

lebanon and jordan fields of operation decentralized evaluation



final evaluation of EUTF funded project in lebanon and jordan
MADAD II: strengthening the resilience of palestinian refugees
from syria in jordan and lebanon

TF-MADAD/2018/T04.160

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About the EU Regional Trust Fund in response to the Syrian crisis, the EU Madad Fund

Since its establishment in December 2014, a significant share of the EU's non-humanitarian aid for Syria's neighbouring countries is provided through the EU Regional Trust Fund in Response to the Syrian Crisis, the EU 'Madad' Fund. The Trust Fund brings a more coherent and integrated EU aid response to the crisis and primarily addresses economic, educational, protection, social, and health needs of refugees from Syria in neighbouring countries such as Jordan, Lebanon, Turkey and Iraq, and supports overstretched local communities and their administrations. For more information about the EU Trust Fund, please visit:

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About UNRWA

UNRWA is a United Nations agency established by the General Assembly in 1949 and is mandated to provide assistance and protection to a population of some 5.6 million registered Palestine refugees. Its mission is to help Palestine refugees in Jordan, Lebanon, Syria, West Bank and the Gaza Strip to achieve their full potential in human development, pending a just solution to their plight. UNRWA services encompass education, health care, relief and social services, camp infrastructure and improvement, microfinance and emergency assistance. UNRWA is funded almost entirely by voluntary contributions.

Front cover image: The 11th Palestiniadi Games, Lebanon. © 2019 UNRWA Photo by Rabie Akel.

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Acronyms

AAP	Accountability to Affected Populations
ARDD	Arab Renaissance for Democracy and Development
CBO	Community-based Organisation
EUTF	European Union Regional Trust Fund in Response to the Syrian Crisis
FGD	Focus Group Discussion
FHT	Family Health Team
JCLA	Justice Centre for Legal Aid
JFO	Jordan Field Office
JOD	Jordanian Dinar
JRP	Jordan Response Plan
KAP	King Abdullah Park
KII	Key Informant Interview
LBP	Lebanese Pound
LCRP	Lebanese Crisis Response Plan
LFO	Lebanon Field Office
M&E	Monitoring and Evaluation
MHF	Medical Hardship Fund
MHPSS	Mental Health and Psychosocial Services
MTS	Medium Term Strategy
NGO	Non-governmental Organisation
OECD DAC	Organization for Economic Co-operation and Development's Development Assistance Committee
PDM	Post-Distribution Monitoring
PRJ	Palestine Refugee in Jordan
PRL	Palestine Refugee in Lebanon
PRS	Palestinian Refugee from Syria
PSS	Psychosocial Support
ROM	Results Oriented Monitoring
RPM	Regional Project Manager
RSSP	Relief and Social Services
SGBV	Sexual and Gender-based Violence
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
USD	United States Dollar
WFP	World Food Programme

Executive Summary

Context and Approach

The *MADAD II project: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon* project was implemented by UNRWA between October 2018 and September 2019, and subsequently granted an extension to run until December 2019. The project was funded by the European Union Regional Trust Fund in Response to the Syrian Crisis (EUTF). It had a total allocated funding of EUR 17,105,744.38, including EUR 15,105,744 million in Lebanon and EUR 2 million in Jordan.

The project aimed to strengthen the resilience of Palestinian Refugees from Syria (PRS) in Lebanon and Jordan through the provision of cash assistance and services. In Lebanon, MADAD II has focused on the provision of basic services in education and health, as well as multi-purpose cash assistance to PRS. In Jordan, the focus was on relief services to ensure PRS meet their basic needs of food, non-food items and shelter, to increase PRS resilience to cope with crises and emergencies and provide them with protection assistance, as well as enhancing UNRWA staff capacity so they can respond to PRS needs.

MADAD II was preceded by MADAD I, which had a strong focus on education as well as protection and cash assistance components. In Lebanon, MADAD II incorporated health and removed protection. MADAD III, which is the current iteration of the project, is a continuation of MADAD II, with the re-integration of protection in Lebanon.

IOD PARC, an independent consultancy specialised in assessing performance and managing change in the field of international development, was commissioned to conduct the final evaluation of the EUTF-funded MADAD II project in Lebanon and Jordan. The evaluation was undertaken between February and June 2020, and it focuses on the full implementation period of MADAD II between October 2018 and December 2019.

The final evaluation served a dual purpose of accountability on the quality of project delivery and results of MADAD II; and learning to derive good practices and assist in decision-making with regards to programming for PRS. The evaluation's findings are also expected to be useful for MADAD III.

The evaluation applies the OECD DAC evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability. The evaluation additionally mainstreams considerations on gender, human rights, partnerships and UNRWA's comparative advantage as an organisation mandated to provide essential services and assistance to Palestine refugees. In December 2019, the Agency's mandate was renewed until 2023 by the UN General Assembly.

The evaluation employed a qualitative mixed methods approach and was conducted entirely remotely due to limitations related to the Covid-19 pandemic. It included a desk review, key informant interviews with UNRWA senior and middle management as well as partners and the EUTF, focus group discussions with UNRWA frontline staff, and WhatsApp testimonies and telephone interviews with beneficiaries in both Lebanon and Jordan. We employed a mix of software tools to facilitate remote data collection that included Skype for Business, Microsoft Teams, Zoom and WhatsApp, as well as telephone.

Overview of Evidence

The MADAD II project, which began implementation in October 2018, supports the extension of the Agency's core services to PRS in education and health in Lebanon, and in terms of access to protection services in Jordan. MADAD II also provides multi-purpose cash assistance to PRS to meet basic needs following a blanket approach in Lebanon and a targeted one in Jordan. The project also focuses on social cohesion through its extension of services available to Palestine refugees in Lebanon (PRL) and Jordan (PRJ), respectively, to PRS, thereby avoiding parallel delivery of assistance and services.

The evaluation found that coverage afforded by MADAD II is essential and that it responds to the needs of PRS beneficiaries given their high level of vulnerability. In the absence of a solution for Palestine refugees, UNRWA holds the mandate to provide them with assistance and protection. Lebanon and Jordan as host governments and other UN agencies do not cover PRS as part of the Syria Regional Crisis Response.

Cash assistance is a fundamental component of MADAD II, but it has been found to be insufficient to meet beneficiaries' basic needs in both Lebanon and Jordan, i.e. to go beyond food to cover shelter and utilities. It is recognised that the Agency is operating within a limited financial pot for the provision of cash assistance, which limits

the amounts available for distributions. Nonetheless, vulnerability assessments, and subsequently targeting criteria, are outdated and require updating. The Lebanon Field Office (LFO) is currently completing a socio-economic study that will feed into a review of its targeting approach, and the Jordan Field Office (JFO) is also looking to conduct a new vulnerability assessment. These reviews are necessary for ensuring that the current context and any changes in the vulnerability of PRS beneficiaries are captured and addressed and can better consider equity issues.

In terms of health in Lebanon, the MADAD II project covered staffing costs for Family Health Teams (FHTs) to be expanded to absorb the additional PRS caseload there. The expansion of FHTs is reported by UNRWA to have allowed for longer consultation times and coverage to the PRS population. Beneficiaries, however, raised concerns in relation to quality of healthcare received; availability of medication; and ability to pay for transport to and from medical appointments, and for secondary and tertiary care when they are liable to pay a percentage (with the exception of Palestinian Red Crescent Society hospitals where secondary healthcare is fully covered).

In terms of education, the approach under MADAD II in Lebanon has been to incorporate PRS children into existing schools and class groups, and the provision of critical psychosocial support through dedicated School Counsellors has been successful. Even though beneficiaries are highly satisfied with having access to education and to recreational activities, they reported some concerns in relation to class sizes. Transportation costs are provided for recreational activities, and school transportation is provided to PRS in the Beqaa or those considered to be highly vulnerable. However, school transportation costs were noted by some beneficiaries who do not benefit from them as constituting a barrier for attending school, particularly when they are not camp based.

In Jordan, UNRWA provides protection services to all PRS, encompassing Sexual and Gender-based Violence (SGBV) and child protection, and with a special focus on those PRS who do not have legal status or documentation. Capacity to deal with protection cases increased under MADAD II as did the availability and quality of services provided. However, some concerns were raised in relation to emergency social workers not necessarily having a protection background or recent training. In addition, protection cases involving PRS without legal status are more complex and render beneficiaries under that rubric highly vulnerable and the Agency more constrained in its capacity to assist them.

In terms of impact on vulnerable groups, the most significant impact has been on children through access to education and recreational activities in Lebanon, as well as access to protection services, including SGBV and child protection in Jordan. The evaluation found important gaps in targeting and tailoring of the MADAD II intervention for persons with disabilities and in a gender-sensitive manner. In addition, the Covid-19 pandemic seems to have rendered PRS more vulnerable due to the implications it has had on access to livelihoods, education and health services. Even though Covid-19 falls outside the evaluation period, its repercussions will be relevant to MADAD III.

There is little evidence of consistency of feedback provided to beneficiaries, and systematic knowledge and use of complaint mechanisms available to them. There are ongoing efforts to address this issue, for example through the current Accountability to Affected Populations (AAP) model being piloted by LFO. There remains, however, a need for improvements in feedback loops to beneficiaries, including in making necessary provisions for vulnerable groups and for incorporating gender sensitivity.

The MADAD II project was implemented in a challenging context. Implementation was successfully adapted given the constraints related to Agency funding shortfalls and EUTF delays in disbursement of funds, as well as more general challenges related to staff turnover and hiring difficulties. Adaptations included the continuation of core education services, a provision of an extra round of cash assistance, retention of transportation for recreational activities and adaptation of psychosocial support (PSS) and recreational support. MADAD II also incorporated improvements to its governance structure by establishing a Regional Project Manager position and expanding staff capacity and numbers, particularly emergency social workers in Jordan and healthcare workers in Lebanon.

The design and trajectory of MADAD II suggests that there has been some degree of learning and course correction. MADAD II has drawn on evaluation findings from MADAD I, which covered Lebanon only, and implementation of the project has offered useful opportunities for brainstorming and reflection at an organisational level feeding into corporate reviews as well as project-level ones. Monitoring and beneficiary survey data has also been considered in introducing adaptations to identified needs. Nonetheless, monitoring practices and systems could be further strengthened. There are also weaknesses identified in drawing on staff expertise (e.g. those who have a direct role in implementation) in the design of MADAD interventions.

In terms of the Agency's partnership practices supporting MADAD II implementation, the evaluation found that UNRWA engages in coordination efforts with other stakeholders at strategic and operational levels. At a strategic level, UNRWA takes part in inter-agency sector coordination as part of the Syria Regional Crisis Response. At an operational level, UNRWA works with partners either to deliver assistance or services. Coordination is noted by both UNRWA stakeholders and partners to be largely transactional with exchanges of information to the extent necessary for delivering assistance, processing referrals or delivering specific services. Coordination with government authorities in both countries is limited, in part due to the legal status of Palestine refugees and the Agency's mandate in this regard. There is a desire from the part of partners to see greater UNRWA leadership on PRS issues at inter-agency level. UNRWA stakeholders recognise partnership practices as needing further strengthening; partnerships are identified as a priority under the Agency's Medium-Term Strategy and there is potential for more concerted and strategic efforts for forging them.

UNRWA expects the Syria Regional Crisis Emergency Appeal to continue given that PRS returns to Syria are likely to remain low. At present, there are no realistic options for considering exit strategies given the Agency's operational context and its mandate over PRS, but sustainability and transition planning could be considered in relation to the establishment of more strategic partnerships where cooperation with other organisations can be leveraged to decrease pressure on the Agency's services as well as concerted advocacy efforts to enhance employment opportunities for PRS and a resolution to legal status issues that would allow greater self-reliance and sustainability of interventions.

Major Findings

Relevance

Finding 1: MADAD II has enabled UNRWA to increase its capacity to provide essential support to PRS in Jordan and Lebanon in the areas of intervention. Nonetheless, there is no evidence that there has been direct beneficiary or partner participation in the design and planning of MADAD II, even if monitoring and survey data was employed internally by the Agency for these purposes.

Finding 2: UNRWA coordinates with other stakeholders at strategic and operational level, although these interactions can be transactional at times. Evidence gathered for the evaluation suggests that there was limited cooperation with government authorities in both countries in terms of planning and setting complementary strategies for addressing PRS needs, in part because the latter are under the Agency's mandate and not encompassed in government or other agencies' responses.

Finding 3: MADAD II has generally benefited from the learning and recommendations from the evaluation of MADAD I in Lebanon and recommendations of the ROM missions, as well as from monitoring and beneficiary survey data, resulting in adaptations to design and approach.

Effectiveness

Finding 4: Cash assistance is considered by beneficiaries to be essential, and in most cases it constitutes their main source of income, but it is not enough to meet their basic needs or reduce their economic vulnerability especially in the case of the most vulnerable: persons with disability, female-headed households, and the elderly.

Finding 5: Beneficiaries in Lebanon confirmed that UNRWA affords them access to education and health services, with higher rates of satisfaction in education, including in relation to PSS and recreational activities, than in health where concerns were raised in relation to quality of services received. Transportation costs, however, constitute a barrier for accessing both education and health services, particularly for out-of-camp beneficiaries who do not benefit from school transportation support.

Finding 6: MADAD II coverage has afforded beneficiaries with access to education and health services in Lebanon, although the Agency's heavy caseload may sometimes impact on the quality of these services. Targeting of cash assistance needs review in both Lebanon and Jordan to confirm and/ or revise vulnerability criteria.

Efficiency

Finding 7: The MADAD II project set-up has capitalised on established UNRWA working practices and existing staff capacity for the delivery of services and assistance, which has increased efficiency. Nonetheless, high staff turnover,

lengthy hiring processes, and delays and shortfalls in Agency funding have an impact on capacity available for implementation and on the workload of UNRWA staff more generally.

Finding 8: At the level of project governance, staffing structures have been adapted to ensure better coordination between MADAD II components and at a regional level between JFO and LFO. At the operational level, staff capacity has increased in some areas, for example in health in Lebanon and protection in Jordan. However, given the Agency's PRS case load, frontline staff capacity can be further strengthened.

Finding 9: Monitoring and reporting has contributed to internal reflections within UNRWA on adaptations to project design for MADAD II and MADAD III, as well as for broader reflections on programming. Frontline staff could be more meaningfully involved in these processes.

Impact

Finding 10: The MADAD II approach of integrating PRS into services provided to PRL and PRJ has, over time, led to increasing social cohesion between these communities. However, the cash assistance received by beneficiaries is not leading to the project's higher-level impact goal of reducing vulnerability, with important constraints experienced in relation to PRS finding and having access to meaningful employment in both countries, high cost of living and worsening socio-economic conditions.

Finding 11: MADAD II has had the most significant impact on children from the provision of education and recreational activities in Lebanon, and on vulnerable groups in Jordan through protection services. Gaps were found in accounting for the impact of MADAD II on persons with disabilities, female-headed households, and the elderly.

Finding 12: MADAD II seems to have contributed to several unintended consequences. These include many PRS feeling a sense of community with PRL and PRJ and no longer wishing to return to Syria if this became a viable option, despite challenges faced in Lebanon and Jordan, respectively. In addition, PRL and PRJ benefitting from the expansion of UNRWA services and increased staff capacity as a result of absorbing the PRS caseload.

Connectedness and Sustainability

Finding 13: UNRWA feedback and complaint mechanisms are not consistently and systemically used, and feedback loops to beneficiaries are weak. No specific provisions for vulnerable groups in relation to feedback and complaint mechanisms were identified, although there is recognised potential in the AAP model currently being piloted by LFO.

Finding 14: The Agency's operating context in Lebanon and Jordan, and its mandate on Palestine refugees and restrictions on labour market access to PRS in Lebanon and Jordan (the latter for those who do not have valid legal status in the country), render limited options for sustainability and transition planning and highlight the importance of advocacy efforts, including donor advocacy, in this regard.

Finding 15: The Agency's partnership practices are not developed to their full potential at both strategic and operational level, and there are gaps in leveraging partnerships to capitalise on the comparative advantage of partners and reduce the burden on UNRWA's services.

Recommendations

Recommendation 1

Prioritise the review of vulnerability assessments of PRS in Jordan and Lebanon to refocus and/ or review cash assistance targeting, including more consistent inclusion of gender-, age- and disability-sensitive criteria. **To action by JFO and LFO within second half of 2020.**

Recommendation 2

Undertake a review of existing Agency partnerships and an assessment of how these could be strengthened, particularly where they can provide expertise or services that are not available and/ or under pressure within UNRWA. **To action at Agency level within nine months.**

Recommendation 3

Engage in advocacy, including donor advocacy, to enhance right to work opportunities for PRS in Lebanon and for resolving issues related to access to legal residence status in Jordan. **To action at Agency level immediately and on an ongoing basis.**

Recommendation 4

Under MADAD III, undertake an assessment of the potential repercussions of Covid-19 on the Agency's areas of work, including in relation to livelihoods interventions, links between education and health interventions, and MHPSS and protection services provision. **To action by JFO and LFO within second half of 2020.**

Recommendation 5

Clearly communicate existing complaint mechanisms to beneficiaries and ensure they are consistently used and that beneficiary feedback loops are applied. **To action by JFO and LFO within three months.**

Recommendation 6

Reassess and streamline beneficiary complaint mechanisms, including making all necessary provisions for vulnerable groups to have access to them and clearly communicate changes introduced to beneficiaries in a comprehensive manner. **To action at Agency level within nine months.**

Recommendation 7

Provide relevant training, or refresh existing training where relevant, to emergency social workers in Jordan on protection and referral issues of relevance to the provision of assistance to PRS. **To action by JFO within three months.**

Recommendation 8

Under MADAD III, seek a top-up from the funder to increase the Jordan budget allocation to allow for higher monetary value of cash assistance to be available to vulnerable PRS. **To action by LFO and JFO Donor Relations Units in coordination with Front Offices, the Department of Planning at UNRWA HQ and EUTF within six months.**

Introduction

Background

1. The *MADAD II project: Strengthening the Resilience of Palestinian Refugees from Syria in Jordan and Lebanon* was implemented by UNRWA between October 2018 and September 2019, and subsequently granted an extension to run until December 2019. The project was funded by the European Union Regional Trust Fund in Response to the Syrian Crisis (EUTF). It had a total allocated funding of EUR 17,105,744.38, including EUR 15,105,744 million in Lebanon and EUR 2 million in Jordan.
2. The Agency's MADAD II project aims to strengthen the resilience of Palestinian Refugees from Syria (PRS) in Lebanon and Jordan through the provision of cash assistance and services. In Lebanon, MADAD II has focused on the provision of basic services in education and health, and multi-purpose cash assistance to PRS. In Jordan, the focus is on relief services through cash assistance to ensure PRS meet their basic needs of food, non-food items and shelter, the provision of protection assistance to increase resilience to cope with crises and emergencies, as well as enhancement of UNRWA staff capacity so they can respond to PRS needs.
3. MADAD II was preceded by MADAD I, which had a strong focus on education as well as including protection and cash assistance components. In Lebanon, MADAD II incorporated health and removed protection. MADAD III, which is the current iteration of the project, is a continuation of MADAD II and it re-integrates protection in Lebanon.
4. According to the 2020 Syria Regional Crisis Emergency Appeal,¹ there were 27,700 PRS in Lebanon and 17,343 in Jordan in 2019. In Lebanon, 89 percent of PRS live in poverty, 80 percent rely on UNRWA's cash assistance as their main source of income, and 55 percent do not possess valid regular residency documents; in Jordan, 86 percent households are in debt and 32 percent are female headed.² Those who entered the country after the Government of Jordan put in place a non-admission policy of PRS in 2013 additionally face protection risks due to lack of valid documentation. PRS in both countries are heavily reliant on UNRWA for services.
5. Funding for PRS comes through the UNRWA Syria Emergency Appeal. In Lebanon, the 2019 Emergency Appeal also received funding from WFP for cash for food assistance and contributions from Norway, Italy, and other donors which went towards multi-purpose cash assistance. EUTF funding to the Emergency Appeal for PRS in 2018 was complemented with UK and South Korea contributions towards unconditional cash assistance, and cash for food contributions from France.³
6. UNRWA does not expect the numbers of PRS in Lebanon and Jordan to decrease substantially; spontaneous returns have been observed but these are expected to remain small-scale to areas of relative stability and where basic infrastructure has been rehabilitated in Syria.⁴ UNRWA currently provides emergency assistance to PRS alongside its regular services to Palestinian Refugees in Lebanon (PRL) and Jordan (PRJ). This approach was deliberately adopted to encourage social cohesion between PRS and PRL/ PRJ as host communities, albeit placing a considerable strain on UNRWA services and capacity. In Jordan, UNRWA additionally assists Palestinian Refugees from Iraq and ex-Gazans.
7. The United States' decision to cut its contribution of USD 300 million to UNRWA in January 2018 created a significant funding gap in the Agency. Efforts to cover this funding shortfall coincided with the end of MADAD I and the early stages of MADAD II. At the time, the Agency's ability to continue to provide basic services to beneficiaries was threatened and the focus was on prioritising the continued provision of core services. By December 2019, the Agency had a financial gap of USD 167 million.⁵
8. MADAD II experienced delays in receiving funding from EUTF on two occasions. At the outset of MADAD II, there were delays in receiving initial funds that impacted on the recruitment of the Regional Project Manager and the Education Coordinator, and also on the implementation of activities; advance funds were secured from UNRWA HQ but these were primarily dedicated to cover the salaries of national staff. Delays were also experienced in the approval of the rider (change in the method of implementation) for the extension and top-up of the project in Q4 2019. These delays impacted on the implementation of activities, particularly in education; several activities planned between September and December 2019 did not go ahead. Approval of the rider was signed in

¹ UNRWA (2020) '2020 Syria Regional Crisis Emergency Appeal'.

² Ibid.

³ UNRWA (2018) 'Justification for the Request of Extension and Top Up to Contribution TF-MADAD/2018/T04.160'.

⁴ Ibid.

⁵ UNRWA (2019) 'Immense Support for the Renewal of the UNRWA Mandate at the UN General Assembly', Press Release, 16 December 2019.

December 2019, and savings from activities that were not implemented were dedicated to cover an additional distribution of cash assistance under MADAD II.

9. During the lifetime of the project, the political and security situation in both Lebanon and Jordan was rather unstable, especially in Lebanon from mid-October 2019 with a series of political demonstrations and civil unrest due to the deterioration of the economic situation there, coinciding with the end of MADAD II. Such instability directly affects the work of the Agency with PRS in terms of supply of and demand for services. Several interviewed beneficiaries cited such instabilities as a factor contributing to their deteriorating economic and social circumstances and sometimes fear to leave the camps when they do not have the needed governmental legal status. Additionally, during the project's implementation period, Lebanon witnessed changes to rules for Palestine refugees' employment in the country, which also affect PRS. These rules include requiring Palestinian workers to obtain a work permit in order to gain employment. Government crackdowns on businesses hiring foreign workers without permits were reinforced, which Palestine refugees protested against.⁶

Evaluation Purpose and Scope

10. IOD PARC, an independent consultancy specialised in assessing performance and managing change in the field of international development, was commissioned to conduct the final evaluation of the EUTF-funded MADAD II project in Lebanon and Jordan. The evaluation was undertaken between February and June 2020, and it focuses on the full implementation period of MADAD II between October 2018 and December 2019.
11. The final evaluation served a dual purpose of accountability on the quality of project delivery and results of MADAD II; and learning to derive good practices and assist in decision-making with regards to programming for PRS. The evaluation is also expected to be useful for MADAD III, which is the current iteration of the project being implemented.
12. The evaluation applies the OECD DAC evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability as well as the criterion for evaluation of humanitarian action on connectedness. The evaluation additionally mainstreams considerations on gender and human rights, and UNRWA's comparative advantage as an organisation mandated to provide essential services and assistance to Palestine refugees. In December 2019, UNRWA's mandate was renewed until 2023 by the UN General Assembly.

Methodology

13. The evaluation of UNRWA's MADAD II project was informed by a theory-based approach to understand if, how and why it has achieved results against its specific objectives in both countries of implementation, and made progress towards its overarching objective of *strengthening the resilience of PRS affected by the crisis and who have escaped to Lebanon and Jordan*.
14. The MADAD II specific objectives in Lebanon were:
 - A) Specific objective 1: To facilitate the integration of Palestine Refugee children from Syria (PRS) into UNRWA schools
Result 1: PRS children are able to access comprehensive, inclusive, quality education services despite their displacement; provision of education services are ensured for PRS/L.
 - B) Specific Objective 2: To guarantee access of PRS to primary health care services.
Result 2: Primary health care is available to PRS at UNRWA health centers and clinics.
 - C) Specific Objective 3: To preserve the resilience of the Palestine refugee communities through targeted relief.
Result 3: Vulnerable Palestine refugee families from Syria are able to meet their essential humanitarian needs.
15. The MADAD II specific objectives in Jordan were:
 - D) Specific objective 1: To preserve resilience through the provision of unconditional cash assistance to cover basic needs of food, non-food items and shelters.
Result 1: Vulnerable Palestine refugees from Syria are able to meet their essential livelihood needs.

⁶ Younes, Ali (2019) 'Why Palestinians in Lebanon are Protesting', Al-Jazeera English, 16 July 2019. Accessed on 24 June 2020, available at: <https://www.aljazeera.com/news/2019/07/palestinian-refugees-lebanon-protesting-190719194412471.html>.

- E) Specific objective 2: To provide an enabling environment for all PRS in Jordan through prevention and response to protection risks and international rights violations.

Result 2: Vulnerable and at-risk PRS individuals are protected.

- F) Specific objective 3: To enhance implementation of activities and services provided to PRS through timely reporting and ongoing monitoring system.

Result 3: UNRWA is able to effectively and efficiently plan, communicate, manage and monitor humanitarian response activities under increasing demands and operational complexity.

16. The evaluation was framed and guided by an evaluation matrix (see Annex C), which maps the evaluation questions against the evaluation criteria and was informed by the project's logical framework. The evaluation matrix was devised to ensure that a clear evidence chain links the project's objectives, evaluation questions and data collection methods.
17. The evaluation employed a qualitative mixed methods approach and was conducted entirely remotely due to limitations related to the Covid-19 pandemic (see Limitations section below). We employed a mix of software tools to facilitate remote data collection that included Skype for Business, Microsoft Teams, Zoom and WhatsApp, as well as telephone calls.
18. Sampling for the evaluation was based on the following priorities:
 - G) Representation of UNRWA staff at different levels of seniority and from sectors relevant to the MADAD II project in each field office. In Lebanon, these sectors were relief and social services (RSS) for multi-purpose cash assistance, health and education, and in Jordan RSS, protection and emergencies. We also sought to cover stakeholders in strategic positions such as donor relations, programming and planning, and frontline staff who deliver assistance and services directly to beneficiaries and are often embedded in communities.
 - H) Inclusion of organisations with which UNRWA engages at strategic planning and/ or operational level to examine the nature of the Agency's partnerships and explore the approaches of other stakeholders to interventions that are similar to those of MADAD II.
 - I) Incorporating the views of EU/ EUTF stakeholders to examine their perspective as the donor.
 - J) Ensuring the participation of PRS beneficiaries from in-camp and out-of-camp settings, with different household demographic characteristics, residing in different areas of Lebanon and Jordan and with varying levels of vulnerability (e.g. household size, female headed households, persons with disabilities in the household) and protection needs (e.g. legal status) to incorporate their experience of UNRWA services in Jordan and Lebanon in the evaluation.
19. The evaluation employed the following data collection tools:
 - K) Desk review: We undertook an in-depth review of documentation that included project documents, monitoring and reporting documentation, evaluations, background information and material, and corporate strategic and reference documents.
 - L) Key Informant Interviews (KIIs): We conducted interviews with 22 UNRWA senior and middle management staff at HQ and field office levels and with UNRWA partners. Five of these interviews were conducted during the inception phase as preliminary interviews to inform evaluation design, and the remainder were undertaken during the data collection stage. These interviews were held using Skype for Business, Microsoft Teams and Zoom. A list of KII stakeholders who took part in the evaluation is presented in Annex B.
 - M) Focus Group Discussions (FGDs): Four FGDs, two per field office, were conducted with UNRWA frontline staff. In Jordan, FGDs were conducted with Emergency Social Workers who are directly responsible for working with PRS in the North Amman, South Amman, Irbid and Zarqa areas. In Lebanon, FGDs brought together frontline staff from the Central Lebanon, North, Beqaa, Tyre and Sidon areas mixing between senior staff nurses/ staff nurses, medical officers, pharmacists, school counsellor focal points, school principals, sports focal points and social workers. FGDs were facilitated via Zoom.
 - N) WhatsApp testimonies: WhatsApp voice and text testimonies were collected from 27 PRS beneficiaries (16 women and 11 men) in Lebanon and 28 PRS beneficiaries in Jordan (13 women and 15 men). WhatsApp testimonies focused on three questions relating to PRS satisfaction with the UNRWA services they accessed, whether they faced barriers accessing these services, and their views on how services could be improved. Although the data collected is invaluable, it is somewhat limited in scope and volume given its focus on these three questions only.

Table 1: Detail of beneficiary WhatsApp voice notes collected for the evaluation

Location	Female	Male	Total
Lebanon	16	11	27
Jordan	13	15	28
Total	29	26	55

- o) Telephone interviews: We conducted four beneficiary interviews in Lebanon (three women and one man) and four in Jordan (three women and one man) from in-camp and out-of-camp settings, with different household demographic characteristics, residing in different areas of Lebanon and Jordan and with varying levels of vulnerability and protection needs. Even though in our sampling we had targeted two women and two men in each country, women took two of the calls intended for male beneficiaries (one in each country). Telephone interviews focused on the three questions posed through WhatsApp voice notes in more detail, as well as covering availability of information on UNRWA services and feedback mechanisms between beneficiaries and UNRWA.
20. Data collection templates were designed for each data collection method (with the exception of the desk review) and translated into Arabic. Data collection took place in both languages, with WhatsApp voice notes sent to beneficiaries in Arabic in female and male voice versions depending on their gender.
21. The revised methodology and data collection tools were agreed between the evaluation team and UNRWA after the Covid-19 lockdowns in Lebanon and Jordan upon finalisation of the inception report.

Gender and Human Rights

22. The evaluation addresses gender and human rights through the inclusion of evaluation questions on the provision of services to vulnerable groups, the impact of the intervention on these groups, and mechanisms available for them to provide feedback to UNRWA on service delivery. Vulnerable groups for the purposes of this evaluation include women, persons with disabilities, children and the elderly. The evaluation has additionally considered gender and human rights issues throughout the analysis where data was available (see Limitations below).
23. The sampling approach employed for the evaluation ensured that an equal number of male and female beneficiaries were selected for participation through WhatsApp voice notes and telephone interviews. In addition, the selection criteria applied also ensured that the sample included beneficiaries that are considered as protection cases, including female headed households, a range of ages, and in-camp and out-of-camp locations to gauge how experiences may differ depending on these characteristics (or the combination of them). There were several instances where female household members responded to WhatsApp or telephone interviews where the male head of household was not available (e.g. either due to illness) and vice versa, or where a household owns a single telephone. These instances flag the potential for both exploring hidden protection issues as well as for missing them, and the evaluation team recognises the shortcoming of telephone interviews and WhatsApp testimonies in this respect. We would encourage closer attention to this issue in future exercises and potentially incorporating considerations on exploring hidden protection issues to other data collection means, for example through Post-Distribution Monitoring (PDM) or assessments on Covid-19.
24. A culture-sensitive and gender-responsive approach was utilised throughout the data collection phase. Telephone interviews conducted with female or male beneficiaries were implemented by a member of the evaluation team with a matching gender where possible. Voice notes with questions to beneficiaries were also recorded by a female or a male member of the evaluation team corresponding with the gender of the targeted beneficiary consulted.
25. Beneficiaries' confidentiality and anonymity were protected throughout the evaluation and no identifying information was collected or is included in this report. Additionally, interviewed beneficiaries and those who were contacted by the evaluation team to answer question about their experience with the project had the right to full data privacy and protection and were informed that they can withdraw any information they provided to the evaluation team at any stage of the data collection phase, including after conducting the interviews and providing their WhatsApp testimonies. The names of beneficiaries were not recorded by the evaluation team and all interview data, WhatsApp voice notes and sampling lists will be discarded when the evaluation is complete.

Limitations

26. The evaluation was conducted within a limited timeframe between February and June 2020. The timeframe was additionally compressed by changes to the evaluation design to adapt to the repercussions of Covid-19 (see point below). As a result, the evaluation team narrowed the scope of the evaluation by revising the number of KIs, FGDs, telephone interviews and beneficiary WhatsApp testimonies that could be collected within the agreed evaluation timeframe.
27. The evaluation was initially designed at the very early stages of the Covid-19 pandemic. The original evaluation design included travel to Lebanon and Jordan for data collection. However, due to restrictions on international travel and lockdowns in Lebanon and Jordan, as well as in the countries where the evaluation team members are based, a remote evaluation modality was adopted, and remote data collection tools were utilised. However, this increased the risk of selection bias when coupled with the tight timeframe and reduced scope of the evaluation.
28. The MADAD II project was implemented between October 2018 and December 2019, and the third phase of the project, MADAD III, is currently ongoing.⁷ As such, the evaluation is retrospective and not all participants – including some frontline staff members – were aware of the distinction between the two phases of the project and slight differences in coverage (e.g. protection was not included in MADAD II in Lebanon but has been re-introduced in MADAD III). Data collection tools and prompts sought to mitigate this through direct references to the period covered by the evaluation, but inevitably the data collected includes reflections that fall outside the evaluation period.
29. Data collection was additionally undertaken during the Covid-19 pandemic and as such participants in the evaluation were affected by lockdowns, engaged in the Covid-19 response (e.g. UNRWA staff), or experiencing broader repercussion in terms of access to services in education and health as well as adverse effects on livelihoods (e.g. beneficiaries). The evaluation team made concerted efforts to gauge beneficiaries' experiences in relation to the period covered by the evaluation through the two routes of WhatsApp testimonies and telephone interviews. The data gathered through these methods was invaluable to this evaluation, although evidently this limited the scope of participation to those beneficiaries with access to a smartphone for WhatsApp testimonies. The evaluation team sought to mitigate this through the inclusion of telephone interviews, but these were few in number. Additionally, given limited interaction with beneficiaries, in particular through WhatsApp voice notes, it was not always possible to gather responses exclusively focused on the MADAD II implementation period.
30. The evaluation team faced delays in securing accurate MADAD II beneficiary lists and consent from sampled beneficiaries to be contacted in Jordan. In addition, no PRS beneficiaries from King Abdullah Park (KAP) in Jordan took part in the evaluation. The evaluation team was informed that engagement with PRS in KAP through WhatsApp and/ or telephone required special security clearance and became aware of this requirement too late in the sampling and evaluation process to secure these permits. PRS in KAP are considered highly vulnerable and would have offered an invaluable perspective for triangulation and analysis in relation to protection concerns and access to UNRWA services. While the evaluation team recognises that refugees at KAP face high protection risks and hence contacting them for evaluations requires special procedures, it is recommended that future evaluations (e.g. of MADAD III) take this issue into consideration and ensure that their perspectives are included where relevant.
31. Despite having employed gender-sensitive methods, limited data was collected from beneficiaries to offer a gendered perspective in the analysis. Where data was available to do so, the analysis offers this perspective but for the most part issues raised by male and female beneficiaries had many commonalities. Given our limited engagement with beneficiaries and the choice for very focused, high-level questions, it was not possible to explore gender perspectives in greater detail.
32. While remote data collection techniques allowed the evaluation team to successfully collect data and gather evidence useful to answering the evaluation questions, and in turn, to make an assessment against the evaluation criteria, these tools were limiting in some respects. The evaluation team could not conduct direct observations as initially planned to verify some of the data collected (especially when information received is contradictory, e.g. quality and delivery of some of the health services in Lebanon) and hence its ability to triangulate with regard to tools was limited to the desk review and the other above-mentioned remote data collection tools.

⁷ It is important to note that MADAD III is still under negotiation with EUTF. When the contract is signed, it will apply retrospectively.

Major Findings

Relevance

33. Relevance refers to the extent to which the Agency's MADAD II project responds to the needs of beneficiaries and to UNRWA's priorities and those of partners, and the way that it adapted the intervention to changes in circumstances over the project's lifetime.

Relevance Evaluation Questions

Are the Agency's mechanisms for intervention design, and stakeholder participation (beneficiaries and partners) sufficient and appropriate?

To what extent did coordination efforts and participation of duty bearers and Government authorities inform project activities and influence complementarity and coverage?

Were the project activities and strategies identified realistic, appropriate and adequate to achieve the intended effects?

To what extent did learnings and recommendations from the evaluation of MADAD I inform the project design and implementation?

Findings

34. Finding 1: MADAD II has enabled UNRWA to increase its capacity to provide essential support to PRS in Jordan and Lebanon in the areas of intervention. Nonetheless, there is no evidence that there has been direct beneficiary or partner participation in the design and planning of MADAD II, even if monitoring and survey data was employed internally by the Agency for these purposes.
35. Finding 2: UNRWA coordinates with other stakeholders at strategic and operational level, although these interactions can be transactional at times. Evidence gathered for the evaluation suggests that there was limited cooperation with government authorities in both countries in terms of planning and setting complementary strategies for addressing PRS needs, in part because the latter are under the Agency's mandate and not encompassed in government or other agencies' responses.
36. Finding 3: MADAD II has generally benefited from the learning and recommendations from the evaluation of MADAD I in Lebanon and recommendations of the ROM missions, as well as from monitoring and beneficiary survey data, resulting in adaptations to design and approach.

Overview of evidence to support findings

Intervention design and adequacy of strategy

37. Interventions for addressing the needs of PRS are guided by the Syria Regional Crisis Emergency Appeal and by UNRWA core programming in education, health, RSS and protection.
38. The MADAD II project is a continuation of MADAD I (albeit with amendments), which was implemented by UNRWA between August 2016 and September 2018. MADAD I in Lebanon had a predominant focus on education, and cash assistance and protection components in both Lebanon and Jordan. In MADAD II, the protection component was removed in Lebanon and health was introduced.
39. The design of MADAD II, which began implementation in October 2018, rests on two tenets. The first is supporting the extension of UNRWA core services to PRS – in education and health in Lebanon, and in terms of access to protection services in Jordan. For these components, the rationale was to expand existing UNRWA services to include PRS to facilitate social cohesion. The second tenet is the provision of multi-purpose cash assistance to meet basic needs. The targeting of beneficiaries is different in each country: Lebanon applies a blanket approach of eligibility to all PRS, whereas in Jordan cash assistance is targeted depending on vulnerability classification.
40. In the absence of a solution for Palestine refugees, UNRWA holds the mandate to provide them with assistance and protection. In both Lebanon and Jordan, UNRWA is responsible and accountable for extending its services to cover PRS according to the Agency's mandate. UNHCR do not extend their services to PRS in Lebanon and Jordan since they do not fall under their mandate. As such, PRS are highly reliant on UNRWA services and assistance. PRS would not be covered by other primary service delivery organisations should UNRWA not provide services and assistance to them. The approach of providing PRS with core services is, therefore, critical and

essential for meeting the needs of PRS.

41. The focus on several intervention areas – in Lebanon, education, health and cash assistance, and in Jordan cash assistance and protection – is intended to be complementary, and these intervention areas certainly respond to PRS needs. Nonetheless, interviews highlighted that MADAD II funding may be too stretched to allow for intended effects to be realised. This was also one of the conclusions of the Final Evaluation of MADAD I in Lebanon.⁸
42. While cash assistance was assessed as the most significant aspect of the project's components as expressed by the majority of the consulted beneficiaries, in most cases, interviewed beneficiaries reported that the amount of cash assistance they receive is not adequate to meet their basic needs: rent, electricity, water and internet bills, food, and transportation. Sometimes the amount of cash assistance received is merely enough to meet the cost of rent. Most interviewed beneficiaries stated that they are in fact in debt and regularly need to borrow money in order to meet their and their families' monthly expenditure.
43. In terms of health, the MADAD II project covers staffing costs for Family Health Teams (FHTs) in Lebanon, which were expanded to absorb the additional PRS caseload there. FHTs are considered primary healthcare gatekeepers. They cover Maternal and Child Health, non-communicable diseases, and outpatient services. They also have laboratory and X-ray team members and provide preventive and curative oral health. The expansion of FHTs is reported by UNRWA to have allowed for longer consultation times – increasing from 1-1.5 minutes and 100 consultations in a day to 3.5 minutes contact time and 77 patients seen per day.
44. Secondary healthcare is covered by UNRWA at 90 percent in private hospitals and 100 percent at PRCS hospitals, while tertiary care is covered by UNRWA at 60 percent in contracted hospitals. However, beneficiaries may not be able to afford to pay their percentage where they are liable to do so. The evaluation team understands that the co-sharing element for secondary and tertiary care is a policy put in place as a result of the 2016 UNRWA Hospitalisation Reform. The Medical Hardship Fund (MHF) was set up to support additional needs of beneficiaries that cannot be covered by project funds.
45. The approach to education under MADAD II has been to incorporate PRS children into existing schools and class groups. Beneficiaries and some UNRWA stakeholders reported larger class sizes and, as a result, pressure on schools, although we understand in some cases additional sections have been added in schools to manage class sizes. For the most part, provision of education services has shifted from double- to single-shift schools with only one double-shifted school remaining.
46. Frontline education staff in UNRWA schools in Lebanon reported adequate resources in staffing except in the case of School Counsellors where, at times, a single counsellor covers multiple schools and cases where schools do not have an assigned School Counsellor. In UNRWA schools in Lebanon, critical psychosocial support (PSS) has been provided to children and their parents by School Counsellors. UNRWA staff reported that the Agency will reduce the number of School Counsellors in MADAD III due to limited financial resources.
47. In Jordan, UNRWA provides protection services to all PRS, encompassing Sexual and Gender-based Violence (SGBV) and child protection, and with a special focus on those PRS who do not have legal status or documentation. Prior to March 2013, PRS gaining valid residence permits was straight forward, and many PRS already held Jordanian nationality. As of April 2018, 10,065 PRS held Jordanian nationality, and 3,135 did not. Those who do not have Jordanian nationality, and who arrived after 1 March 2013 cannot gain valid residence permits. As such, they cannot be referred by UNRWA to public services in Jordan (e.g. hospitals) or to partners (e.g. Jordan River Foundation or Family Protection Department) as their legal status would place them at risk of being sent to KAP or back to Syria.
48. PRS protection cases are initially dealt with by Emergency Social Workers. Capacity to deal with protection cases increased under MADAD II compared with MADAD I; under MADAD I there was only one Emergency Social Worker for all areas, whereas under MADAD II there were five in each area (and this is also the case now under MADAD III). This is noted by UNRWA staff to have increased the availability and quality of services provided. However, some concerns were raised in relation to Emergency Social Workers not necessarily having a protection background or recent training. Some were trained on SGBV several years ago, but many staff have changed since then. Performance of staff also differs with variations depending on the sub-offices they are based in as well as their level of experience and motivation.
49. In both countries, the project overall tends to not pay enough attention to the needs of the most vulnerable groups, mainly persons with disabilities, female-headed households and the elderly. There were beneficiaries

⁸ Van de Velde, Martine (2019) 'Final Evaluation Report: Maintaining the Resilience of Palestine Refugees from Syria in Lebanon'

who participated in the evaluation who were not receiving sufficient support for children with disabilities in schools and through the health system, for example, and there were households where family members had either lost their livelihoods or were recently deceased for whom support from UNRWA and their assessment of vulnerability had not changed. Evidence gathered for the evaluation suggest that there are cases where males in male-headed households will be in employment and receive cash assistance. This renders these households better off than female-headed households where the female head of household is not employed and is completely dependent on the financial support received through cash assistance.

Stakeholder coordination and participation

50. The evaluation did not find evidence of beneficiaries or partners being involved in shaping the planning of MADAD II. At inter-agency sector coordination level, exchanges focus mostly on strategies for the mobilisation of funding and definition of needs for various target groups, including PRS. However, in terms of shaping UNRWA interventions, this is understood to be done internally within the Agency, at times drawing on monitoring and beneficiary survey data, rather than in consultation with other stakeholders. Some partners interviewed for the evaluation stressed their interest in having stronger involvement in planning processes alongside UNRWA.
51. UNRWA engages on coordination efforts with other stakeholders at strategic and operational level. At a strategic level, UNRWA takes part in inter-agency sector coordination under the Lebanon Crisis Response Plan (LCRP) and the Jordan Response Plan (JRP); PRS are not included in the latter specifically but UNRWA attend relevant meetings. The Agency is involved in setting fundraising targets to respond to PRS needs at inter-agency level. There are also discussions through these forums ensuring that the assistance received by PRS and Syrian refugees, for example, is comparable to avoid tensions between displaced communities.
52. At an operational level, UNRWA works with partners either to deliver assistance or services, for instance from WFP on Cash for Food in Lebanon or UNICEF for WASH and education in KAP, or for referrals, for instance in Jordan with Jordan River Foundation for SGBV cases of registered PRS, and to Justice Centre for Legal Aid (JCLA) and Arab Renaissance for Democracy and Development (ARDD) for legal referrals. Sometimes UNRWA also coordinates the delivery of services, for example the delivery of legal workshops for PRS and staff training on SGBV by ARDD in Jordan. Coordination is noted to be largely transactional with exchanges of information to the extent necessary for delivering assistance, processing referrals or delivering specific services.
53. Coordination with government authorities in both countries is limited, in part due to the legal status of Palestine refugees and the Agency's mandate in this regard. In Lebanon, PRL already face significant restrictions in accessing the labour market, ownership of property and access to public services; PRS face similar restrictions and their presence in Lebanon is unlikely to be accepted as long-term. In Jordan, PRS who have Jordanian nationality are entitled to public services; constraints there are related to PRS who entered the country since March 2013 and do not have legal status.
54. Data collected for the evaluation suggests that discussions with EUTF informed the choice and coverage of project activities. The inclusion of health in MADAD II is understood to have been encouraged by EUTF. EUTF funding is critical for UNRWA. In 2018, EUTF contributions against the Emergency Appeal represented 33 percent of LFO's minimum operational requirements, 49 percent in 2019 and 44 percent in 2020. For JFO the percentages were 11 percent in 2018, 34 percent in 2019 and 56 percent in 2020. These percentages were provided by UNRWA against the minimum operational requirements and not against the full amount of the appeal, and figures for 2020 for both LFO and JFO exclude top-up amounts.

Learning and adaptation

55. Interviews conducted for the evaluation suggest that learnings and recommendations from the evaluation of MADAD I, as well as Results Oriented Monitoring (ROM) missions' findings and recommendations, did inform the design and implementation of MADAD II, as well as monitoring data and results from health satisfaction surveys and PDM surveys. Data collected additionally suggests that reflections from MADAD II have fed into the design and focus of MADAD III. Nonetheless, some issues highlighted by the evaluation of MADAD I remain in need of attention. It is important to note that the evaluation of MADAD I only covered Lebanon and no evaluation of the Jordan component of the project had been undertaken so far.
56. In Jordan, there was a decision to change the way in which cash assistance is targeted due to negative coping strategies that became apparent during MADAD I. In terms of project design, MADAD II applied for a top-up and extension for Q4 2019 to avoid a gap between MADAD II and III, which had been problematic under MADAD I. Additionally, interviewees noted that there was greater ability to provide better analysis of the situation of PRS in Jordan and Lebanon under MADAD II.
57. MADAD II introduced a Regional Project Manager (RPM) position to ensure better coordination and coherence between Jordan and Lebanon interventions. This decision stemmed from a recognition that the Jordan and

Lebanon components of MADAD I had been implemented in silos without sufficient coordination between them. Even though there were some reported difficulties in instituting the RPM role given established working practices during MADAD I, it was noted by interviewees that having an RPM has been beneficial – more so in MADAD III than in MADAD II, when the role was in the process of bedding in.

58. Interviewed frontline staff spoke of their minimal involvement in the design of MADAD interventions during the different phases. They mentioned that, being the staff members with the most contact with PRS, their views about a potential vulnerability assessment scheme could be most useful, but explained that their input was not requested or utilised in the design of the new phases concerning this issue. In reference to the recently conducted socio-economic survey, one participant in the evaluation said: *“We need to do the vulnerability assessment again and be more involved in it as social workers. Social workers are the ones who can do the assessment best. We must be given an important role in this respect. We know the community best and know who does and does not deserve cash assistance. Some are building houses and receive cash assistance. We cannot remove their names, although we know they have money. Others receive very little financial assistance although they need and deserve more.”*
59. Partners interviewed in Lebanon for the evaluation were not aware of the findings of the MADAD I evaluation (conducted only in Lebanon) and could not therefore provide insights into whether UNRWA’s MADAD II intervention incorporated related changes.

Effectiveness

60. Effectiveness refers to the extent to which MADAD II has achieved, or is expected to achieve, its objectives and results, including differences in results between target groups.

Effectiveness Evaluation Questions

To what extent were the overall objectives achieved?

Did the intervention satisfy the end user/beneficiary?

Are the services reaching the intended population?

Findings

61. Finding 4: Cash assistance is considered by beneficiaries to be essential, and in most cases it constitutes their main source of income, but it is not enough to meet their basic needs or reduce their economic vulnerability especially in the case of the most vulnerable: persons with disability, female-headed households, and the elderly.
62. Finding 5: Beneficiaries in Lebanon confirmed that UNRWA affords them access to education and health services, with higher rates of satisfaction in education, including in relation to PSS and recreational activities, than in health where concerns were raised in relation to quality of services received. Transportation costs, however, constitute a barrier for accessing both education and health services, particularly for out-of-camp beneficiaries who do not benefit from school transportation support.
63. Finding 6: MADAD II coverage has afforded beneficiaries with access to education and health services in Lebanon, although the Agency’s heavy caseload may sometimes impact on the quality of these services. Targeting of cash assistance needs review in both Lebanon and Jordan to confirm and/ or revise vulnerability criteria.

Overview of evidence to support findings

Achievement of objectives

Cash assistance

64. During the lifetime of the project, MADAD II activities were critical in the provision of unconditional cash assistance to cover basic needs for shelter, food, and non-food items in both Lebanon and Jordan. In both countries, PRS are not included in the overall government interventions for refugees from Syria, and most international organisations focus their interventions on Syrian refugees and do not include PRS in their interventions since Palestinian refugees fall exclusively under the mandate of UNRWA. UNRWA’s support to PRS within the framework of MADAD II was the main intervention that targeted PRS aiming to preserve (or contribute to) their resilience in the two target countries of Lebanon and Jordan.
65. The evaluation found that the amount of cash assistance PRS receive is not significantly reducing their economic

vulnerability. Cash assistance where only one household member, i.e. a female PRS married to a non-PRS Jordanian resident, is eligible is seen as useful but does not significantly help PRS meet their needs. When several household members receive assistance, the cash is more substantial, and it therefore makes a bigger difference on a household's financial situation.

66. The amount of cash assistance stayed the same over the course of MADAD II (and into MADAD III), but food prices and cost of living rose significantly in both Lebanon and Jordan, which constitutes an extra burden on PRS. Additionally, interviewed beneficiaries in Lebanon explained that the value of cash assistance has been significantly reduced because they receive the money in local currency rather than US dollars and at UNRWA's official exchange rate. This is exacerbated in Lebanon by the devaluation of the Lebanese Pound, although there are efforts to address this under MADAD III. UNRWA staff reported to the evaluation team that LFO recently paid April's and May's (2020) cash assistance for PRS at a preferential exchange rate and has also recently finalised discussions with banks to continue with a preferential humanitarian exchange rate going forward.
67. Emergency cash assistance and winterisation support (winterisation is not covered by MADAD) are seen by interviewed beneficiaries to partially compensate for shortfalls in unconditional cash assistance, especially to the most vulnerable. In Jordan, a fixed minimum amount of JOD 141 is provided to eligible households. The amount increases based on needs determined through PRS household visits and completion of emergency cash request forms if applicable. However, both beneficiaries and frontline staff reported that emergency cash assistance often takes a long time to be processed. This delay, for example in the case of a family who applied for emergency cash assistance after their home burnt down, did not help them when they found a new home to rent but had no timely access to the needed financial means to purchase furniture.

Education

68. The integration of PRS children into schools has been effective in decreasing the incidence of out-of-school children, particularly where PRS families live in camps; drop-outs are more common for out-of-camp families. The approach of integrating PRS children into UNRWA schools in Lebanon has also led to greater social cohesion in wider communities, which is noted by both UNRWA and beneficiary stakeholders who participated in the evaluation. However, an issue raised several times in terms of education is related to the difference in curriculum between Syria and Lebanon. Unlike the Syrian education system, where Arabic is the language of tuition, the Lebanese education system, which extends to UNRWA, requires a certain level of English language proficiency. This poses a challenge to PRS students who may struggle to keep up with PRL students due to differences in the school curricula.
69. In UNRWA schools in Lebanon, critical PSS work has been provided to children and their parents by School Counsellors. However, School Counsellors do not have the capacity to cater to all students and their families in need of support due to the high demand for psychosocial support. This is linked to deteriorating socio-economic conditions, which in turn have led to increased levels of stress and negatively impacted psychosocial wellbeing. While most schools have a School Counsellor, there are a number of schools that do not have a counsellor as noted above. Moreover, some School Counsellors cover two schools in order to increase coverage; and in the absence of a School Counsellor, teachers reported that in some circumstances they try to substitute for counsellors. This raises concerns as teachers are not trained on the Mental Health and Psychosocial Support (MHPSS) Framework or in offering technical PSS support, posing risks of causing harm to those who seek PSS support and do not have access to staff qualified to offer that support.
70. There are also barriers for beneficiaries to access education services. In education, drop-out issues are noted as a cause for concern by UNRWA staff. One reason for drop-out rates may be the cost of school transportation. Under MADAD I and II, all PRS children (650-700) in the Beqaa benefitted from transportation assistance, in addition to up to 50 additional exceptionally vulnerable cases in other areas. However, this is experienced as a barrier by beneficiaries areas other than the Beqaa who are not considered exceptionally vulnerable. For recreational activities, transportation is provided to ensure that all children have access to participate. Another factor that contributes to out-of-school children is child labour. For example, in the case of one beneficiary, they had taken their child out of school to work as they had no source of income as a female-headed household.

Health

71. In terms of health, beneficiaries in Lebanon who participated in this evaluation confirmed that they were able to access primary healthcare services but raised concerns in terms of quality of care received, as well as sometimes experiencing access barriers. In particular, female beneficiaries noted short consultation times and difficulties in seeing specialist doctors, getting necessary tests done due to cost, or securing care for family members with disabilities due to lack of specialist health professionals. These levels of satisfaction are notably different from the results of the 2018 Health Satisfaction Survey, administered by the LFO Health Department to 460 PRS, which

suggests high levels of satisfaction with UNRWA health services. The difference in timeframe may be a factor accounting for these differences as well as scope of coverage, with this evaluation engaging a far smaller number of PRS.

72. Even though medicines are not covered by MADAD projects, these were highlighted by beneficiaries as being an issue across the board. Several beneficiaries highlighted that they only have access to basic medicines like paracetamol or antihistamines through UNRWA, even though they may have conditions that require other types of medicines. Beneficiaries did not state whether they had any opportunities to provide feedback or complain to UNRWA about this issue. Difficulties and gaps in the provision of medication was also highlighted by UNRWA stakeholders.
73. In the area of health, as noted above, there is limited availability of medications even for some chronic diseases such as diabetes and high blood pressure. As a result, many PRS get replacement medications from Syria or they will spend their cash assistance to buy medication. Similar barriers are reported in relation to transportation, with UNRWA health staff reporting incidents of beneficiaries missing medical appointments and postponing vaccinations because they cannot afford transportation to reach health centres. The evaluation understands that the Agency's MHF reform process will seek to reduce some of this pressure on beneficiaries, including by providing additional financial resources to support patients in accessing non-catalogued medication for chronic diseases.

Protection

74. Protection cases linked to legal status or documentation issues in Jordan stood at around 400 at the time of the evaluation. They have access to services and assistance provided directly by UNRWA (e.g. in health and education), but they face constraints in accessing services offered by external providers. This means that, for example, SGBV or child protection PRS cases without legal status have to be dealt with internally where they would otherwise be referred externally if they had legal status, and that private medical treatment needs to be funded by UNRWA because PRS protection cases without legal status cannot be sent to public hospitals where referrals to secondary or tertiary health care are needed. Interviews conducted for the evaluation suggested that the Agency finds ways of assisting PRS protection cases who do not have legal status where possible, but that they may not always be able to do so. As such, protection cases, without legal avenues for resolving residency status remain highly vulnerable.
75. We did not get specific input from beneficiaries on protection assistance and services provided by UNRWA.

Timely reporting and ongoing monitoring system of activities and services provided to PRS

76. According to the staff members interviewed in Jordan, their timely reporting and ongoing monitoring system of activities and services provided to PRS have been significantly enhanced thanks to internal organisational coordination mechanisms. Reporting to the EU within the framework of MADAD II project has proved especially helpful in achieving this result, which is one of the main targeted results for the MADAD II intervention in Jordan.

Beneficiary satisfaction

77. Cash assistance is considered by beneficiaries to be helpful but not enough. In general, the cash assistance received contributes to other costs, for example paying rent, utilities and at times medication or transportation costs. For some beneficiaries, UNRWA cash assistance is their only source of income. Beneficiaries have additionally struggled with the amounts of cash assistance they receive from UNRWA having stayed the same and paid out in the countries' local currency rather than USD. This has been particularly difficult for beneficiaries in Lebanon where UNRWA used its exchange rate of LBP 1,509 per USD while food prices and cost of living has increased in both countries and the currency has devalued. It is understood that LFO has been using a preferential humanitarian exchange rate since April 2020.
78. In Jordan cash is received every three months – JOD 20 in some cases, JOD 4 of which are spent on transport to go get the cash. In Lebanon, LBP 120,000 received monthly for cash assistance, of which LBP 35,000 go to school transport per month if beneficiaries are liable to pay it. These financial barriers sometimes apply more starkly to non-camp residents who may not be eligible for school transportation or who have to take their children to UNRWA schools in camps, for example, and have to spend some of the cash assistance on transport to access UNRWA services. Transportation is a hidden cost across sectors of the MADAD II intervention.
79. There is generally a high degree of satisfaction with education services in Lebanon, and especially recreational activities. Beneficiaries highlight that access to UNRWA's education services has ensured that Palestinian children coming from Syria were able to continue and/ or complete their education without delays and note

improvements in social cohesion as a result of contact with PRL families through the school system. Beneficiaries also note that social cohesion has increased over time through encountering PRL community members in community settings.

80. Some challenges remain in relation to education, as noted above. Some beneficiaries expressed concerns in relation to class sizes, which affects quality, as well as behavioural issues and violence between students. In some cases, beneficiaries reported that they had to pay for private classes after school so their children would compensate for pressures and issues experienced in schools. Some beneficiaries also noted gaps in the provision of education and recreational activities for children with disabilities. In addition, the shift to online teaching and learning during Covid-19 is now a major challenge for some families due to internet access barriers due to costs related to this. Even though the Covid-19 crisis does not fall under MADAD II, this finding is relevant for MADAD III. UNRWA staff reported that in Lebanon part of the Covid-19 Flash Appeal in May 2020 took these issues into consideration and support has been provided to families including PRS. The evaluation team could not verify this information with PRS who benefited from this intervention; beneficiaries interviewed during the Covid-19 crisis reported that they had not received support from UNRWA at the time of their participation in the evaluation. Interviews with beneficiaries were conducted between 1 and 12 May 2020.
81. Beneficiaries expressed little satisfaction with available health services in Lebanon. Even though they noted that they do have access to primary healthcare services through UNRWA, they raised concerns with regards to the quality of these services. Some of the most prominent issues included contact time with health staff, quality of consultations in terms of time dedicated to examinations and diagnosis, and types of medication available through UNRWA. There were consistent concerns with being given medication that was not suitable for specific conditions (e.g. paracetamol is noted to be commonly prescribed for a range of health conditions, as well as examples of antihistamines being prescribed for coughs). Many of the beneficiaries who provided WhatsApp testimonies additionally highlighted that when they may require secondary or tertiary care, they are not able to cover the difference between what is covered by UNRWA and what they need to pay for themselves or to afford transport to go to appointments in other locations. Some of these barriers are also noted in the results of the 2019 Primary Health Care Access, Utilisation and Impact Survey. Although some of these barriers may be overcome in the future as a result of MHF reforms, at the time of the evaluation these barriers were prominent in the perspectives of beneficiaries.
82. The evaluation received anecdotal evidence of beneficiary perceptions that personal relationships make a difference in the provision of health services. This perception relates to beneficiaries' knowledge of the percentage coverage other individuals received from UNRWA for undergoing surgery as well as the time required to process their applications. Those who have connections are thought to receive better percentage coverage as well as have their applications processed faster. The evaluation team could not corroborate the accuracy of these perceptions. Even though the UNRWA hospitalisation policy clearly states who is eligible for different percentages, the implementation of this policy was not visible to the beneficiaries consulted.

Services reach to the intended population

83. Coverage afforded by MADAD II to PRS is considered to have been a success in as far as it has afforded access to cash assistance (blanket in Lebanon and targeted by vulnerability in Jordan), health and education services in Lebanon, and protection in Jordan to a population that is otherwise not covered by other stakeholders. However, the extension of services to several sectors of intervention suggests that quality of services is sometimes adversely affected as there are more limited resources per sector than there would be if funding was concentrated in a specific area of intervention – particularly considering the financial constraints that the Agency faces overall.
84. Concerns were raised by several stakeholders that targeting of populations and the evidence needed to do this in a systematic way needs attention. The targeting of cash assistance needs review in both countries. In Lebanon, the decision to apply a blanket approach to cash assistance for PRS is based on a 2015 socio-economic survey undertaken by the American University of Beirut. The survey, which spanned over 1,000 PRS households, found that 89 percent could not meet basic food and non-food needs, and nine percent were unable to meet essential food requirements.⁹ Interviews suggest that the blanket approach to cash assistance eligibility adopted by LFO was justified based on the results of the survey, which highlighted constraints faced by PRS in Lebanon in accessing the labour market and in relation to registration status. This blanket approach, however, means that the amount available to distribute across the beneficiary group is less than if a more targeted approach was adopted given the limited pot of funding available for cash assistance. UNRWA was conducting a socio-economic survey at the time of the evaluation to re-assess PRS vulnerability in Lebanon, and results are expected by the

⁹ Chaaban, J., Salti, N., Ghattas, H., Irani, A., Ismail T. and Batlouni, L. (2016) '[Survey on the Socioeconomic Status of Palestine Refugees in Lebanon 2015](#)', Report published by American University of Beirut and UNRWA.

end of June 2020.

85. In Jordan, on the other hand, cash assistance is targeted. A large proportion of PRS in Jordan have Jordanian nationality and have access to the labour market, but unemployment rates in the country are high so they may often be out of employment and reliant on the Agency's cash assistance. Targeting in Jordan is based on a late 2017/ early 2018 vulnerability assessment. This assessment is also deemed to be somewhat outdated with anecdotal evidence that those receiving cash assistance may not, in some cases, be those most in need. UNRWA frontline staff conveyed difficulties they faced in explaining targeting of cash assistance to beneficiaries where this situation materialises and is known to the community. Interviewees noted that JFO was implementing a Joint Vulnerability Assessment with WFP and UNHCR, which would have been the basis for a review of the current targeting approach, but this has been postponed due to Covid-19. JFO is now exploring the possibility of conducting a similar exercise independently.
86. Sometimes service reach depends on the location of PRS, with differences between in-camp and out-of-camp beneficiaries. Access to services by PRS from outside camps tends to be more limited and affected to a greater extent by other types of barriers, for example in relation to transportation costs. This is the case for school transport in education services where beneficiaries are not eligible for it, as well as health.
87. People with disabilities are not all included under protection in Jordan, and many do not qualify for the higher amount of unconditional cash assistance based on place of registration, i.e. USD 40 per person per month (USD 120 on a quarterly basis). When they fell in the category of PRS families whose head of household had a valid Jordanian identification document originally registered with UNRWA in Jordan (despite having lived and come from Syria and therefore recognised as PRS), they were eligible to receive USD 9,58 per person/ month distributed quarterly (USD 28,74 on a quarterly basis) from Q3/2018 to Q1/2019, and 10,42 USD per person/ month distributed quarterly (USD 31,26 on a quarterly basis) from Q2/2019 to Q4/2019. Additionally, not all UNRWA facilities and installations are accessible for people with disabilities. Although some have been habilitated, interviewees note shortcomings in ensuring all facilities are accessible in part due to shortfalls in Agency funding.
88. Recreational activities have been found to reduce drop-out rates and MADAD II funding for these is seen to be essential. There was also a noted improvement in psychosocial support provided in schools under MADAD II through School Counsellors. Under MADAD II, language barriers in terms of knowledge of English were found to be a challenge for PRS students in Lebanon. English language proficiency is now of focus under MADAD III.
89. Frontline health and education staff in Lebanon highlighted the limited reach of services to PRS experiencing SGBV. While referral processes were explained, the lack of specific outreach to PRS who might be impacted by SGBV was highlighted as a concern. In light of Covid-19 and more limited contact with beneficiaries, frontline staff considered this would be a significant issue to pay attention to in moving forward with MADAD III.

Efficiency

90. Efficiency refers to the extent to which MADAD II delivers or is likely to deliver results in an economic and timely manner.

Efficiency Evaluation Questions

To what extent were results achieved efficiently? Were resources effectively utilised?

Were the resources available (human and financial) sufficient to deliver project outcomes?

Was the project staff structure appropriate to deliver an effective response?

To what extent did the project's monitoring and reporting mechanisms contribute to learning and inform decision-making?

Findings

91. Finding 7: The MADAD II project set-up has capitalised on established UNRWA working practices and existing staff capacity for the delivery of services and assistance, which has increased efficiency. Nonetheless, high staff turnover, lengthy hiring processes, and delays and shortfalls in Agency funding have an impact on capacity available for implementation and on the workload of UNRWA staff more generally.
92. Finding 8: At the level of project governance, staffing structures have been adapted to ensure better coordination between MADAD II components and at a regional level between JFO and LFO. At the operational level, staff

capacity has increased in some areas, for example in health in Lebanon and protection in Jordan. However, given the Agency's PRS case load, frontline staff capacity can be further strengthened.

93. Finding 9: Monitoring and reporting has contributed to internal reflections within UNRWA on adaptations to project design for MADAD II and MADAD III, as well as for broader reflections on programming. Frontline staff could be more meaningfully involved in these processes.

Overview of evidence to support findings

Utilisation and availability of resources

94. The MADAD II programme set-up capitalises on existing UNRWA services and capacity through its extension of PRL and PRJ services to PRS. This allows for not 'reinventing the wheel' and taking advantage of established practices and approaches that are familiar to UNRWA staff, thereby increasing efficiency.
95. MADAD II was implemented at the time when UNRWA was undergoing a financial crisis due to the cessation of United States funding to the Agency. At an Agency-level, efforts were concentrated on covering the gap in funding from the United States although it is understood that the United States cuts did not have a substantial impact on the MADAD II project itself.
96. In addition, at the beginning of MADAD II there was a delay in the disbursement of funds and the project started implementation without disbursement of these funds from EUTF with support from an UNRWA HQ advance. Gaps in funding related to delays in the approval of the rider (change of method of implementation) by EUTF were also experienced at the end of MADAD II in Q4 2019, for which UNRWA had applied for an extension and top-up. The Agency introduced contingency measures to ensure that salaries of critical staff were covered.
97. Given delays in EUTF funding, some MADAD II activities could not go ahead. However, core activities were prioritised, and adaptations to delays included the continuation of core education services, provision of an extra round of cash assistance, retention of transportation for recreational activities, tailoring of PSS and recreational support, and the provision of medical consultations by FHTs when clinics were closed.
98. UNRWA's financial situation is more broadly seen to have adverse effects on hiring, job security and employee turnover, which may at times affect project implementation and availability of human resources. In terms of hiring, shortfalls and/ or delays in funding, or the project-based nature of some positions, has an impact on the Agency's ability to attract suitable candidates and to provide them assurances that their position can potentially continue beyond engagement in a specific project, including on MADAD II. There is additionally high employee turnover, especially at the level of frontline staff – although this was not to be less prominent in MADAD II compared with MADAD I. When staff leave, evidence from interviews suggest that processes to hire new staff members are lengthy. Bureaucratic processes are seen as one of the reasons behind delays in new hires. There is also a perception that UNRWA is highly scrutinised for its actions and often faces financial and political pressure, and new hires are therefore approached with caution.
99. Interviewees additionally reported limited job security depending on contract type. Most of the time, these contracts are for less than a year, and sometimes they could range between three and six months, particularly for frontline staff. Contracts may be renewed pending completion of performance evaluations, which add to the process of contracting and the burden on staff involved in these. Length of contracting is in some cases attributed to staff salaries being linked to specific projects and/ or to limited funding available to cover specific positions.
100. High staff turnover has an impact on UNRWA in terms of loss of skills and capacity, and on the workload of other staff members. For example, in Jordan protection staff received training on SGBV through ARDD in 2015/16 as well as through the 'Building Safety' project implemented by the Agency that focused on SGBV in emergencies. SGBV is seen as a key component in the provision of protection services, but several staff who participated in trainings have left the organisation and trainings for new staff have not been conducted. High turnover also influences the workload of other UNRWA staff, who are often already overwhelmed, and who take over the responsibilities of colleagues who leave the Agency.

Staff structures

101. The position of Regional Project Manager was introduced half-way through the implementation of MADAD II. The aim of introducing this position was to follow up on all aspects of project implementation in Jordan and Lebanon and ensuring coordination and coherence between project components in both countries. The RPM role began to be embedded during MADAD II, with more substantial oversight in Lebanon and more specific exchanges with Jordan. The role has now been consolidated further under MADAD III. During MADAD I, there was no official RPM position and that phase of the project was implemented somewhat independently by LFO and JFO. The trajectory of the RPM role suggests that there has been a gradual movement towards establishing coordination structures at a regional level for MADAD II, and now MADAD III, interventions.

102. MADAD II is recognised as having contributed to increasing LFO capacity in relation to staff numbers, particularly in health in Lebanon through support to the expansion of FHTs and in Jordan in relation to Emergency Social Workers. Nonetheless, there are further staff capacity needs. In health, there is an identified need to hire more doctors to address concerns with quality of healthcare in relation to contact time. In terms of frontline staff, it is felt that there are not enough social workers in both Lebanon and Jordan – although capacity in the latter has been expanded under MADAD II. In Lebanon, interviewees noted that *“on average, we have 560-700 families and we have surveys and PDMs to conduct and many more activities. We prepare lists beforehand, but new families still come, and we have more and more. We have four social workers in each area, and we have one car.”*
103. It is also felt that staffing available for home visits is not adequate. In both Jordan and Lebanon the frequency of home visits is not considered to be sufficient, although in Lebanon all PRS are visited, which is not the case in Jordan. The Lebanon ROM report of October 2019¹⁰ highlighted that visits to PRS were not frequent; UNRWA frontline staff considered more frequent visits to PRS to be desirable, but it is understood this is not possible due to constraints in staff availability and time to do so.
104. In the field of education, there are shortfalls in MHPSS staffing in Lebanon. Not all schools have School Counsellors and in some cases a counsellor is responsible for more than one school. School Counsellors are responsible for low- and medium-risk cases, with high-risk cases being referred to specialised services within UNRWA or those provided by external partners. Frontline staff note that they are identifying more issues than it is possible to address by School Counsellors in the time available to them and their existing workload. This could at times lead to ethical implications for frontline staff who may not necessarily have the skills to address issues arising but feel conflicted about not taking action.
105. In Jordan, having a protection officer available to work alongside emergency social workers was seen as highly beneficial, enabling frequent collaboration and provision of peer support to provide services and assistance to PRS. The protection officer was not funded under MADAD II, but this position is now funded under MADAD III.

Project monitoring and reporting mechanisms’ contribution to learning and decision-making

106. The evaluation identified ways in which project monitoring and reporting feed into learning and decision-making. These focus on exchanges within UNRWA, as well as decisions on the design of MADAD III.
107. In Jordan, MADAD III has incorporated an increase in the cash assistance allowance for PRS due to findings from PDMs on needs and negative coping mechanisms adopted by beneficiaries. In the field of protection, and recognising the sensitivity of dealing with PRS who do not have legal status, a legal firm will be hired to deal with these cases. In Lebanon, protection has been re-incorporated given gaps and needs identified during MADAD II in this respect.
108. Interviews also noted that MADAD II has offered useful opportunities for brainstorming and reflection at an organisational level. UNRWA HQ holds mid-year and annual reviews of interventions that bring programmes and fields together, and the implementation of MADAD overall in its various iterations has allowed for sharing of additional information that has contributed to the review of programmes. There are also opportunities for reflection at the level of the MADAD project teams through coordination exchanges that involve staff from HQ and field offices and in different functions (e.g. including finance). In addition, field offices are required to report on Emergency Appeal indicators, which cover MADAD projects; and they organise quarterly management reviews of progress against these indicators.
109. Gaps were identified in relation to institutional memory that are exacerbated by weaknesses in monitoring systems and archiving practices. Within the Agency, there is a perception that monitoring data gathered is limited, including weaknesses in the collection and use of Sex and Age Disaggregated Data as part of the humanitarian response. Monitoring data is often used for verification exercises rather than to directly inform programmes. As a result, and linked to the high turnover of staff, there is a recognised need to strengthen these systems and practices to ensure that the Agency retains learning from implementation.
110. There also seem to be weaknesses in communicating evaluation findings to staff who have a direct role in the implementation of MADAD. Few frontline staff were aware of findings from the MADAD I evaluation, or of points of learning to take forward into MADAD II (or, in fact, MADAD III). They were additionally not consulted to provide inputs into design and planning changes and adaptations, as noted under the Relevance criterion above.
111. There is some monitoring data collected from beneficiaries. PDMs have been rolled out for cash assistance and the Department of Health in LFO carries out PRS Health Satisfaction Surveys; the results of the 2018 iteration of the latter was provided to the evaluation team. As part of MADAD II a Primary Health Access, Utilisation and Impact Survey was conducted with PRS in Lebanon in 2019. In the area of PSS, recreational surveys and post

¹⁰ Particip (2019) ‘EUTF Syria – ROM Report, Lebanon T04.160’, 31 October 2019

surveys have been undertaken, and there is also ongoing school counsellors monitoring. In the area of protection in Jordan, increased staff capacity and the use of ActivityInfo has resulted in increased monitoring reporting. Nonetheless, there is a recognised need to further increase monitoring and evaluation (M&E) capacity to support better monitoring and reporting practices. For instance, there is only one M&E person for education in Lebanon and M&E capacity is similarly limited in other sectors. We understand under MADAD III funding will be dedicated for a Monitoring and Reporting position in the JFO Programme Support Office to strengthen M&E capacity there.

112. There is also space for improvement in coordination with partners on monitoring. Weaknesses are identified in terms of sharing of data on referrals, for example, with consequent gaps in following up on these referrals on the part of partners due to lack of information. It is additionally felt that UNRWA does not routinely share data that is available to the Agency with partners, and if it does so it is not in a systematic manner and only because of partner requests. Partners feel that there is a disconnect between exchange of information at corporate level, where management engages in advocacy and policy efforts with partners, and field level, where information is collected and can feed into analysis for advocacy and policy but is not shared with partners in a systematic way.

Impact

113. Impact refers to the extent to which MADAD II has yielded or is likely to yield higher-level effects, whether positive or negative, intended or unintended.

Impact Evaluation Questions

To what extent did the project contribute to the lives of beneficiaries, particularly women, children and persons with disabilities?

Were there any unintended positive and negative impacts of the project?

Findings

114. Finding 10: The MADAD II approach of integrating PRS into services provided to PRL and PRJ has, over time, led to increasing social cohesion between these communities. However, the cash assistance received by beneficiaries is not leading to the project's higher-level impact goal of reducing vulnerability, with important constraints experienced in relation to PRS finding and having access to meaningful employment in both countries, high cost of living and worsening socio-economic conditions.
115. Finding 11: MADAD II has had the most significant impact on children from the provision of education and recreational activities in Lebanon, and on vulnerable groups in Jordan through protection services. Gaps were found in accounting for the impact of MADAD II on persons with disabilities, female-headed households, and the elderly.
116. Finding 12: MADAD II seems to have contributed to several unintended consequences. These include many PRS feeling a sense of community with PRL and PRJ and no longer wishing to return to Syria if this became a viable option, despite challenges faced in Lebanon and Jordan, respectively. In addition, PRL and PRJ benefitting from the expansion of UNRWA services and increased staff capacity as a result of absorbing the PRS caseload.

Overview of evidence to support findings

Contribution to the lives of beneficiaries and vulnerable groups

117. The MADAD II project aimed to strengthen the resilience of PRS in Jordan and Lebanon, which is understood as beneficiaries' ability to meet basic needs, including those who are most vulnerable.
118. Beneficiaries consider cash assistance to be helpful and much needed, but the amounts provided to PRS are not achieving the higher-level impact of reducing vulnerability in line with the project's Theory of Change, i.e. preserving PRS resilience by enabling them to meet their essential livelihood needs. In some cases, the amount of cash is so small and is rather symbolic, and PRS resort to negative coping mechanisms to make ends meet, including taking children out of school to work and going into debt.
119. There are constraints to the achievement of the project's objectives that relate to UNRWA's operating environment. Strengthening resilience, which requires an ability to 'prevent, absorb and recover from shocks',¹¹

¹¹ UNHCR (2017) 'Resilience and self-reliance from a protection and solutions perspective', Executive Committee of the High Commissioner's Programme, 68th Standing Committee meeting, 1 March 2017.

cannot be realised in a context where PRS do not have access to the labour market. This is the case in Lebanon as well as in Jordan for PRS who do not have valid documentation. Additionally, in Jordan, where PRS with Jordanian nationality can access the labour market, unemployment levels are high. Within this context, it is likely that PRS will continue to depend on UNRWA assistance to avoid their situation from deteriorating further and where advocacy efforts at Agency level will be key in relation to access to the labour market and legal status regularisation.

120. The approach adopted by MADAD II of providing PRS with services available to PRL and PRJ has for the most part been successful in fostering social cohesion. Social cohesion is specifically mentioned as an intended element of project design, and it rests on the assumption that the opening up of services and assistance to PRS will lead to social cohesion; there were no activities specifically tailored for this purpose.
121. PRS recount that their initial experiences with PRL and PRJ did involve tensions with these two hosting communities, although there are also instances noted of families who were mixed between these groups through inter-marriage and who did not experience these tensions; on the contrary, these family ties provided a support system in displacement. Tensions, where experienced, related to education and health services. In the education sector, discrimination was sometimes experienced by PRS children from other pupils as well as from UNRWA education staff, with instances of PRS being called Syrian rather than considered as Palestinians. Bullying, and at times violence, based on students' background, however, was more prominent in public schools, as for example experienced by students from KAP who attend Jordanian public schools. Tensions also stemmed from treatment received by PRS from UNRWA health and education staff who were sometimes perceived to speak to beneficiaries in a disrespectful manner. Comments related to this treatment were made by a high number of female and male beneficiaries in both Jordan and Lebanon. Nonetheless, social cohesion is noted by both UNRWA frontline staff and beneficiaries who participated in the evaluation to have significantly improved over time.
122. The evidence gathered for this evaluation suggests that the most significant impact of MADAD II on vulnerable groups has been on children through access to education and recreational activities, noting barriers discussed in earlier sections in relation to school transportation as well as negative coping mechanisms. The evaluation does not have enough evidence to ascertain the impact of MADAD II on persons with disabilities, but important gaps were identified and discussed earlier in the report in terms of ensuring accessibility and provision of specialised services to them including in education. In Jordan, protection services have ensured that vulnerable beneficiaries have access to assistance including on legal matters, SGBV and child protection, although persons with disabilities are not included under the rubric of protection interventions.

Unintended impacts of MADAD II

123. Several interviewed PRS mentioned that while their political, economic and security situation in Lebanon and Jordan is challenging, they have started identifying with other Palestine refugees in Lebanon and Jordan and become part of the community in these countries. Across genders, some explained that they do not intend to go back to Syria because they believe they have no future there and they would rather stay in the country where they live now or move to a third country. Frontline staff mentioned the same observation and pointed out when asked about social cohesion in relation to MADAD II that in both countries PRS seem to feel as a part of the Palestine refugee community and do not have plans to return to Syria even if this became a viable option. Hence, despite all the challenges PRS are facing, this very struggle seems to have helped them find a connection with PRL in Lebanon and PRJ in Jordan.
124. In Lebanon, social tensions are more commonly noted in relations between PRL and Lebanese communities rather than between PRS and PRL. Nonetheless, the provision of cash assistance to PRS can sometimes be a point of contention for PRL, particularly as the economic situation in Lebanon has deteriorated and PRL vulnerability has increased. The blanket approach to cash assistance targeting, however, seems to have been conducive to avoiding tensions between PRS.
125. In Jordan, the receipt of different amounts of cash assistance based on targeting sometimes leads to tensions between PRS, particularly where there is a sense among PRS that those most in need in some cases may not be receiving cash assistance.
126. In terms of the provision of services in health and education, increased staff numbers have signified that PRL also benefit from expanded capacity. For example, it was noted that additional funding for PRS in Lebanon had enabled the recruitment of a midwife in the Baalbek area, which had not been available before.
127. There is a perception that connections (*wasta*) can at times influence the provision of assistance and services to PRS, although no evidence to support these perceptions were identified by the evaluation team. What is apparent, though, is that these perceptions have an impact on the Agency's image and the trust of PRS communities in UNRWA.

128. One adverse effect of the focus of MADAD II was in the exclusion of protection from Lebanon. This was an important shortcoming, which was seen to have been a negative impact of MADAD II – particularly as it had been covered under MADAD I and it left a gap over the course of the project to assist PRS in need of protection.

Connectedness and Sustainability

129. Connectedness refers to the synergies between MADAD II and other interventions within and outside the organisation; as well as ways in which UNRWA interfaces with beneficiaries.

130. Sustainability refers to the extent to which the benefits of MADAD II will, or are likely to, continue.

Connectedness and Sustainability Evaluation Questions

To what extent were feedback and complaint mechanisms adequately designed to ensure stakeholder participation, including participation of women and the disabled?

Is there a transition strategy in place? How well was the exit/ transition strategy developed and put in place?

What opportunities for partnerships and collaboration exist or could be harnessed in the future?

To what extent did coordination and complementarity with other donors take place?

Findings

131. Finding 13: UNRWA feedback and complaint mechanisms are not consistently and systemically used, and feedback loops to beneficiaries are weak. No specific provisions for vulnerable groups in relation to feedback and complaint mechanisms were identified, although there is recognised potential in the AAP model currently being piloted by LFO.

132. Finding 14: The Agency's operating context in Lebanon and Jordan, and its mandate on Palestine refugees and restrictions on labour market access to PRS in Lebanon and Jordan (the latter for those who do not have valid legal status in the country), render limited options for sustainability and transition planning and highlight the importance of advocacy efforts, including donor advocacy, in this regard.

133. Finding 15: The Agency's partnership practices are not developed to their full potential at both strategic and operational level, and there are gaps in leveraging partnerships to capitalise on the comparative advantage of partners and reduce the burden on UNRWA's services.

Overview of evidence to support findings

Adequacy and use of feedback and complaint mechanisms

134. The evaluation found little evidence of consistency of feedback and complaint mechanisms. Different avenues for beneficiaries to present complaints were cited by interviewees, which suggests there remain gaps in offering and applying systematic feedback and complaint mechanisms. This corroborates the initial lessons learned from the Agency's current Phase II Accountability to Affected Populations (AAP) model, which found both that a more systematic and scientific approach to AAP was needed, and that many existing data collection mechanisms within UNRWA were under-utilised in this regard.

135. Different avenues are employed for presenting feedback and complaints to UNRWA. UNRWA staff highlight that there are complaints boxes in all areas, but few complaints are received through these. There are also a number of hotlines available to beneficiaries. Beneficiaries note that if they are unsatisfied with UNRWA services they will sometimes protest in front of UNRWA offices or speak to frontline staff about their concerns; none of them cited the use of complaint boxes or hotlines. PRS sometimes also present complaints directly to external stakeholders such as the European Union, where the latter coordinates their response with UNRWA.

136. Where UNRWA frontline staff note that complaints are received, these are referred internally (e.g. to the Chief of Programme, schools or health centres involved). Beneficiaries who have presented complaints highlight that they are told that their complaints and concerns are presented to management but they have no knowledge of how they are dealt with, suggesting there may not always be appropriate feedback mechanisms at play.

137. In Jordan there is an appeal mechanism for beneficiaries. This is an automated system that is not generally used for beneficiary feedback but rather to submit appeals for decisions on their entitlement to assistance and services; it is used most prominently in relation to cash assistance when the amount beneficiaries are entitled to is reduced. UNRWA received a large volume of appeals in relation to cash assistance through this appeals mechanism and

many PRS saw their entitlements increased because of these appeals.

138. Health satisfaction surveys have been undertaken during MADAD II, and additional surveys have aimed to gather data on perceptions and satisfaction (including in the Primary Health Care Access, Utilisation and Impact Survey conducted by LFO in 2019; an Education Perceptual Survey; a PSS Survey for parents and students; and a Recreational Activities Survey). Beneficiary views have additionally been gathered through PDM surveys for cash assistance. Even though the views of beneficiaries are noted by UNRWA stakeholders to feed into intervention design and course correction, it is unclear how responses to beneficiary views have been fed back to them, or how beneficiary views have been used directly to systematically inform the ongoing response to PRS needs.
139. UNRWA staff recognise that there are shortcomings in relation to feedback and complaint mechanisms, including in ensuring consistency of messaging within the organisation and management of rumours that may lead to grievances and complaints from beneficiaries.
140. The evaluation found limited evidence that UNRWA's feedback and complaint mechanisms make specific provisions for vulnerable groups including women and persons with disabilities. This also seems to be lacking from UNRWA's current AAP design, which does not appear to create specific access provisions for particularly vulnerable groups.

Sustainability and transition planning

141. As highlighted throughout the report, the MADAD II design and approach has focused on expanding UNRWA capacity to absorb the PRS caseload alongside its usual work with PRL and PRJ in Lebanon and Jordan, respectively. PRS are covered through the Syria Regional Crisis Emergency Appeal.
142. UNRWA expects the Syria Regional Crisis Emergency Appeal to continue given that PRS returns to Syria are likely to remain low. Politically, it is difficult to incorporate PRS into core programming as this would imply that they are expected to stay in Lebanon and Jordan in the longer-term; the governments of both countries do not at this stage accept this assumption as a politically viable one. In addition, restrictions on livelihood opportunities, in particular in Lebanon but also for PRS in Jordan without legal status, render it unlikely that PRS could achieve self-reliance within these country contexts and these are recognised to be important areas for Agency advocacy efforts.
143. The incorporation of PRS into UNRWA core programming would also imply an additional financial burden on the organisation when it continues to face funding shortfalls to its core funding.
144. At present, there are no realistic options for considering exit strategies. For UNRWA, given its mandate on Palestine refugees, transition work would rely on political solutions and/ or changes in the coverage of other agencies and organisations to assist and provide services to PRS. Other organisations working on the Syria crisis response for the most part do not provide assistance to PRS, and if they do it is rather limited in scope. It is not thought that other organisations would be able to absorb the UNRWA caseload.
145. Sustainability and transition planning, however, could be considered in relation to the establishment of more strategic partnerships where cooperation with other organisations in implementation countries (local, national and international) can be leveraged to decrease pressure on UNRWA services (see below).

Complementarity, partnerships and coordination

146. As mentioned under the Relevance criterion, UNRWA coordinates with partners at both strategic and operational levels. In LFO, the strategic level involves participation in inter-agency coordination on matters relating to PRS or for the mobilisation of funding with donors, and the Donor Coordination Unit in LFO are holding some departments accountable to attend these meetings on a quarterly basis. In Jordan, the Front Office and Donor Relations Unit engage directly in specific coordination efforts with individual agencies for resource mobilisation. At an operational level coordination includes referrals, and exchange of information for the provision of specific services. For instance, in Lebanon, UNRWA works with community-based organisations (CBOs) and non-governmental organisations (NGOs) on recreational activities in camps. In Jordan, KAP is coordinated by UNHCR, UNRWA engages in registration and cash assistance and UNICEF is responsible for WASH and education. Monthly meetings are held in KAP between agencies, but there is no reported meaningful high-level coordination between them.
147. Partners interviewed expressed some frustration with UNRWA's partnership practices. For example, they note that information is shared by UNRWA when requested, but there is a gap in UNRWA leadership on PRS issues at inter-agency level. In addition, UNRWA is not seen to share its experience and knowledge of approaches and practices that may be relevant for other organisations working on displacement issues in UNRWA's sectors of operation.

148. Even though partnerships are identified as a priority under UNRWA's Medium-Term Strategy, these are recognised by UNRWA staff and partners as a major gap in the Agency. Several reasons were attributed to this by interviewees, including:
- P) Procedural constraints and lengthy UNRWA approval processes for working with other organisations.
 - Q) Resistance within the Agency to forming partnerships, which is attributed to a lack of trust of how CBOs/NGOs will deliver activities, given that it is usually a direct implementer, as well as fear of losing its mandate.
 - R) Lack of resources in terms of staff time to attend meetings and engage the broader humanitarian community.
 - S) Lack of attention to the possibilities that partnerships can offer.
 - T) Limited rigorous data collection practices that would support data analysis and sharing of practices.
149. Interviewees see potential for more concerted and strategic efforts for forging partnerships. Some examples of areas where partnerships could be fostered, and thereby pressure on UNRWA freed up, include recreational activities that can be led by CBOs, or the provision of transport to and from school for children who are not eligible for it under MADAD III. Other partnerships suggested and discussed include exploring the potential for leveraging resources with other UN agencies where mixed households are involved (e.g. PRS and Syrian) and drawing on mechanisms available to other organisations that could be of benefit to UNRWA beneficiaries.

Conclusions and Recommendations

150. The design of MADAD II, which began implementation in October 2018, rests on two tenets. The first is supporting the extension of UNRWA core services to PRS – in education and health in Lebanon, and in terms of access to protection services in Jordan. For these components, the rationale was to expand existing UNRWA services to include PRS, which was intended to facilitate social cohesion. The second tenet is the provision of multi-purpose cash assistance to meet basic needs in both countries.
151. Coverage afforded by MADAD II to PRS is essential. MADAD II has afforded access to cash assistance (blanket in Lebanon and targeted by vulnerability in Jordan), health and education services in Lebanon, and protection in Jordan to a population that is otherwise not covered by other stakeholders and considered highly vulnerable. However, the amount of cash assistance provided is not considered to be enough to meet beneficiaries' basic needs and vulnerability assessments are seen as being in need of updating in both countries; and the extension of services to several sectors of intervention suggests that quality is sometimes adversely affected.
152. The approach adopted by MADAD II of providing PRS with services available to PRL and PRJ has for the most part been successful in fostering social cohesion with improvements noted over the lifetime of the MADAD II project.
153. In terms of impact on vulnerable groups, the most significant impact has been on children through access to education and recreational activities in Lebanon, as well as access to protection services, including SGBV and child protection in Jordan. The evaluation found important gaps in targeting and tailoring of the intervention for persons with disabilities and in a gender-sensitive manner. This needs to be addressed on a broader scale within UNRWA and is beyond the scope of MADAD; however, MADAD III could do more to tailor access to people with disabilities and ensure greater inclusion and gender sensitivity.
154. The Covid-19 pandemic has rendered PRS more vulnerable due to the implications it has had on access to livelihoods, education and health services. Even though Covid-19 falls outside the evaluation period, its repercussions will be relevant to MADAD III.
155. UNRWA engages on coordination efforts with other stakeholders at strategic and operational level. At a strategic level, UNRWA takes part in inter-agency sector coordination as part of the Syria Regional Crisis Response. At an operational level, UNRWA works with partners either to deliver assistance or services, for instance from WFP on Cash for Food in Lebanon or UNICEF for WASH and education in KAP, or for referrals, for instance in Jordan to Jordan River Foundation for SGBV cases of registered PRS, and to Justice Centre for Legal Aid (JCLA) and Arab Renaissance for Democracy and Development (ARDD) for legal referrals. Sometimes UNRWA also coordinates with partners on the delivery of services, for example the delivery of legal workshops for PRS and staff training on SGBV by ARDD in Jordan. Coordination is noted to be largely transactional with exchanges of information to the extent necessary for delivering assistance, processing referrals or delivering specific services. Coordination with government authorities in both countries is limited, in part due to the legal status of Palestine refugees and UNRWA's mandate in this regard.

156. There is a desire from the part of partners to see greater UNRWA leadership on PRS issues at inter-agency level. UNRWA stakeholders recognise partnership practices as needing further strengthening; partnerships are identified as a priority under the Agency's Medium-Term Strategy and there is potential for more concerted and strategic efforts for forging them. Barriers noted to impede further progress on partnerships include the Agency's lengthy approval processes for working with other organisations, resistance within the Agency to forming partnerships due to lack of trust of how CBOs/ NGOs will deliver activities, and lack of resources to engage with the humanitarian community more broadly.
157. UNRWA adapted MADAD II to implementation challenges given the constraints related to Agency funding shortfalls and EUTF delays in disbursement of funds, as well as more general challenges related to staff turnover and hiring difficulties. These adaptations included the continuation of core education services, a provision of an extra round of cash assistance, retention of transportation for recreational activities and adaptation of PSS and recreational support. MADAD II also incorporated improvements to its governance structure by establishing the position of RPM and expanding staff capacity and numbers, particularly Emergency Social Workers in Jordan and healthcare workers in Lebanon.
158. MADAD II has drawn on evaluation findings from MADAD I in its design and focus, and implementation of the project has offered useful opportunities for brainstorming and reflection at an organisational level feeding into corporate reviews as well as project-level ones. Nonetheless, there are gaps identified in relation to institutional memory that are exacerbated by weaknesses in monitoring systems and archiving practices. There are also weaknesses identified in communicating evaluation findings to staff who have a direct role in the implementation of MADAD interventions to draw on their experience and input.
159. There is little evidence of consistency of feedback provided to beneficiaries, and systematic knowledge and use of complaint mechanisms available to them. There are ongoing efforts to address this issue, for example through the current AAP model being piloted by LFO. There remains, however, a need for improvements in feedback loops to beneficiaries, including in making necessary provisions for vulnerable groups and incorporating gender sensitivity.
160. UNRWA expects the Syria Regional Crisis Emergency Appeal to continue given that PRS returns to Syria are likely to remain low. At present, there are no realistic options for considering exit strategies given UNRWA's operational context and its mandate over PRS, but sustainability and transition planning could be considered in relation to the establishment of more strategic partnerships where cooperation with other organisations can be leveraged to decrease pressure on UNRWA services. Advocacy efforts will also be key in relation to PRS access to the labour market and regularisation of legal status.

Recommendation 1

161. Prioritise the review of vulnerability assessments of PRS in Jordan and Lebanon to refocus and/ or review cash assistance targeting, including more consistent inclusion of gender-, age- and disability-sensitive criteria. **To action by JFO and LFO within second half of 2020.**

Recommendation 2

162. Undertake a review of existing Agency partnerships and an assessment of how these could be strengthened, particularly where they can provide expertise or services that are not available and/ or under pressure within UNRWA. **To action at Agency level within nine months.**

Recommendation 3

163. Engage in advocacy, including donor advocacy, to enhance right to work opportunities for PRS in Lebanon and for resolving issues related to access to legal residence status in Jordan. **To action at Agency level immediately and on an ongoing basis.**

Recommendation 4

164. Under MADAD III, undertake an assessment of the potential repercussions of Covid-19 on the Agency's areas of work, including in relation to livelihoods interventions, links between education and health interventions, and MHPSS and protection services provision. **To action by JFO and LFO within second half of 2020.**

Recommendation 5

- 165.** Clearly communicate existing complaint mechanisms to beneficiaries and ensure they are consistently used and that beneficiary feedback loops are applied. **To action by JFO and LFO within three months.**

Recommendation 6

166.Reassess and streamline beneficiary complaint mechanisms, including making all necessary provisions for vulnerable groups to have access to them and clearly communicate changes introduced to beneficiaries in a comprehensive manner. **To action at Agency level within nine months.**

Recommendation 7

167.Provide relevant training, or refresh existing training where relevant, to emergency social workers in Jordan on protection and referral issues of relevance to the provision of assistance to PRS. **To action by JFO within three months.**

Recommendation 8

168.Under MADAD III, seek a top-up from the funder to increase the Jordan budget allocation to allow for higher monetary value of cash assistance to be available to vulnerable PRS. **To action by LFO and JFO Donor Relations Units in coordination with Front Offices, the Department of Planning at UNRWA HQ and EUTF within six months.**

Annexes

Annex A: Management Response General Response

Name of Evaluation:	Final evaluation of EUTF funded project in Lebanon and Jordan MADAD II: Strengthening the Resilience of Palestinian Refugees from Syria in Jordan and Lebanon	Date of Evaluation Report:	July 2020
Reference Number:		Date of Management Response:	13 July 2020
Office and Person Coordinating the Management Response / Recommendation Follow Up: Programme Support Office (JFO&LFO)/Vickram Chhetri (JFO) and Siham Houweidi (LFO)			
General Comments: IOD PARC, an independent consultancy specialised in assessing performance and managing change in the field of international development, was commissioned to conduct the final evaluation of the EUTF-funded MADAD II project in Lebanon and Jordan. The evaluation was successfully undertaken between February and June 2020, and it focused on the full implementation period of MADAD II between October 2018 and December 2019. The final evaluation achieved its dual goal of 1) providing accountability on the quality of project delivery and results of MADAD II project; and 2) produce good practices and assist in decision-making with regards to programming for PRS. Accordingly, the evaluation's findings were instrumental in the development of the next iteration of the project (the MADAD III), currently under implementation, as well as other interventions targeting the PRS community in Lebanon and Jordan. The evaluation was conducted entirely remotely due to limitations related to the Covid-19 pandemic. In addition, the initial timeframe was compressed by changes to the evaluation design to adapt to the repercussions of the public health crisis. As a result of this, the scope of the evaluation had to be narrowed and the research methodology revised. The revised methodology and data collection tools were agreed between the evaluation team and UNRWA and included a desk review, key informant interviews with UNRWA senior and middle management as well as partners and the EUTF, focus group discussions with UNRWA frontline staff, and WhatsApp testimonies and telephone interviews with beneficiaries in both Lebanon and Jordan. Given the difficulties and constraints faced, the evaluation team succeeded in providing enough data to answering the evaluation questions. However, as mentioned in the final report, the number of direct beneficiaries who participated in the evaluation was necessarily limited. In addition, the evaluation team could not conduct direct observation or verify the data collected. This, in turn, limited the scope of the process and should be taken into consideration when reading the report. Regarding the recommendations produced by the evaluators and included in the final report, the vast majority are somehow already part of the Agency's planning documents, including the emergency appeal in Lebanon and Jordan for 2020 and upcoming 2021. However, it's worth mentioning that while some recommendations appear to be wide-agency in scope, there are limitations to what can be implemented under the MADAD III project. As indicated below, agency-wide interventions would require additional time and resources that are not currently available under the project budget and work plan.			

Response to Specific Recommendations

Recommendation	Management Response (agree, partially agree, disagree):	Action Planned / Taken / Reason For Partially Agreeing Or Disagreeing	Planned Date For Implementation By The Agency	Suggested Responsible Office
Recommendation 1: JFO & LFO Prioritise the review of vulnerability assessments of PRS in Jordan and Lebanon to refocus and/ or review cash assistance targeting, including more consistent inclusion of gender-, age- and disability-sensitive criteria. To action by JFO and LFO within second half of 2020.	LFO: Partially Agree JFO: Agree	UNRWA in Jordan and in Lebanon have been working closely with both national and international humanitarian actors in their respective countries to harmonise the Agency's emergency response for PRS with the response provided by other actors to Syrian refugees as much as possible. In LFO, once the results from the socio-economic survey conducted during Q1/2020 are available (expected at the end of Q4/2020), LFO will review the current targeting/distribution approach (blanket approach) in order to ensure adequate and inclusive transfer levels to the PRS community, including the most vulnerable groups, as well as ensuring some level of alignment with services provided by other humanitarian actors in Lebanon. Similarly, in JFO the results of the Vulnerability Assessment (VA) included under the third iteration of the MADAD Project are expected to be available during Q1/2021. The field will then conduct an internal review of the targeting system in coordination with RSSD in HQ/Amman to implement any necessary changes. Beside the findings of the research, the availability and sustainability of donor support will also need to be taken into consideration when deciding the way forward. Furthermore, UNRWA plans to recruit a Regional Cash Assistance and Poverty Analyst under the MADAD III project who will be stationed at UNRWA HQ/Amman and will advise on most adequate transfer levels.	First quarter 2021 – VBA Second quarter 2021 - Implementation of recommendation	LFO: RSSD JFO: Emergency Coordination Unit

		Emergency services provided by UNRWA constitute the minimum support necessary to meet the critical needs of Palestine refugees affected by the Syria conflict. Any further reduction in the scale of assistance and services provided by UNRWA will have severe consequences, particularly in terms of eroding households' coping capacities and ability to further withstand crisis situations.		
Recommendation 2: Agency level Undertake a review of existing Agency partnerships and an assessment of how these could be strengthened, particularly where they can provide expertise or services that are not available and/ or under pressure within UNRWA. To action at Agency level within nine months.	LFO and JFO: Agree	While partnership remains a priority, this recommendation is out of the scope of the project as it seems to refer to the Agency-wide strategy while the MADAD 2 evaluation was limited to JFO and LFO and to services provided to PRS. Therefore we suggest to undertake a review of existing partnership arrangements and opportunities in JFO and LFO, with focus on those components relevant to the MADAD 3 project, and assess how these could be strengthened, particularly where partners can provide expertise or services to PRS that are not available and/or under pressure within UNRWA. In JFO, work has already been initiated to analyse and strengthen partnership arrangements for programmes. In this regard, a consultant was hired for a month in Q2/2020. His work helped to improve coordination with other UN Agencies and INGO umbrella body in JFO, and opportunity for improving the existing partnership arrangement and agreements. However, a sustainable solution requires a dedicated staff member to focus on partnership development and management. Financing such a position under the regular programme budget is not feasible due to the challenging financial situation being faced by UNRWA. JFO will include a position under the 2021 Emergency Appeal to develop further and implement a JFO strategic partnership plan which will be modelled on the Agency level strategic plan. In the meantime, JFO will join the Common Cash Facility and strengthen the efforts to identify partnership opportunities with the UN and I/NGOs.	Q1-Q2/2021	LFO/JFO: relevant programmes with support from DP and HQ concerned departments depending on the area of intervention covered by the partnership
Recommendation 3: Agency level Engage in advocacy, including donor advocacy, to enhance right to work opportunities for PRS in Lebanon and for resolving issues related to access to legal residence status in Jordan. To action at Agency level immediately	LFO and JFO: Agree	Field protection units in Lebanon and Jordan are responsible for performing in this advocacy role and their 2020/21 work plans will be complemented by additional actions to address the need to heighten awareness about PRS access to work in both countries: In LFO, UNRWA Protection Unit undertakes advocacy on the right to work for Palestine Refugees. As part of this, the additional complications faced by Palestinian Refugees from Syria are highlighted. The capacity for more targeted interventions toward Lebanese authorities is pending the	Immediately and on an ongoing basis.	LFO: Protection Unit JFO: Neutrality and Protection Unit

		by the crisis. We suggest doing this by building on existing indicators, as well as studies and assessments that are already conducted/planned and funded at Agency level and/or LFO level. Some examples are listed below. i. Desk review of existing technological tools, with the HQ Information Management and Technology Department (IMTD) taking the lead and Education defining the parameters. (completed) ii. A phone survey to assess the extent of students' access to technology and self-learning materials across all five Fields (completed). iii. An Agency-wide assessment of teacher support to students during school closure (currently ongoing). iv. A survey targeting students in UNRWA schools to assess children's experience with the SLP, access to technology and access to PSS during the closure of school (planned) v. In addition to this, at LFO level the ED is regularly conducting surveys and internal evaluations to assess the impact of the interventions during the crisis (i.e. Tablet utilisation evaluation, PSS evaluation, Tutoring services evaluation)		
Recommendation 5: JFO and LFO Clearly communicate existing complaint mechanisms to beneficiaries and ensure they are consistently used and that beneficiary feedback loops are applied. To action by JFO and LFO within three months.	LFO and JFO: Agree	Through its Accountability to Affected Populations (AAP) project, LFO has prioritised information sharing to the Palestine refugee community around complaints mechanisms. The AAP project continues to communicate with the community on how to submit both programme related complaints as well as misconduct complaints including Preventive Sexual Exploitation and Abuse (PSEA). Ensuring effective feedback loops to the community in a timely manner continues to be a challenge which requires further strengthening and is thus a key objective of the current phase of the AAP project. The AAP project, working closely with the Protection Unit and all programmes, as well as the Investigations Office, will look into addressing this in the coming months with view to make it more systematic. In JFO, complaints and appeals are managed by using Call Office Log System comprised of 14 hotlines, and in-person	This work will commence in Q4 of 2020 but will be ongoing until end of Q4 2021 as part of the AAP project. Ongoing Until the End of the EUTF Madad III	Responsible: Public Relations Office JFO: Emergency Coordination Unit

		filing of enquiry/complaint with Emergency Social Workers. JFO will strengthen its communications strategy, improving information dissemination on the complaint and appeals system, organise periodic meetings with representatives of refugees to obtain feedback, and monitor refugee satisfaction with the service and adjust response accordingly in line with available capacity and resources.	Project	
Recommendation 6: Agency level Reassess and streamline beneficiary complaint mechanisms, including making all necessary provisions for vulnerable groups to have access to them and clearly communicate changes introduced to beneficiaries in a comprehensive manner To action at Agency level within nine months.	LFO and JFO: Agree	LFO is working on strengthening accountability to affected populations (AAP) to better inform UNRWA programmatic response and ensure systematic communication with the community through the AAP project which is in its second phase of implementation. AAP Phase II would focus on the scaling-up and refinement of the AAP architecture, innovation, investment in stronger programme integration, strengthening engagement with vulnerable groups, especially youth and women, and using social media effectively. Methods of information sharing and gathering will be further refined by employing information communications technologies (mobile application). The Phase II will also invest in strengthening internal/departmental coordination for programme planning in such a way as to reflect community voices and then inform the community of changes made based on the feedback. JFO will, on the basis of the findings of vulnerability assessment (Recommendation 1 above), review and modify the existing beneficiary complaint and suggestion mechanisms (Hotline, in-person reports and Complaints and Suggestions Box) covering all emergencies responses, develop an SoP for the appeal mechanism detailing procedures and segregation of duties, and widely disseminate the complaints and suggestions mechanism to PRS.	Q3/2021	LFO: CFRSSP, CFHP, CFEP, Protection JFO: Emergency Coordination Unit
Recommendation 7: JFO	Agree	Jordan Field Office aims to train Emergency Social Workers to enhance their knowledge and skills on protection, referral	Q3/2021	Emergency Coordination Unit

Provide relevant training, or refresh existing training where relevant, to emergency social workers in Jordan on protection and referral issues of relevance to the provision of assistance to PRS. To action by JFO within three months.		and case management to serve PRS better. Training budget is included in 2021 Appeal.		
Recommendation 8: JFO and LFO Under MADAD III, seek a top-up from the funder to increase the Jordan budget allocation to allow for higher monetary value of cash assistance to be available to vulnerable PRS. To action by LFO and JFO Donor Relations Units in coordination with Front Offices, the Department of Planning at UNRWA HQ and EUTF within six months.	Agree	Based on ROM recommendation, an increase in the assistance has already been implemented in Q1/2020 reflected under MADAD III (\$25/PRS/month) in comparison to the assistance provided UNDER MADAD II (\$10.42/PRS/month). The assistance remains insufficient and totally dependent on the availability of resources.	Completed by March 2020	Not applicable

Annex B: Documents received and consulted

UNRWA DOCUMENTATION

MADAD II Documents

- Project proposal MADAD Fund
- MADAD II Logical Framework
- MADAD II Workplan
- MADAD II Visibility Plan
- Budget Breakdown
- Delegation Agreement Special Conditions
- Transmission Letter
- Justification of Extension and Top Up

Jordan Field Office Documents

- Summary of UCA phases in Jordan Field
- ROM report Jordan Field
- ROM report Jordan Field: Expert Comments
- ROM mission Jordan Field Monitoring Questions
- Media review following EU-UNRWA signing ceremony in Amman
- UNRWA EU MADAD factsheet
- Snapshots
- PDM report, Q2 2018
- PDM report Q2 2019
- SOP Regular and Emergency Cash Assistance Programme and Appeal
- 2019 Appeal Statistics
- 2019 ECU Organogram with Responsibilities
- Final Consent Form, JFO
- Jordan Ahli Bank Service Contract
- Jordan Response Plan
- Non-admission Policy, Jordan
- Returnees, Compiled List
- List of Stakeholders for KII - Jordan Field Office

Lebanon Field Office Documents

Education Component

- Education Strategic Framework
- 2017 EiE factsheet
- Education Strategy 2011-2015
- Inclusive Education Policy
- PSS for UNRWA schools-Conceptual Framework
- Class formation 2019-2020
- Official exams 2019
- BACII Official Exam Report 2018-2019
- BACII 2019 disaggregated PRL/PRS
- Brevet Official Exam Report 2018-2019
- Review of Brevet results LFO July 2019
- Referral pathway

- Infographic partners
- Partnership board CLA
- Referral Pathway Information, English
- Students and Support Team infographic
- Surveys 2017-2018
- Methodology for samples
- Health Awareness Survey analysis 2018
- Parents PSS survey analysis 2018 final
- Perceptual Survey report 2018 final
- PSS student survey analysis 2018 final
- Recreation Survey analysis 2018
- Transportation
- Transportation 2018-2019
- Transportation 2019-2020
- 2019 Summer Learning Final Report
- Education Staff Distribution 2018-2019
- Recreational Activities Participants (PRS and PRL)
- Education Stakeholders Contact Information

Multi-purpose Cash Assistance Component

- Cash Distribution Oct. 2018-Dec.2019
- PDM results, Q4 2018
- PDM results, Q1 2019
- PDM results, Q3 2019
- PDM results, Q4 2019
- PDM Questionnaire (En/Ar), Final Version
- Quarterly Situational Report Q4 2018 – Q3 2019
- MCA Stakeholder Contact Information

Health Component

- Satisfaction Survey Dec. 2018
- Health Survey 2019
 - Health survey description
 - Health Survey Results
 - Questionnaire
 - Sample
- Daily Journal Worksheet 2019
- Health Stakeholder Contact Information

Lebanon Strategic Documents

- 3RP Summary
- 3RP, Full Document
- LCRP 2018-2020 (2018 update)
- LCRP 2018-2020 (2019 update)
- LCRP Annual Report (2018)
- Regional Refugee Resilience Plan
- Vulnerability Assessment of Syrian Refugees in Lebanon 2018

- Vulnerability Assessment of Syrian Refugees in Lebanon 2019
- Monitoring, Evaluation and Other Documents
- MADAD I Final Evaluation Report
- MADAD I Mid-term evaluation
- PRS snapshots Q4-2018-Q42019
- ROM Visit Lebanon
- ROM response sheet
- ROM LFO stakeholders' comments
- ROM feedback additional comments
- ROM Monitoring Question, 1st version
- ROM Monitoring Question, 2nd version (after response)
- ROM Monitoring Report, 1st version
- ROM Monitoring Report, 2nd version (after response)
- PRS statistics since 2013
- LFO installations mapping
- QIN report Oct. 2018 – Dec. 2019
- List of other stakeholders

UNRWA Strategic Documents

- Child Protection Framework
- MHPSS Framework
- Medium Term Strategy 2016-2020
- UNRWA LFO EVAC Approach 2018
- UNRWA_UNICEF Youth Strategy
- Organizational Directive 21, Programme and Project Cycle Management (2017)
- Medium Term Strategy 2016-2021 (2016)
- The New Results Based Monitoring (RBM) System: A Step by Step Guide. Department of Planning, (2018).

Other Documents

- 2018 Syria Emergency Appeal
- 2019 Syria Emergency Appeal
- 2020 Syria Emergency Appeal
- WFP Jordan - Comprehensive Food Security and Vulnerability Assessment 2018
- 2019 Vulnerability Assessment for Syrian Refugees in Lebanon (VASyR)
- Population and Housing Census in Palestinian Camps and Gatherings in Lebanon 2017

Annex C: Interviewees

Headquarters, Amman

1. Dorothee Klaus, Director of Relief and Social Services Department
2. Chiara Capozio, Senior Emergency Officer, Department of Planning

Lebanon Field Office

3. Fadi Fares, Deputy Chief Field Education Programme
4. Linda Hajj Hussein, Deputy Chief Field Education Programme (Technical)
5. Siham Houweidi, Monitoring and Evaluation Officer
6. Suha Ismail, Deputy Chief Field Health Programme
7. Irene Jurado, Regional Project Manager for MADAD II
8. Ingrid Sheridan, International Associate Donor Relation and Project Officer

9. Mera Thompson, Deputy Director UNRWA Affairs, Lebanon
10. Maryam Zohny, Education Coordinator

Jordan Field Office

11. Abdulfattah Abu Qubu, Field Eligibility Registration Officer
12. Bara Abu Khadra, Emergency Relief Assistant
13. Rasha Al Osta, Emergency Coordinator
14. Reem Al Khatib, GBV Officer
15. Banan Ashour, Administration Officer
16. Laura Gonzalez, Protection Officer
17. Khalil Hassan, Donor Relations Project Support Officer
18. Shaheen Mohja, Emergency Information Management Officer
19. Maram Sunnoqrot, Assistant Field Eligibility Registration Officer
20. Mohja Shaheen, Emergency Information Management Officer

Partner Organisations

21. Abdelnasser Al Ayyi, Office Director, Lebanese Palestinian Dialogue Committee, Lebanon
22. Annalisa Bezzi, Amman Team Leader, Justice Centre for Legal Aid, Jordan
23. Khalil Dagher, Basic Assistance Sector Coordinator, Inter-Agency Coordination Unit UNHCR, Lebanon
24. Souzan Mohareb, Head of Aid Department, Arab Renaissance for Democracy and Development, Jordan
25. Rana Rahal, Head of Programmes, Abaad, Lebanon
26. Kaori Ura, Head of Programme, WFP, Lebanon
27. Nazih Yacoub, Chief of Palestinian Programme, UNICEF, Lebanon

European Union

28. Cristina Mateu Gallego, Programme Manager, Delegation of the European Union to Lebanon

Annex D: Evaluation Matrix

Evaluation criteria	Evaluation question	Areas of inquiry	Data source/Data collection tool
Relevance	Are the Agency's mechanisms for intervention design, and stakeholder participation (beneficiaries and partners) sufficient and appropriate?	MADAD II intervention design relevance to the needs of the beneficiaries (especially inclusive support mechanism to most vulnerable groups: the poorest, female-headed households, disabled, etc.) Project intervention design development process UNRWA mechanisms for intervention design UNRWA mechanisms for stakeholder participation (beneficiaries and partners)	Document review UNRWA staff in Lebanon and Jordan FOs who were/are involved in the design of the project's intervention (KIIs) Project partners in Lebanon and Jordan (KIIs)
	To what extent did coordination efforts and participation of duty bearers and Government authorities inform project activities and influence complementarity and coverage?	Coordination with partners Participation of duty bearers and government authorities Enhancing complementarity and coverage	Document review UNRWA staff in Lebanon and Jordan FOs (KIIs) Project partners in Lebanon and Jordan (KIIs)
	Were the project activities and strategies identified realistic, appropriate and adequate to achieve the intended effects?	Linkage between project activities and strategies to achieve the intended results	Document review UNRWA staff in Lebanon and Jordan FOs (KIIs) Project beneficiaries in Lebanon and Jordan (telephone interviews + WhatsApp voice messages/ testimonies)
	To what extent did learnings and recommendations from the evaluation of MADAD I inform the project design and implementation?	Evidence of learning and adaptation based on monitoring data and evaluations recommendations	Meta-analysis of findings from ROM reports and evaluations UNRWA staff in HQ and in Lebanon and Jordan FOs (KIIs) Project beneficiaries in Lebanon and Jordan (telephone interviews)
Effectiveness	To what extent were the overall objectives achieved?	Achievement of project objectives across sectors Extent to which progress monitoring activities enable outcome measurement	Document review UNRWA staff in Lebanon and Jordan FOs (KIIs) UNRWA frontline staff (FGDs)
	Did the intervention satisfy the end user/ beneficiary?	User/ beneficiary satisfaction with quality and quantity of services Comprehensiveness of services received	Document review (esp. Post Distribution Monitoring Survey results and ROM reports) UNRWA frontline staff (FGDs) Project beneficiaries in Lebanon and Jordan (WhatsApp voice messages/ testimonies)

	Are the services reaching the intended population?	Reach of services to intended beneficiaries Barriers for accessing services	Document review UNRWA staff in Lebanon and Jordan FOs (KIs) UNRWA frontline staff (FGDs) Project beneficiaries in Lebanon and Jordan (telephone interviews + WhatsApp voice notes)
Efficiency	To what extent were results achieved efficiently? Were resources effectively utilised?	Efficient use of resources to achieve results Prioritisation in the use of resources	Document review UNRWA staff in Lebanon and Jordan FOs (KIs)
	Were the resources available (human and financial) sufficient to deliver project outcomes?	Availability of resources (human and financial) Timeliness of financial resourcing	Document review UNRWA staff in Lebanon and Jordan FOs (KIs) UNRWA frontline staff (FGDs)
	Was the project staff structure appropriate to deliver an effective response?	Staff structure within and across sectors Governance and decision-making	Document review UNRWA staff in Lebanon and Jordan FOs (KIs) UNRWA frontline staff (FGDs)
	To what extent did the project's monitoring and reporting mechanisms contribute to learning and inform decision-making?	Learning and evidence-based decision-making based on monitoring and reporting mechanisms	Document review, (esp. monitoring data, as well as quarterly and annual reports) UNRWA staff in Lebanon and Jordan FOs (KIs)
Impact	To what extent did the project contribute to the lives of beneficiaries, particularly women, children and persons with disabilities?	Impact on lives of beneficiaries, esp. women, children, and PwDs	Document review UNRWA staff in Lebanon and Jordan FOs (KIs) UNRWA Frontline staff (FGDs) Project beneficiaries in Lebanon and Jordan (telephone interviews + WhatsApp voice notes)
	Were there any unintended positive and negative impacts of the project?	Unintended positive and negative impacts Impact on social cohesion between PRS and PRL/ PRJ	Document review UNRWA staff in Lebanon and Jordan FOs (KIs) UNRWA frontline staff (FGDs) Project partners in Lebanon and Jordan (KIs)
Connectedness and sustainability	To what extent were feedback and complaint mechanisms adequately designed to ensure stakeholder participation, including participation of women and the disabled?	Availability of feedback and complaint mechanisms Appropriateness of feedback and complaint mechanisms Accessibility of feedback and complaint mechanisms across stakeholder groups, esp. women and PwDs	Document review, esp. Protection Audit outputs. UNRWA staff in Lebanon and Jordan FOs (KIs) UNRWA Frontline staff (FGDs) Project beneficiaries in Lebanon and Jordan (Telephone interviews)

			Project partners in Lebanon and Jordan (KIIs)
	Is there a transition strategy in place? How well was the exit/transition strategy development and put in place?	Definition of transition for UNRWA context Existence of a transition strategy Quality of transition strategy (development and implementation)	Document review UNRWA staff in Lebanon and Jordan FOs (KIIs) including the Department of Planning regarding sustainability/transition/exit strategy and in relation to the Emergency Appeal. Project partners in Lebanon and Jordan (KIIs)
	What opportunities for partnerships and collaboration exist or could be harnessed in the future?	Future opportunities for partnership and collaboration Barriers for establishing partnerships and collaboration	Document review UNRWA staff in HQ and in Lebanon and Jordan FOs (KIIs) Project partners in Lebanon and Jordan (KIIs)
	To what extent did coordination and complementarity with other donors take place?	Coordination and complementarity with other donors (frequency, quality)	Document review UNRWA staff in HQ and in Lebanon and Jordan FOs (KIIs) UNRWA frontline staff (FGDs) Project partners in Lebanon and Jordan (KIIs)

Terms of Reference: Final Evaluation of EUTF funded project in Lebanon and Jordan

MADAD II project: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon

1. Background, context and programme/project objectives

UNRWA is a United Nations agency established by the General Assembly in 1949 and is mandated to provide assistance and protection to a population of some 5 million registered Palestine refugees. Its mission is to help Palestine refugees in Jordan, Lebanon, Syria, West Bank and the Gaza Strip to achieve their full potential in human development, pending a just solution to their plight. UNRWA's services encompass education, health care, relief and social services, camp infrastructure and improvement, microfinance and emergency assistance. UNRWA is the largest UN operation in the Middle East with more than 30,000 staff. UNRWA is funded almost entirely by voluntary contributions.

While UNRWA has worked to mitigate the effects of emergencies on the lives of Palestine refugees for almost 70 years, the ongoing conflict in Syria is one of the most challenging situations the Agency has faced to date. The Syrian conflict, which began in 2011, continues to have a devastating impact on the lives of civilians who have lost their homes, livelihoods and security. Now in its ninth year, the conflict continues to have shattering consequences and Palestine refugees are one of the communities most affected by the conflict with 95% in need of sustained humanitarian assistance. While some 438,000 Palestine refugees remain inside Syria, over 120,000 Palestinian Refugees from Syria (PRS) have fled the country since the start of the conflict.¹²

At the time of writing there are 17,557 PRS in Jordan and 28,386 PRS in Lebanon.¹³ UNRWA is the largest direct provider of assistance to Palestine refugees affected by the Syrian conflict, many of whom rely upon UNRWA to provide life-saving aid including food, water, shelter and medical assistance. PRS have extremely limited access to formal employment, and as the crisis continues traditional coping strategies are increasingly exhausted. In Lebanon, the poverty rate among PRS is estimated at 89% and almost 95% are food insecure, whilst in Jordan, 93% of PRS have been categorized as vulnerable or extremely vulnerable. In addition, PRS face particular protection concerns linked to their status as Palestine refugees both in Lebanon and Jordan. Last but not least, their vulnerability is compounded by nearly 70 years of protracted displacement.

A significant share of the EU's non-humanitarian aid for Syria's neighbouring countries is provided through the EU Regional Trust Fund in Response to the Syrian Crisis, the EU 'MADAD' Fund. UNRWA has been receiving funding for its support of PRS in Lebanon and Jordan from the EU 'MADAD' Fund since 2016 through a multi-phased project entitled "Strengthening the Resilience of Palestine refugees from Syria in Jordan and Lebanon".

Through the second phase of the EU-MADAD funded project (MADAD II), UNRWA has continued its provision of basic services to PRS in Lebanon and Jordan from October 2018 to December 2019 in alignment with its core mandate under the Syria Emergency Appeal. The overall objective of the EU-MADAD-funded project is to **strengthen the resilience of PRS** affected by the crisis, who have escaped to Jordan and Lebanon.

The strategic priorities of the project have been two-fold:

2. To preserve the resilience of PRS through the provision of humanitarian assistance in the form of cash, food and relief items;
3. To contribute to a protective environment for Palestine refugees by maintaining access to basic services, including education; health; water, sanitation and hygiene; and livelihoods, and promoting respect for international humanitarian law (IHL) and international human rights law (IHRL) through monitoring, reporting and advocacy.

In Lebanon, \$USD 17,244,000 in project funding supported activities through the second phase which included basic services in education, health and relief to PRS. UNRWA provides relief services in the form of multi-purpose cash subsidies to cover basic needs for all PRS families living in Lebanon.

¹² UNRWA – 2019 Syria Regional Crisis Emergency Appeal. p.1

¹³ Jordan figures are accurate as of the 30th of June 2019 and can be found in the Jordan PRS Snapshot for June 2019. The Lebanon figures are accurate as of the end of July 2019.

The project also benefits Palestine Refugees in Lebanon (PRL) as the host community, reducing tensions between PRS and PRL and maintaining integration of education and health services for both communities. Furthermore, and within the scope of its ongoing efforts to safeguard and advance the rights of all Palestine refugees in Lebanon, UNRWA strives to strengthen mainstreaming of protection. The project objectives and expected results for Lebanon are as follows:

1. **Specific objective 1:** To facilitate the integration of Palestine Refugee children from Syria (PRS) into UNRWA schools
 - **Result 1:** PRS children are able to access comprehensive, inclusive, quality education services despite their displacement; provision of education services are ensured for PRS/L.
2. **Specific Objective 2:** To guarantee access of PRS to primary health care services.
 - **Result 2:** Primary health care is available to PRS at UNRWA health centers and clinics.
3. **Specific Objective 3:** To preserve the resilience of the Palestine refugee communities through targeted relief.
 - **Result 3:** Vulnerable Palestine refugee families from Syria are able to meet their essential humanitarian needs.

In Jordan, UNRWA received USD\$ 2,283,000 in the second phase of the project to provide relief and protection services to PRS families to enable them to meet their basic needs of food, non-food items and shelters, as well as to cope with sudden crises and emergency, while strengthening their resilience. The funding enabled cash-based transfers to vulnerable PRS, emergency cash assistance, including winterisation to all PRS with identified needs. Further, funding was designed to support protection assistance to address legal documentation issues, gender-based violence and child-specific vulnerabilities. In addition, the project has sought to enhance staff capacity and management so that timely and effective responses to the needs of PRS can be implemented. The project objectives and results for Jordan are as follows:

2. **Specific objective 1:** To preserve resilience through the provision of unconditional cash assistance to cover basic needs of food, non-food items and shelters.
 - **Result 1:** Vulnerable Palestine refugees from Syria are able to meet their essential livelihood needs.
3. **Specific objective 2:** To provide an enabling environment for all PRS in Jordan through prevention and response to protection risks and international rights violations.
 - **Result 2:** Vulnerable and at-risk PRS individuals are protected.
4. **Specific objective 3:** To enhance implementation of activities and services provided to PRS through timely reporting and ongoing monitoring system.
 - **Result 3:** UNRWA is able to effectively and efficiently plan, communicate, manage and monitor humanitarian response activities under increasing demands and operational complexity

2. Evaluation purpose, objectives, scope and key questions

A) Purpose:

This evaluation serves the dual purpose of accountability and learning:

— **Accountability:** The evaluation will assess and report on the quality of programme delivery and the results of MADAD II. A management response to the evaluation recommendations will be prepared and the resulting actions will be tracked over time.

— **Learning:** The evaluation will determine the reasons why certain changes occurred or not to draw lessons and to derive good practices and pointers for learning. It will provide evidence-based findings to assist in decision-making regarding the implementation of programming for PRS. Findings will be actively disseminated to involved internal stakeholders, and the Department of Internal Oversight Services (OIOS) will publish results on the UNRWA website.

B) Objectives:

The final evaluation aims to provide clear and robust findings and conclusions on UNRWA's performance and results in implementing the EUTF funded MADAD II project: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon.

The Evaluator will determine, as systematically and objectively as possible, to which extent the project achieved objectives as defined in the project logical framework.

The evaluation will complement the earlier evaluations of UNRWA's MADAD programming and examine the design,

implementation, objectives and results of the Agency's activities under MADAD II in Jordan and Lebanon. In doing so, the evaluation will provide evidence-based findings, conclusions and recommendations related directly to the Agency's framework for PRS programming that can feed into future projects, action plans or policies.

C) Scope:

The evaluation will cover UNRWA's activities to implement the MADAD II project in both Jordan and Lebanon covering the project period from October 2018 to December 2019.

The evaluation will cover all project components including activities and processes related to their development, implementation, resourcing, monitoring, and reporting that are relevant to the evaluation questions. Given that a primary focus of previous MADAD evaluations was on the project's education component in Lebanon, this evaluation should complement the earlier assessments and identify factors that have influenced the implementation of previous recommendations on education activities.

The initial project duration was from 01 October 2018 to 30 September 2019. UNRWA requested a 3 month extension (until 31 December 2019) which was approved by the EUTF in early December 2019.

This evaluation exercise will come at the end of the 2nd phase of the MADAD contribution, and is commissioned by UNRWA. The evaluation should inform UNRWA's programming for PRS in Lebanon and Jordan, and provide insight and lessons learnt to the EU MADAD Trust Fund, on the implementation of emergency programmes and results in the field.

The evaluation should also assess the results based management framework of the project and provide recommendations and lessons learnt to inform the management of UNRWA and the EUTF planned funding. The evaluation should follow the standard OECD-DAC criteria for evaluating development assistance, and include mainstream dimensions of gender and human rights in its assessment.

The evaluation should provide insights, lessons and recommendations that inform future interventions, with a particular focus emergency and PRS. It will also provide guidance to the implementation of the third phase of the EUTF MADAD, and any other donor projects where there is relevant lessons to be learned.

The final evaluation design should draw upon and aim to complement evaluative activities that were completed on the MADAD I and MADAD II projects that included:

- A 2017 mid-term evaluation that assessed MADAD I project activities implemented in Lebanon during the period from August 2016 to August 2017;
- A 2019 evaluation that assessed MADAD I project components implemented in Lebanon with a focus on the Education component of the project;
- EUTF commissioned Results-Oriented Monitoring (ROM) exercises on MADAD II that were completed in Jordan in August 2019 and in Lebanon in September 2019, and provided recommendations on the approach and performance of all project components.

This final evaluation will assess MADAD II activities in Jordan and Lebanon, and review the extent to which the Agency has incorporated lessons learned and made progress against recommendations.

D) Evaluation questions

In accordance with UNEG norms and standards (2016), this evaluation has a dual purpose of accountability and learning. The evaluation questions will assess the relevance, efficiency, effectiveness, impact and sustainability of the activities delivered, and consider the relative strengths and weaknesses of UNRWA's approach in both countries of implementation.

In formulating recommendations for UNRWA, the evaluator should ensure appropriateness and alignment of recommendations with the evaluation purpose and their utility to improve UNRWA projects, programmes and policy. The evaluator should consider June 2018 UNEG guidance¹⁴ on the formulation of quality recommendations as they are formulated. Although the evaluator can highlight lessons or suggestions for the EUTF and other stakeholders, UNRWA prepares the management response and is required to track recommendations.

¹⁴ UNEG defines evaluation recommendations as 'proposals aimed at enhancing the effectiveness, efficiency, impact, relevance, sustainability, coherence, added value or coverage of the operation, portfolio, strategy or policy under evaluation. Recommendations are intended to inform decision making, including programme design and resources allocations.

Evaluation questions should be guided by the internationally standard criteria of OECD-DAC and incorporate cooperation and partnerships, gender equality and human rights perspectives in the evaluation.¹⁵

It is expected that the consultant will refine the evaluation questions and provide specific information on the evaluation design and methodology, data collection techniques and tools in an inception report. Methodologically, the evaluation should draw on a theory of change approach, testing the theory of change underpinning UNRWA's work in Jordan and Lebanon, outlining the activities delivered, what they intended to result in, and the main assumptions behind the interventions logic.

Relevance	• Are the Agency's mechanisms for intervention design, and stakeholder participation (beneficiaries and partners) sufficient and appropriate? • To what extent did coordination efforts and participation of duty bearers and Government authorities inform project activities and influence complementarity and coverage? • Were the project activities and strategies identified, realistic, appropriate and adequate to achieve the intended effects? • To what extent did learnings and recommendations from the evaluation of MADAD I inform the project design and implementation?
Effectiveness	• To what extent were the overall objectives achieved? • Did the intervention satisfy the end user/beneficiary? • Are the services reaching the intended population? • Was the project staff structure appropriate to deliver effective response?
Efficiency	• To what extent were results achieved efficiently? Were resources effectively utilized? • Were the resources available (human and financial) sufficient to deliver project outcomes? • To what extent did the project's monitoring and reporting mechanisms contribute to learning and inform decision-making?
Impact	• In what extent did the project contribute to the lives of beneficiaries, particularly women, children and persons with disabilities? • Were there any unintended positive and negative impacts of the project?
Connectedness and sustainability	• To what extent were feedback and complaint mechanisms adequately designed to ensure stakeholder participation, including participation of women, and the disabled? • Is there a transition strategy in place? How well was the exit/transition strategy developed and put in place? • What opportunities for partnerships and collaboration exist or could be harnessed in the future? • To what extent did coordination and complementarity with other donors take place?

3. Methodology

3.1 The evaluation should adopt a mixed-methods approach to answer the final research questions, and include both qualitative and quantitative methodologies. Information collected should be triangulated to ensure soundness of the analysis.

3.2 The consultant's application should provide information on a proposed evaluation approach and methodology to be used to analyze programme activities implemented in the two countries (Jordan and Lebanon).

3.3 The methodology and work plan should be presented to UNRWA during the first briefing meeting at the beginning of the consultancy.

3.4 Sources of data that should be considered include:

¹⁵ See UNEG guidance: 'Integrating Human Rights and Gender Equality in Evaluations'. <http://www.unevaluation.org/document/detail/1616>

- Desk review of relevant documentation.
- Field missions to both Jordan and Lebanon with a representative sample of schools, health centers and relief and social services centers.
- Key informant interviews and/or focus group discussions with UNRWA project staff, relevant UNRWA staff at department's levels in Jordan and Lebanon, local community representatives and beneficiaries of the project.
- Case studies
- Surveys

3.5 Sustained stakeholder engagement at the country and Headquarters level should be planned to improve the utility of the evaluation and its recommendations. An evaluation reference group, with balanced field level representation, as well as staff from UNRWA headquarters offices will be formed for this purpose.

The consultant must take into consideration the dignity and confidentiality of the Palestine refugees when undertaking the evaluation.

3.6 Documentation review should include , but is not limited to: (1) Jordan and Lebanon project documents and monitoring reports; evaluation reports of the first phase of the project in Lebanon; (2) quarterly information reports; relevant studies; ROM reports in Jordan and Lebanon; Evaluation report of MADAD I.

3.7 The analysis and the presentation of data and information should, to the extent possible, be gender-disaggregated and take into consideration gender and human rights dimensions.

4. Timing and deliverables

The evaluation exercise should be completed within a 60 day period at the maximum between February and June 2020.

Responsible person	Tasks	Approximate consultant working days	Target completion
Evaluator(s)	Desk review, phone interviews with key informants in Lebanon / Jordan	4	Early February
Evaluator(s)	Inception report, methodology submitted for review including DIOS, Evaluation Division review	6	Mid-February
Evaluators with the logistical support of project staff in Lebanon and Jordan	Evaluation mission to Lebanon and Jordan (meetings and visits to installations); including informal debriefing with stakeholders to present emerging findings	15	March
Evaluators with support of project staff	Home-based follow-on research	10	End of March
Evaluation team	Drafting report	15	April
Evaluation team	Submission of the draft of the report to the evaluation manager		20 April
Evaluation manager	Circulate draft for internal review, including EUTF		20 April
Evaluation manager	Consolidate comments on draft and share with evaluator		Early May
Evaluator(s)	Submit Final Draft	5	Mid May
Total number of days		55 days	

Deliverables:

- An inception report demonstrating understanding of the assignment, detailed methodology and a clear timetable for the evaluation within two weeks from the start of the assignment. The timetable for the evaluation should allow two weeks for the reference group to provide comments on the draft report.

- Draft report that will be used for a validation workshop with key stakeholders. The evaluator should comply with UNRWA's evaluation report structure and template as per the guidelines shared upon signature of the contract.
- Final Report including executive summary, recommendation and integration of comments. The submission of the final report is due at the latest on 20 May 2020 and will accompany the MADAD II Final report submission to the EUTF.

5. Arrangements for managing the evaluation

5.1 The Evaluator will report to the Evaluation Manager in UNRWA. The Evaluation Manager will provide all documents and information required to the Evaluator, facilitate access to staff and visits to UNRWA offices, provide backstopping and liaise regularly on the progress of the evaluation with internal UNRWA management.

5.2 The evaluation deliverables will be quality-assured by the Evaluation Manager and the Evaluation Division of the Department of Internal Oversight Services. Evaluation ToRs and inception report should be shared for comment to the Reference Group composed of a representative from the Project Support Office, the MADAD project manager, a representative from the Donor Relations Unit in Jordan and in Lebanon and from DIOS. Provision of office space will be clarified with the Evaluator.

5.3 The Evaluator is expected to undertake the evaluation in consultation with UNRWA, in full accordance with the terms of references outlined herewith and in full compliance with the UNEG's norms and standards for evaluation.

5.4 The Evaluator will present main findings during two debriefing sessions with UNRWA: one after completion of field work in Jordan and one after completion of field work in Lebanon.

6. Evaluation team composition and required competencies

1. The Evaluator should hold a post-graduate university degree in social sciences or another relevant academic discipline for the team leader and at least a first degree for the other team member(s);
2. The Evaluator (if one individual is contracted) or the Evaluation Team leader (if an evaluation team is contracted) should have led at least three independent evaluations, comprising field work for primary data collection.
3. Previous experience in conducting complex evaluation studies including multi-sectoral/ regional projects and/or with UNRWA or other UN Agencies would be a distinct advantage.
4. The Evaluator should have experience living and working in the Middle East and be based in the region or willing to travel to the region for the evaluation including in Jordan and Lebanon.
5. Excellent oral and written communications skills in English, high level analytical and report writing skills and experience writing clear and concise reports for a range of audiences are required. A good knowledge of Arabic language is considered an asset.
6. Preferably familiarity with the humanitarian response to Syrian conflict and also to some extent with the context surrounding Palestine refugees

7. Budget and payment terms

The financial proposal should include staged payments based on deliverables with a final payment dependent on satisfactory completion of the final evaluation report.

8. Additional information on the programme (or links) including the theory of change/ intervention logic

Additional detailed information regarding the project could be provided in annex:

In Lebanon:

Component: Education Services in MADAD II

The UNRWA Emergency Education Programme in Lebanon aims to provide equitable access to quality education for all Palestine refugee children and youth. By promoting a coherent and innovative response, the Agency aims to continue to support the integration of Palestine Refugees from Syria (PRS) into UNRWA schools and enable these children to realize their full potential, even in times of crisis. It is crucial that children are able and encouraged to be in school, as those who are out of school are more susceptible to risks such as sexual exploitation, recruitment into armed groups, early child marriage and child labour. This project supports the Emergency Education Programme's holistic approach to learning through the provision of learning support, psychosocial support, the provision of recreational activities and community engagement with a view to promote the overall wellbeing of Palestine refugee children.

Component 2: Primary Health Services:

Overall, the health status of PRS is poor with 83 % of households having at least one member with a chronic disease and 1 in 10 households having at least one person with a disability. UNRWA and partners play a major role in improving PRS living conditions by providing free-of-charge primary health services and covering 100 per cent of secondary care at PRCS hospitals, 90 per cent of secondary care at governmental and private hospitals; and 60 percent of tertiary care hospitalization services. This project supports the delivery of comprehensive, continuous and quality primary health care services to patients within the context of their family and community through additional Family Health Teams and key support staff needed to maintain the structure for service provision.

Component 3: Relief Services

Palestine refugees from Syria remain acutely impoverished with high rates of poverty observed amongst the population, to the extent that their extreme poverty rates are three times higher than PRL (AUB 2015). Poverty among Palestine refugees from Syria reached a staggering 89% in 2015, while extreme poverty reached 9%. UNRWA's cash assistance programme has the potential to significantly alleviate the effects of poverty of the vulnerable Palestine Refugee families from Syria. UNRWA's multi-purpose cash support is designed to cover a range of basic needs in addition to food, including shelter and non-food items, whilst affording refugees more choice in the determination of these needs.

In Jordan:

Cash based transfers

Cash programming remains the most flexible, cost-effective and dignified tool to meet the needs of displaced populations. Cash assistance offers beneficiaries dignity and flexibility, and has operational benefits such as cost-effectiveness. Therefore, in the past five years, UNRWA has been providing PRS recorded with the Agency in Jordan with various forms of cash-based transfers, to enable them to meet their basic needs, without resorting to negative coping mechanisms.

a. Unconditional cash assistance

Through quarterly disbursement of unconditional cash assistance, PRS can meet their basic needs of food, non-food items and shelters. UNRWA in Jordan has been adopting a targeted approach for such assistance, for cost-efficiency purposes. Although, the majority of PRS in Jordan are assessed as falling below the national poverty line,¹⁶ some of them are more vulnerable than others in light of their legal status in Jordan: PRS families not holding Jordanian documents are particularly vulnerable to socio-economic and protection risks, given their exclusion from the formal labour market and lack of access to public services, while PRS holding Jordanian documents are more likely to have access to public services and other entitlements granted to Jordanian citizens as well as access to the labour market. Therefore in 2018, in order to make a more efficient use of scarce resources, and to ensure that the most vulnerable PRS continued to be served, the Agency introduced a targeted approach to cash-based transfers. PRS families not holding Jordanian documents were prioritized to continue to receive the full amount of US\$ 40 per person per month, while PRS holding Jordanian documents continued to receive a reduced cash transfer value, set at US\$ 10.42 per person per month in line with the assistance provided to PRJ cases benefiting from UNRWA SSN programme.

b. Emergency cash assistance

To support the resilience of PRS families, UNRWA has incorporated an emergency cash grant intervention into its relief programme for PRS. This assistance is designed as a "buffer" to protect PRS families who experience a major crisis with financial implications, by specifically assisting them and in turn prevent further deterioration of their vulnerability.

By complementing the cash delivered to all PRS families, UNRWA delivers emergency cash grants to crisis-affected PRS families, to assist them to absorb a major shock, such as an eviction, absence of the breadwinner, protection concerns, income loss or severe lack of fulfilment of basic needs. All PRS residing in Jordan are eligible to receive such grant, after due assessment conducted by frontline staff.

c. Winterization

Furthermore, an additional allowance is normally distributed to all PRS in Jordan, in the form of a winterization grant. This kind of support is delivered once a year at the beginning of the winter season to support PRS families to prepare

¹⁶ 2010, 68 JOD

for the upcoming season. UNRWA in Jordan has been providing winterization support to the entire PRS caseload, following the same rationale applied by UNHCR on winterization which responds to the number of family members.



US\$	277	317	325	365	453
JOD¹⁷	196.12	224.44	230.10	258.42	320.71

Protection

During project's implementation, the Agency's frontline staff have continued to closely monitor the status of PRS and provided targeted support to individuals and families facing GBV, child protection and general protection concerns such as barriers to access services, withholding of identification documents, detention and denationalization. Upon identification of protection risks social workers refer PRS facing protection concerns internally to other UNRWA programmes to receive services when necessary and relevant. In the event that UNRWA services are unable to address specific protection concerns – for example, those surrounding legal and documentation issues – cases will continue to be referred to external service providers for specialized services.

Special attention is paid to the PRS residing in KAP, as they constitute a particularly vulnerable group. KAP came into existence in 2016 and was meant to act as a temporary camp for PRS, to allow the ICRC (in coordination with UNHCR) to facilitate resettlement of refugees to third countries. Since then, it has become a holding facility, where freedom of movement is limited and the future of its inhabitants unknown. The camp, run by the Jordanian Authorities and UNHCR, now hosts approximately 450 individuals, including PRS, Syrian and mixed families.

The capacity of frontline staff to provide a protective framework that responds to the specific needs of PRS has also been strengthened through specific trainings.

Capacity and Management Support

The project also includes a capacity and management support component, ensuring that the Emergency Coordination Unit (ECU) remains in place to assess the humanitarian needs of PRS and develop new systems and approaches to effectively respond to these needs. This unit serves to strengthen the field office's humanitarian capacity by overseeing the implementation of response plans, incorporating minimum standards into programming and service delivery, and supporting the roll-out of Agency-wide tools and systems to improve the overall efficiency of the emergency response. It is also necessary for the management, monitoring and allocation of emergency related contributions.

¹⁷ UN exchange rate, 1 USD = 0.708 JOD, fixed exchange rate.