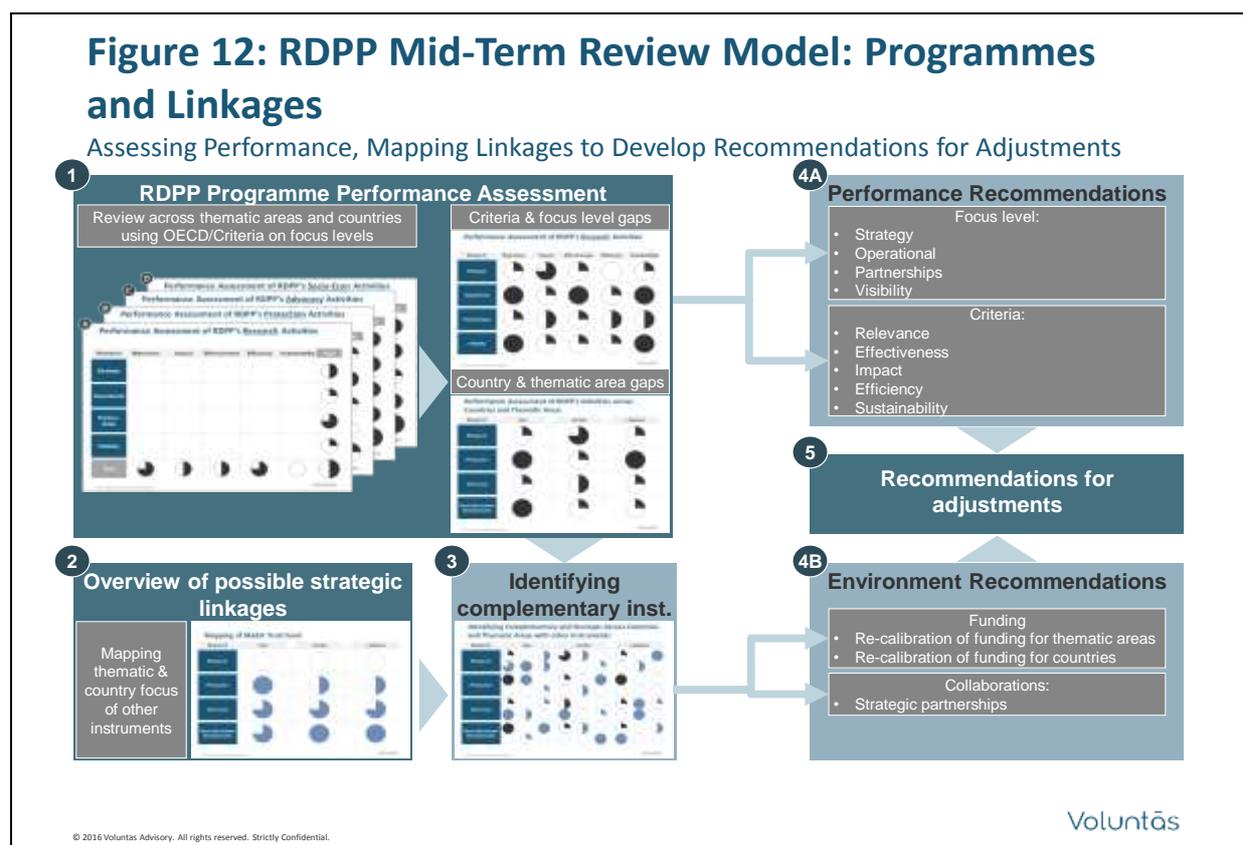
8. Annexes

8.1. Annex 1 - Review Methodology

The review's analytical approach was structured address the three key elements: programme performance assessment, strategic linkages to other instruments and recommendations for adjustments. The review was structured around two key assessment components; review focus areas and the OECD-DAC criteria:

- Focus level: Four levels were used in the assessment, this included strategic, operational, partnership and visibility. This will allow the assessment to identify at what programme levels the strength/weaknesses are identified.
- OECD/DAC criteria: The four focus areas were all assessed against the five OECD-DAC criteria; relevance, effectiveness, efficiency, impact, and sustainability.

In the figure below the crossing of the four focus levels with the OECD, DAC criteria represent part 1 (A-D). In addition to these key dimensions, the data was analyzed across countries and thematic areas to identify country- and thematic-specific performance gaps. This feed into (2) the review of possible strategic linkages to other instruments, here the review mapped the other existing instruments working on refugees in the region. By combing instrument analysis with the located country and thematic performance gaps, the review (3) identified where the RDPP could build strategic partnerships and where re-calibration of funding could take place. The recommendations for (4a) addressing key performance gaps and (4b) re-calibrating funding and developing strategic partnerships provided the basis for (5) the recommendations for adjustments to the programme.



The review is based on an extensive data foundation of both desk research and interviews. For the mid-term review, Voluntas Advisory interviewed a total of 60 informants, both in Copenhagen, Brussels, Lebanon, Jordan and Iraq. Furthermore, as part of the review Voluntas conducted seven field visit, including meeting more than 40 beneficiaries. Below the informants interviewed for the review is presented:

Figure 13: Total of 60 informants and 7 field visits conducted including discussion with +40 beneficiaries

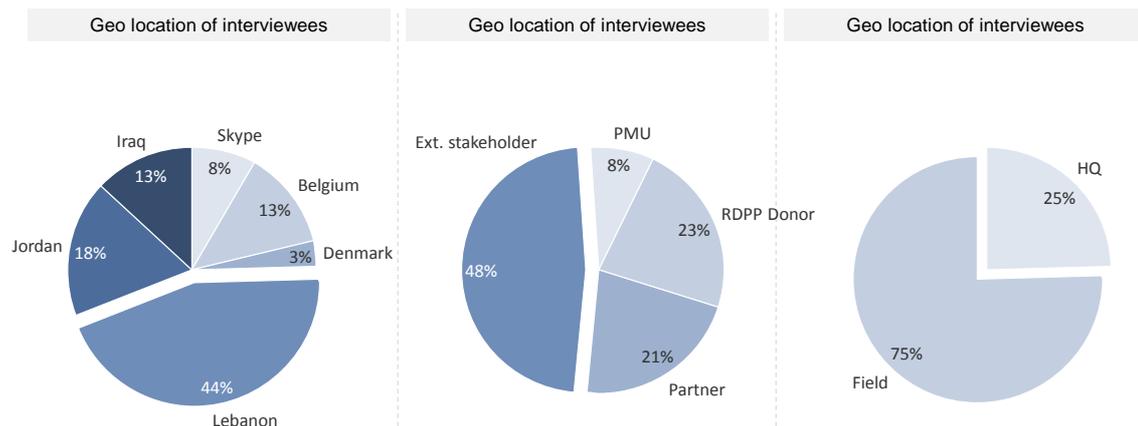
| | May 13 th -22 nd | May 23 rd -31 th |
|----------------|--|--|
| Skype | <ul style="list-style-type: none"> • Kjetil Halvorsen, NO MFA • Celine Hoeks, NL MFA | <ul style="list-style-type: none"> • Francesca Cardillo, Swiss SEM • Kateřina Kramešová, CZ Mol • Jane McCulloch, DFA |
| Denmark | <ul style="list-style-type: none"> • Thomas Thomsen, DK MFA | <ul style="list-style-type: none"> • Karin Eriksen, RDPP |
| Belgium | <ul style="list-style-type: none"> • Camilla Hagstrøm, DEVCO • Sami Zeidan, DEVCO • Nadim Karkutli, Madad Fund • Giorgia Cornaro, Madad Fund | <ul style="list-style-type: none"> • Anton Stemberger, Madad Fund • Eduardo Fernandez-Zincke, ECHO • Harmke Kruithof, ECHO • Marco Caspurro, ECHO |
| Lebanon | <ul style="list-style-type: none"> • Sergio Garcia Arcos, RDPP • Lina Hamad, RDPP • Ali Dahwich, RDPP • Hala Helou, Ministry of Social Affairs • Gen. Chaaban, ISF • Jean Nicolas Beuze UNHCR • Samuel Chang, UNHCR • Joanna Parsley, DRC • Zehra Rizvi, DRC • Tamara Nicodeme, DRC <p>Field missions: AMEL, SHIELD</p> | <ul style="list-style-type: none"> • Julie El Khoury, AJEM • Maurice Saade, FAO • Anders Østervang, Danish Emb. • Janine Abou Azzam, Madad Fund • Haneen Sayed, Word Bank • Bastien Revel, UNDP • Luca Rende, UNDP • Hart Ford, ACTED • Vida Hamd, Dutch Emb. • Ghida Anani, ABAAD <p>Field missions: ILO Beqaa, Mercy Corps Beqaa, IRC</p> |
| Jordan | <ul style="list-style-type: none"> • Michael Moroz, UNDP • Omar Nuseir, MOPIC • Haneen Al Rasheed, USAID <p>Field missions: JCLA,</p> | <ul style="list-style-type: none"> • Michael Schaadt, Un RC/HC • Ibrahim Laafia, EU Del • Matteo Paoltroni, ECHO • Christopher Middleton, SDC • Peter Klansøe, DRC • Karen Panum Thisted, DI • Sarah Avrillaud, ICRC • Marie Wikstrom, SIDA <p>Field missions: UNDP, Mafraq</p> |
| Iraq | <ul style="list-style-type: none"> • Mathieu F. Goodstein, EU del | <ul style="list-style-type: none"> • Andres Gonzalez, Oxfam • Hayder Saaid, MoP • Vian Rasheed, Erbil Refugee Council • Harriet Callis, RI • Nazar Jamil Abdulazeez, PAO • Jacqueline Parlevliet, UNHCR • Susan Leroux, OCHA <p>Field missions: DRC, Qushtapa</p> |

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The figure below shows a breakdown of the interviewed personnel regarding type. The extensive data foundation, which includes interviews with both partners, donors, external stakeholders and end-beneficiaries provides a holistic picture of the RDPP.

Figure 14: Breakdown of data sources



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8.2. Annex 2 – Recommended medium- and long-term indicators

Figure 15: Suggested of Medium and Long term Indicators in the General Results Framework

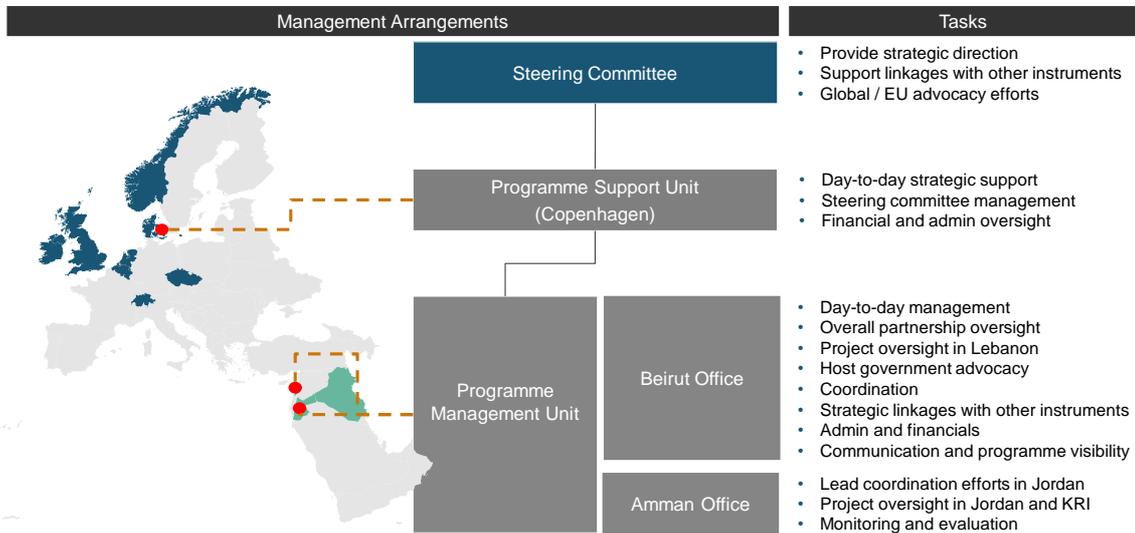
 Existing indicators
 Suggest add. indicators

| Theme | Programme outcome | Short term Outcome indicators | Medium term Outcome indicators | Long term Outcome indicators | |
|-------------|--|---|---|---|---|
| Research | Evidence-base, dev.-led strategies, understanding and knowledge | # reports published & disseminated by RDPP that deal with impact of displacm. on host countries and/or refugees | # of references to RDDP supported research in country response plans, strategies of other instruments in the region, UN strategies | Research institutions have established collaboration with host governments and international actors to support their strategy development with evidence-base | |
| | | # workshops, discussion roundtables & dissemination events organized by the RDPP. | Fact-base established on economic and social costs of refugee crisis | | |
| Protection | Ref. and asyl. seekers' rights upheld & their protection impr. by improving capacity of local civil society groups | # people targeted by RDPP through legal assistance, legal counselling or legal awareness-raising | Changes in approach and/or policy on refugee protect. issues dealing w. legal status & other civil status issues. | Coherent legal framework established dealing with legal status & other civil status issues | |
| | | % cases that deal with domestic violence | Success rate in civil society support in legal cases | Decrease in # of cases of domestic violence | |
| | % targeted pop. assisted legally that is successful in redressing their situation due to the support provided by RDPP | # of people supported annually by civil society in the field of human rights and refugee assistance increased | | Decrease in % of refugees involved in legal cases | |
| | Ref. & asyl. seekers' rights upheld, & prot. space expand by comm. empower & conflict mit. initiatives | # communities with functioning sustainable conflict mitigation mechanisms & peacebuilding initia. in targeted pop. | Change in level of social interaction in refugee-hosting communities targeted by partners | Decrease in # of conflict episodes between host communities and refugees | |
| Advocacy | Ensured territory access, improved reception conditions: local auth, CSO capacity improved to deal with refugee and asylum issues | # government agencies, law enforcement & other security actors including guidelines specific to refugees based on HR standards & benefiting from capacity building activities | At the end of the progr., targeted institutions are able to organize training programmes & capacity building activities on the subject. | Response by local authorities and civil society perceived by refugees to be timely and appropriate | |
| | Prot. mech. & living conditions for children working in child labour enhanced | # working children accessing services according to their needs: education, voc. training, livelihoods opportunities for the family or life skills | # institutions that have mainstreamed child labour in their work Joint strategy by institutions to combat child lab. | Comprehensive legal framework and enforcement to combat child labor Decrease in cases of child labor | |
| | Nat. authorities mainstream refugees into a number of nat. policies based on improved pol. dialogue btw host gov. & EU, MS & other relevant actors | # workshops, seminars and conferences supported or organized by RDPP that include national actors in discussions about policy options for refugees | At least 1 policy in each of the 3 countries changed by authorities due to the advocacy work of RDPP | Comprehensive legal framework established in host countries related to rights of refugees Increase interaction (meetings, workshops) between host gov. EU and MS on refugee issues | |
| Livelihoods | Short-term employment opportunities generated for men and women | # people benefitting from short-term employment schemes | % of targeted women remaining employed | Perception of inclusion of women in the labor market improved | |
| | | #community-based cash for work programmes supported by the programme | % of people benefitting from short-term employment remain employed | | |
| | Population better equipped to acc. labour mark. by voc. training, job placement, support to biz start-up | % women targeted by employment generation schemes | # enterprises supported by the programme | # enterprises that have increased turnover & profit | Increased % of refugees employed in formal sector |
| | | # refugees & non-refugees who accessed labour market through the job-placement services, vocational training initiatives or start-ups supported by RDPP | # business start-ups # households that have increased their income | | % of business start-ups that have become sustainable business |

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8.3. Annex 3 – Recommended RDPP governance set-up

Figure 16: Suggested New Governance Set-up

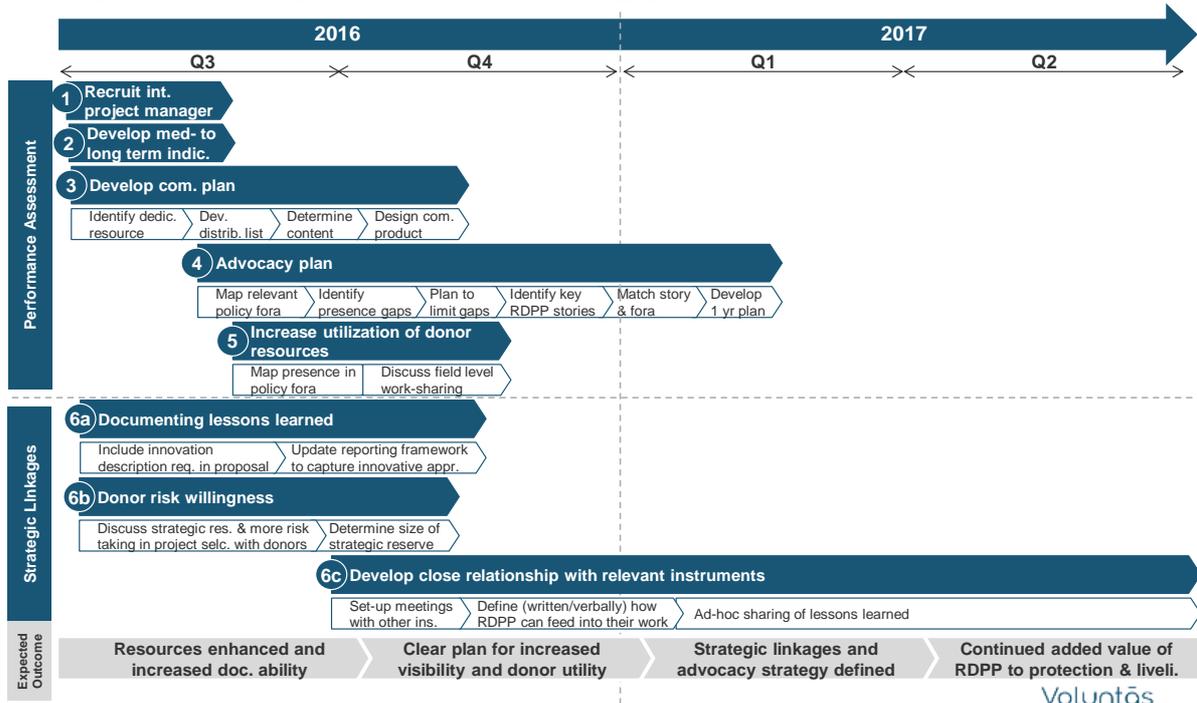


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8.4. Annex 4 – Suggested Implementation Plan

Figure 17: Top-level sequencing plan for recommendations



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8.5. Annex 5 – Qualitative Assessment of Partnerships

| Thematic area | Programme outcome | Partner | Project indicator | Status |
|---------------|---|--|--|---|
| Research | Evidence-base, dev.-led strategies, understanding, and knowledge | World Bank - Regional survey on impact of displacement on the socio-economic and living conditions of refugees and host communities | <ul style="list-style-type: none"> One regional report is published, disseminated and discussed with dev. Moreover, hum. Actors (or 3 country-focused reports). | <i>Some targets achieved, but project still ongoing</i> <ul style="list-style-type: none"> The World Bank survey has not been completed due to several initial delays. The project was already signed in October 2014 but is first expected to be finalized in September 2016. Challenges to cause delays include the Jordanian Government's unwillingness to approve the survey, security concerns in Iraq. Planning and preparations are currently underway. |
| | | Oxford University / Forced Migration Review | <ul style="list-style-type: none"> One special issue of FMR is published and disseminated in English, Arabic, French, and Spanish. | <i>Fully achieved</i> <ul style="list-style-type: none"> A special issue has been published on the Syria Crises: Displacement and Protection focusing on the impact of displacement on refugees and host communities and development-led strategies to tackle these. |
| Protection | Refugee and asylum seekers' rights upheld & their protection improved by improving capacity of local civil society groups | JCLA - Pathways to Justice: Empowering Syrian Refugees and their Host Communities in Jordan | <ul style="list-style-type: none"> 500 vulnerable people (refugees, non-refugees) who have access to quality legal services in Jordan 9250 beneficiaries assisted through awareness sessions, legal consultations, and legal representations 40 % of cases involving domestic violence issues addressed in legal consultations and/or representations | <i>Some targets achieved, but project still ongoing</i> <ul style="list-style-type: none"> The project was submitted in July 2015 for approval to the Government of Jordan through its online system of project approvals. Project approved in December 2015 after a considerably lengthy process. The project is now very well underway, having established 70 Memorandums of Understanding with various partners to establish referral system and broaden their reach. Legal aid is mostly assisting in obtaining marriage and birth certificates. |
| | | CLDH - Legal assistance to vulnerable persons in the context of the war in Syria | <ul style="list-style-type: none"> At least 200 vulnerable inmates, 100 refugees Syrian are assisted legally in the prisons and 100 of them are released At least 500 refugees and/or victims of torture approaching the center benefit from the assistance of the lawyers All policy makers aware of sit. of the refugees in Lebanon and prisons and improve treatment of refugees in Leb. | <i>Some targets achieved, but project still ongoing</i> <ul style="list-style-type: none"> Legal assistance is up and running; a total of 93 beneficiaries have had their cases 'successfully' redressed. 58 beneficiaries, the majority of whom were male Lebanese and other foreign nationalities, have successfully redressed their cases through being released or sentences reduced. For those assisted in the center through legal counseling, a total of 35 cases were successfully redressed and cases closed. Advocacy component is not completed, as a database documenting cases and violations is being developed and data entry of legal cases but is not finalized (2015). The database is intended to be the basis for advocacy reports. |
| | | AJEM - Legal Support to Syrian Refugees in Prisons | <ul style="list-style-type: none"> 1500 have access to legal awareness-raising (disaggregated by refugee status, sex, prisoners/detained, and area) 900 detainees have access to legal assistance and legal counseling | <i>Some targets achieved, but project still ongoing</i> <ul style="list-style-type: none"> Reporting to the RDPP has been an issue, which might reflect the assessment of goals reached. As of the latest project report, the AJEM project ongoing and have reached around a third to half of the target population. Education sessions for women have not yet taken place the prisons. Generally, in their work they have prioritized inmates with medical problems, |

| | | | | |
|-----------------|--|--|---|--|
| | | | <ul style="list-style-type: none"> 90% of targeted population (750) assisted legally, redressing their sit. due to the project (release of prisons, etc.) | <ul style="list-style-type: none"> elderly people, young people, pregnant women, victims of torture and drug users Changed administrative processes have not been detected, though AJEM is working a lot with advocacy. |
| | Refugee and asylum seekers' rights upheld, and protected space expands by communication, empowerment and conflict mitigation initiatives | Mercy Corps – Mitigating the Effect of the Syrian Refugees Crisis in Lebanon (MESRCL) | <ul style="list-style-type: none"> 40 % of municipality staff reporting increased capacity to respond to local needs and resolving tensions 20 % of Lebanese and Syrians interacting outside of the Action as perceived by the community leaders Three communities with functioning, sustainable conflict mitigation mechanisms and peace building initiatives | <p><i>Fully achieved</i></p> <ul style="list-style-type: none"> Project report submitted. |
| | Territory access improved reception conditions local authority, CSO capacities improve | UNHCR - Strengthening Refugee Protection Through Capacity-Building of Lebanese Local and National Authorities | <ul style="list-style-type: none"> 3 law enforcement and sec. Actors incl. Guidelines on refugees based on HR standards and benefiting CB Two universities incorporate a curriculum on refugee-related topics | <p><i>Results only partially achieved</i></p> <ul style="list-style-type: none"> The project has been delayed due the time it has taken to reach agreements with the government entities. The focus of the project is capacity building the security sector vis-à-vis the refugees mainly; the Army, ISF and by helping refugees attend universities. These entities have been trained in dealing with refugees and work on a code of conducts has started but not finished. |
| | Protection mechanisms & living conditions enhanced | ILO – Tackling child labor among Syrian refugees and their host communities in Jordan and Lebanon | <ul style="list-style-type: none"> Ten institutions have mainstreamed child labor in their work | <p><i>Some targets achieved, but project still ongoing</i></p> <ul style="list-style-type: none"> Upon reporting in December 2015, the project had faced delays due to time-consuming preparations for the project and, administrative delays in Jordan, where approval was still pending. In Lebanon, ILO has started its preparatory steps through organizing several meetings with the Ministry of Labour (MoL) and the Child Labour Unit to discuss the details of the project and the different roles and responsibilities Upon the latest reporting, ILO was also engaged in discussions with the MoL MoIM of concerning seasonal workers from Syria, and which will be planned to apply to Syrian refugee workers as well. The outcome of this is unknown. A TOT on child labor in agriculture was conducted in an educational farm in Bekka The first ever Arabic guide on this topic was planned to be produced for practitioners on child labor and agriculture. Unknown if it is finished. |
| Advocacy | Nat. authorities have mainstreamed refugees into a number of national policies based on improved pol. dialogue between host gov. and EU. | ABAAD – Uphold a Firm Commitment to the Right of all Human Beings to Seek Asylum in a Safe Country | <ul style="list-style-type: none"> At least 80% of FGD participants will be actively engaged in discussions on their needs and aspirations Capacities of 40 Syrian youth to do artistic methods to raise awareness in their communities and become AoC Min. 70% of therapists working with ABAAD show increased skills to | <p><i>Some targets achieved, but project still ongoing</i></p> <ul style="list-style-type: none"> Two technical training workshops on artistic mediums were carried out in the northern and Bekka, with a total of 41 beneficiaries participating, the majority of whom were Syrians and females. Effects of these on advocacy is yet to be established. Further, a total number of 132 SGBV survivors (76% of whom are refugees) have accessed and benefited from the direct services of the Mid-Way House (MWH) since the beginning of implementation. |

| | | | | |
|-------------|--|--|---|---|
| | MS, and other relevant actors | | <p>tackle masculinity with Men Center Beneficiaries</p> <ul style="list-style-type: none"> • Min.150 resident and women survivors of GBV better access to qual. service and can improve the qual. of their lives • Min. 55% of overall MHPSS prof. affiliated with NTTF trained will display improved skills in sup. affected communities | <ul style="list-style-type: none"> • 20 % of the targeted experts on SGBV have been trained. Five sex therapists who work at the men's center on issues related to gender and SGBV have been trained on positive masculinities and the concepts of engaging men in ending violence against women. • Training of the professional staff affiliated with the National Technical Task Force (NTTF) has yet to begin. |
| Livelihoods | Short-term employment opportunities generated for men and women | UNDP Jordan Phase 1 – Mitigating the impact of the Syrian refugee crisis on Jordanian vulnerable host communities | <ul style="list-style-type: none"> • 39,000 working days created; Household level income increased by 20 % during phase 1 • 500 men and women provided rapid employment; At least 350 men and women trained on business development • At least ten community projects implemented through cash for work | <p><i>Fully achieved</i></p> <ul style="list-style-type: none"> • Final project report submitted |
| | | UNDP Jordan Phase 2 - Skills Exchange of Vulnerable Hosting Communities and Syrian Refugees for Enhancing Livelihoods and Social Cohesion | <ul style="list-style-type: none"> • 100 Syrian & 200 Jordanian beneficiaries provided with short-term income gen.; 20 employment opp. created • 300 beneficiaries trained on conflict, prevention and resolutions skills • 70% of participants reporting positive changes in their basic livelihoods • 10 % increase in revenue of supported microbusinesses 12 months after establishment | <p><i>Ongoing/project at early stage</i></p> <ul style="list-style-type: none"> • By December 2015 no results were reported. No available updates. |
| | The population is better equipped to acc. labor mark. By voc. training, job placement, support to biz start-up | UNDP Lebanon - Support to Livelihood and Local Economic Development Opportunities in host communities | <ul style="list-style-type: none"> • 350 households that expand their livelihoods alternatives by new or improved livelihoods activities • Additional income at the household level accrued • At least 100 Full-time jobs created in targeted household | <p><i>Results only partially achieved</i></p> <ul style="list-style-type: none"> • As of December 2015, the partnership with UNDP has succeeded in having the approval of the Lebanese authorities to lead the project initiatives' despite a prolonged preparation phase. The project has developed partnerships with Lebanese authorities, and finalized approvals to adapt to the changing requests and shifted national priorities. The lack of a clear vision from the different ministries on the issue of livelihoods (especially on cash for work for refugees) has however delayed project implementation. • The creation of small and micro business and start-ups was launched in the North and central areas of Lebanon. • On the advocacy component of the project, UNDP tried together with ILO to have a common voice and position, leading the advocacy efforts vis-à-vis the government. The Lebanese government has proved quite anti-INGO |

8.6. Annex 6 – Instrument Mapping

The mapping shows that in the livelihoods sector key instruments for the RDPP to create strategic linkages to are:

- **German P4P.** Fund to finance activities with immediate impact to provide persons affected by the Syrian crisis (refugees and host communities) with livelihood opportunities. Measures include construction and improvement of roads, irrigation systems, homes, and schools as well as vocational training and initiatives designed to support small businesses.
- **Madad fund.** The overall objective of the EU Trust Fund (Madad) is to reach a total of EUR 1 billion to provide a coherent and reinforced aid response to the Syrian crisis on a regional scale. Responding primarily in the first instance to the needs of refugees from Syria in neighboring countries, as well as of the communities hosting the refugees and their administrations, in particular as regards resilience and early recovery. It focuses on non-humanitarian priority needs and may also be adapted to finance transition and reconstruction needs in a post-conflict Syria.
- **World Bank.** In the **Jordan** Emergency Services and Resilience Plan, the World Bank is working to help Jordanian municipalities address the immediate service delivery impacts of Syrian refugee inflows and strengthen municipal capacity. Grants will be provided directly to the municipalities hosting the largest concentrations of refugees, and will finance the need for additional public services and programs. A second component of the program consists of technical assistance to municipalities and implementing agencies to plan, implement, coordinate and manage the activities funded by the Municipal Grant; and capacity building of the main Government agencies and vulnerable communities in emergency preparedness, risk planning, management, and financing. In **Lebanon**, the bank has set up the Lebanon-Syria Crisis Trust Fund that serves the purpose of aligning donor support behind the Lebanese Government-led stabilization strategy while providing assurance to donors that funds are used for their intended purposes. The LSCTF constitutes a mechanism to help Lebanon meet the increased service demands brought about by the massive refugee inflows. It focuses on the short- and medium-term necessities of host communities.

In relation to protection, key instruments in the region are:

- **ECHO:** EU humanitarian funding has been directed mostly towards increasing security and protection for refugees. Besides the cash assistance provided in all three countries, ECHO collaborates with other international organizations by providing counseling, legal assistance and services to survivors of violence in Lebanon; basic life-saving assistance and shelter in Jordan; and an integrated, multi-sector life-saving response for all the most vulnerable groups in Iraq. With regards to the latter, assistance in 2016 will focus on newly displaced civilians, neglected IDPs, Syrian refugees and all those living in conflict-affected or hard to reach areas.
- **DFID:** The UK Department for International Development works to promote regional stability, by supporting countries to manage current conflict and crises, tackling the drivers of instability and conflict, and where possible, supporting political and economic reform alongside longer term development. To date, the UK has pledged £1.1 billion in humanitarian assistance to respond to the crisis. Particularly, the main aim is that of providing humanitarian assistance to the most vulnerable Syrians, Palestinians, and Lebanese, that, over time, will strengthen the resilience of refugees in a sustainable way. Among the actions taken in the protection area, it is worth highlighting: the support for the most vulnerable and conflict-prone municipalities in Lebanon to provide and improve basic service delivery and infrastructure; support for the registration of Syrian refugees and child-protection activities in Iraq; and support for Jordan's programme of political and economic reform as part of the cross-Government Arab Partnership.
- **USAID.** Besides its longstanding bilateral cooperation programs, USAID is providing additional funding to countries affected by the Syrian crisis. Projects are both regional

and country-specific, and their focus ranges from emergency operations to mid-term support for economic development. USAID aims at addressing the needs of vulnerable communities struggling with the growing influx of refugees. In particular, USAID works with other UN organizations already present in these territories, such as UNICEF for child protection, WFP for food security, and UNHCR and UNRWA for assistance to refugees. In Lebanon, the PRM (Bureau of Population, Refugees, and Migration) supports the full range of humanitarian aid programs for shelter, essential household items, primary health care, emergency medical care, and psycho-social services for victims of gender-based violence and those suffering from the trauma of violence inside Syria.

8.7. Annex 7 – List of interviewees

| Name | Organization |
|--------------------------|---|
| Alexis Loeber | EU Delegation to Lebanon |
| Ali Dahwich | RDPP |
| Anders Østervang | Embassy of Denmark to Lebanon |
| Andres Gonzalez | Oxfam |
| Anton Stemberger | MADAD Trust Fund |
| Bastien Revel | UNDP |
| Camilla Hagström | DG DEVCO |
| Celine Hoeks | Ministry of Foreign Affairs, Netherlands |
| Christopher Middleton | Swiss Agency for Development and Cooperation |
| Daniela D'Urso | ECHO, Lebanon |
| Eduardo Fernandez-Zincke | ECHO |
| Francesca Cardillo | Ministry of Justice and Police, Switzerland |
| Gen. Chaaban | Ministry of the Interior |
| Ghida Anani | ABAAD |
| Giorgia Cornaro | MADAD Trust Fund |
| Hala Helou | Ministry of Social Affairs, Lebanon |
| Haneen Al Rasheed | USAID |
| Haneen Sayed | World Bank |
| Harmke Kruithof | DG ECHO |
| Harriet Calis | Relief International |
| Hart Ford | ACTED |
| Hayder Mustafa Saaid | Ministry of Planning, Kurdistan Regional Government |
| Ibrahim Laafia | European Delegation to Jordan |
| Jacqueline Parlevliet | OCHA |
| Jane McCulloch | Department of Foreign Affairs and Trade, Ireland |
| Janine Abou Azzam | MADAD Trust Fund |
| Jean Nicolas Beuze | UNHCR |
| Joanna Parsley | Danish Refugee Council |
| Johan Peleman | OCHA/RCO |
| Julie El Khoury | AJEM |
| Karen Panum Thisted | Confederation of Danish Industries |
| Karin Eriksen | RDPP |
| Kateřina Krameřov | Ministry of Interior, Czech Republic |
| Kjetil Halvorsen | Ministry of Foreign Affairs, Norway |
| Lina Hammad | RDPP |
| Luca Rende | UNDP |
| Marco Caspurro | ECHO |
| Marie Wikstrom | Embassy of Sweden, Jordan |

| | |
|------------------------|---|
| Mathieu F. Goodstein | European Delegation to Iraq in Amman |
| Matteo Paoltroni | DG ECHO |
| Maurice Saade | FAO |
| Michael Moroz | UNDP - UNHCR Joint Secretariat (Syria Crisis), UNDP Sub-Regional Facility |
| Michael Schaadt | Office of the UN Resident & Humanitarian Coordinator. |
| Nadim Karkutli | MADAD Trust Fund |
| Nazar Jamil Abdulazeez | PAO |
| Nazha Chalita | Ministry of Labor, Lebanon |
| Omar Nuseir | Ministry of Planning & International Cooperation, Jordan |
| Peter Klansøe | Danish Refugee Council |
| Rami Khouri | American University of Beirut |
| Sami Zeidan | DG DEVCO |
| Samuel Chang | UNHCR |
| Sarah Avrillaud | ICRC |
| Sergio Garcia Arcos | RDPP |
| Spyros Demetriou | OCHA/RCO |
| Susan Leroux | OCHA |
| Tamara Nicodeme | Danish Refugee Council |
| Thomas Thomsen | Danish Ministry of Foreign Affairs |
| Vian Rasheed | Erbil Refugee Council |
| Vida Hamd | Embassy of Netherlands to Lebanon |
| Zehra Rizvi | Danish Refugee Council |

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