



mid-term evaluation
of phase three eu madad fund support
to strengthen the resilience of palestine
refugees from syria in jordan and lebanon



decentralized evaluation report
lebanon field office

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Commissioning office

Lebanon Field Office

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Cover Photo: UNRWA students, Palestine Refugees from Syria, and from Lebanon participating in an outdoor recreational activity to mark the 16 days of activism against gender-based violence, within the Psychosocial- Support (PSS) Activities at Mazar school, a prefabricated school in Beddawi camp.

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About UNRWA

UNRWA is a United Nations agency established by the General Assembly in 1949 and mandated to provide assistance and protection to a population of over 5.7 million registered Palestine refugees. Its mission is to help Palestine refugees in Jordan, Lebanon, Syria, West Bank, and the Gaza Strip achieve their full human development potential, pending a just and lasting solution to their plight. UNRWA services encompass protection, education, health care, relief and social services, camp infrastructure and improvement, microfinance, and emergency assistance. UNRWA is financed almost entirely by voluntary contributions.

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Acronyms

AAP	Accountability to Affected Populations
ARDD	Arab Renaissance for Democracy and Development
CBO	Community-Based Organisation
CCIP	Cross-Cutting Issues Platform
CFW	Cash for Work
CUP	Catch-up Programme
EA	Emergency Appeal
ERG	Evaluation Reference Group
EUTF	European Union Regional Trust Fund in Response to the Syrian Crisis
FCS	Food Consumption Score
FGD	Focus Group Discussion
FHT	Family Health Team
GBV	Gender-Based Violence
HoH	Head of Household
IMC	International Medical Corps
INGO	International Non-Governmental Organisation
IRC	International Rescue Committee
JCLA	Jordan Centre for Legal Aid
JFO	Jordan Field Office
KAP	King Abdullah Park
KII	Key Informant Interview
LBP	Lebanese Pounds
LCRP	Lebanon Crisis Response Plan
LFO	Lebanon Field Office
M&E	Monitoring and Evaluation
MHPSS	Mental Health and Psychosocial Services
MOI	Ministry of Interior
MPCA	Multi-Purpose Cash Assistance
MTS	Medium Term Strategy
NFI	Non-Food Items
NGO	Non-Governmental Organisation
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PDM	Post-Distribution Monitoring
PHC	Primary Health Care
PN	Protection and Neutrality
PPE	Personal Protective Equipment
PRCS	Palestinian Red Crescent Society in Lebanon
PRJ	Palestine Refugee in Jordan
PRL	Palestine Refugee in Lebanon
PRS	Palestinian Refugee from Syria
PSS	Psychosocial Support
PwD	People Living with Disability
ROM	Results Oriented Monitoring
RPM	Regional Project Manager
RSS	Relief and Social Services
SEA	Sexual Abuse and Exploitation
SGBV	Sexual and Gender-Based Violence
SLP	Self-Learning Programme
STC	Siblin Training Centre
UN	United Nations
UNDP	United Nations Development Programme
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	US Dollar
WFP	World Food Programme

I. Executive Summary

Background and context

1. The MADAD III project 'Strengthening the Resilience of Palestine Refugees from Syria (PRS) in Jordan and Lebanon' has been under implementation since 1 January 2020 and is due to end in June 2022. MADAD III builds on the achievements of previous phases (MADAD I and II). The MADAD III project has been coordinated by a Regional Project Manager and then the various project components delivered by relevant UNRWA programme staff. In Jordan, the main focus of the project has been on supporting PRS to meet their basic needs through cash assistance and on responding to the protection needs of PRS. In the Lebanon Field (LFO), MADAD III supports PRS to meet their basic needs through cash assistance, as well as access to basic education, primary health, and protection services. PRS in both the Jordan Field (JFO) and LFO experience restrictions on access to employment, protection concerns and access to services. The recent situation in LFO has compounded this situation for PRS there, as the countries' financial, economic, and political situation has worsened, rendering them even more vulnerable.

Evaluation Purpose

2. The purpose of this mid-term evaluation of the MADAD III Programme in Lebanon and Jordan is to assess its performance and to support both accountability and learning. In terms of scope, the mid-term evaluation covers the start of the MADAD III project in January 2020 to July 2021. The evaluation considers all components of the programme in Jordan and Lebanon and provides evidence to inform decision making about PRS programming. The evaluation has used a mixed methods approach with key data collection methods including document review, key informant interviews, focus groups and a survey to Palestine refugees. The evaluation has applied the OECD DAC evaluation criteria of relevance, effectiveness, efficiency, and sustainability, as well as mainstreaming considerations on gender and human rights. Data collection was conducted remotely due to restrictions and limitations related to Covid-19. Data from the different data collection methods was analysed systematically against the evaluation framework to ensure triangulation and that all evaluation questions were addressed. Methodological limitations included the deteriorating situation in Lebanon, delays to evaluation timeframe and remote engagement with Palestine refugees.

Key findings and conclusions

Relevance

3. Finding 1: The design of the MADAD III programme has a clear strategic alignment with UNRWA's medium term strategy (MTS) and its Syria Regional Crisis Emergency Appeal and has remained relevant to the needs of PRS despite a challenging and changeable implementing context. As PRS are not eligible for assistance and services provided by other organisations given UNRWA's mandate, the MADAD III programme is enabling UNRWA to provide core services to PRS which are highly appropriate and indeed essential for many. The cross-cutting issues of protection, disability, and gender in terms of gender-based violence (GBV) are well integrated into programme design, although the programme design lacks a broader consideration of gender issues facing PRS.
4. Finding 2: The MADAD III project has been implemented in a challenging, evolving context which has affected its ability to achieve some outcomes and caused implementation delays. However, with support and flexibility from its donor, the project has managed to remain resilient and relevant through adaptive programming measures. This has included adjusting targeting approaches, implementation timelines, the inclusion of Palestine Refugees from Lebanon (PRL) as recipients for Emergency Covid-19 cash assistance in LFO and moves to deliver and monitor services remotely.
5. Conclusion: The MADAD III project design is closely aligned to UNRWA's strategic approach and has remained relevant to the needs of PRS in both Jordan and Lebanon, enabling UNRWA to provide core services to PRS which are highly appropriate and indeed essential for many. The project has been adaptive in a very challenging context and has benefitted from support and flexibility from the EU Regional Trust Fund in Response to the Syria Crisis (EUTF). Adaptations have included adjusting targeting approaches, implementation timelines, the inclusion of PRL as a target group for emergency cash assistance in LFO and moves to deliver and monitor services remotely. However, the context has had a significant impact on project timelines, targets, and UNRWA's ability to deliver services to PRS.

Effectiveness

6. Finding 1: The MADAD III project has been implemented in a climate of uncertainty. Rapidly changing implementation contexts and internal challenges have significantly impacted progress towards the MADAD III project objectives. However, UNRWA has shown great flexibility and taken steps to mitigate internal and external contextual challenges. As a result, MADAD III has made some progress towards its overall goal of strengthening the resilience of PRS in Jordan and Lebanon and is on track to meet several of the project objectives.
7. Finding 2: While satisfaction by component varies, overall, the majority of PRS reported that UNRWA support is critical in helping them to meet their basic needs. However, given the high level of need amongst the PRS population, most beneficiaries require ongoing and additional support to that which can be provided under MADAD III, particularly increased cash assistance. In general, beneficiaries were satisfied with the modality with which the cash assistance was implemented and believed that it helped them better cope with difficult situations. The educational services in Lebanon were greatly valued. Health services provided in Lebanon were also greatly valued. However, there was a significant need for more support to address the needs of persons with disabilities and those with chronic illnesses. Despite UNRWA's efforts to include 'hard-to-reach' populations, children with disabilities and those without the means to secure the needed infrastructure, were not able to benefit from the remote learning opportunities. As for the protection services in Lebanon and Jordan, the protection emergency cash was most valued by beneficiaries. However, the Covid-19 Pandemic and restrictions on mobility challenged referrals and progress of the legal aid support provided through this component in Jordan.
8. Finding 3: All MADAD services are governed by UNRWA's policies on gender, protection, and disability and UNRWA has made efforts to make service access equitable during the Pandemic. However, needs assessments to inform programme design and targeting have been delayed meaning that UNRWA has been unable to obtain crucial insights on how to tailor its services to the changing needs of the population. Recommendations from the MADAD II evaluation to prioritise the review of vulnerability assessments of PRS in Jordan have not been implemented. Most beneficiaries found it easy to access UNRWA services under MADAD III, although this has been affected somewhat by the Covid-19 Pandemic with the most vulnerable refugees often the most impacted. Furthermore, there remain ongoing challenges in Jordan and Lebanon for the most vulnerable, in particular those lacking legal documentation and the disabled, to access services, especially in a remote modality.
9. Conclusion: Whilst the project has made some progress towards its overall goal of strengthening the resilience of PRS, several of the project's intended outcomes are not on track to be met by the time the project ends in June 2022 and there have been delays in several planned activities, largely due to Covid-19 and the challenging operating context. The overall majority of PRS were satisfied with the support received, although most beneficiaries require ongoing and additional support to that provided under MADAD III, particularly increased cash assistance. Cross-cutting issues of protection, disability, and gender in terms of GBV are well integrated into project design, although the latter lacks a broader consideration of gender issues facing PRS.
10. Most beneficiaries found it easy to access UNRWA services under MADAD III. Despite UNRWA's efforts to provide services to its intended beneficiaries in an equitable manner, this has not always managed to reach or respond to the needs of the most vulnerable and has been further exacerbated by the context. Whilst UNRWA has various feedback and complaint mechanisms in place in both JFO and LFO, beneficiaries reported a lack awareness and use of these channels and that where complaints were made, these were not adequately addressed by UNRWA.

Efficiency and Coordination:

11. Finding 1: UNRWA has made efforts over the course of the three MADAD projects to improve monitoring and evaluation. However, the absence of qualitative data to measure programme performance remains an important gap. There remain ongoing challenges to the project's M&E regarding how the changing context has limited the relevance of certain project Indicators, and UNRWA's inability to separate out MADAD III results for education and health.
12. Finding 2: Overall, the design of the MADAD III project reflects a strong commitment from UNRWA to use learning to improve performance and respond to challenges experienced during MADAD I and MADAD II, as identified in the recommendations of the MADAD II evaluation and the Lebanon and Jordan ROM

reports. However, full implementation of the recommendations has been challenged by a rapidly changing implementation context and the availability of MADAD II evaluation recommendations after MADAD III implementation had already begun.

13. Finding 3: The Covid-19 Pandemic greatly affected coordination within MADAD at all levels (regionally and nationally). Despite the challenges, however, UNRWA showed great efforts at a national level to facilitate coordination between both internal and external partners. Internally, within different programme departments, there was evidence to show that coordination took place at JFO and LFO, however, improvements in this area to maximise value for beneficiaries are needed. Coordination at a regional level was poor due to the different organisational and management structure of the project in both fields, missed opportunities for the sharing of learning and Covid-19 restrictions on travel.
14. Conclusion: Whilst MADAD III was intended as a regional programme, it has largely evolved into two country-level programmes and there have been missed opportunities to exchange learning between JFO and LFO. Coordination at a field-level between UNRWA's different programme areas has been stronger than regional coordination, with strong links between the protection and Emergency Coordination Unit in JFO, and between RSS and education in LFO. Whilst UNRWA has demonstrated improved shared learning and networking with partners in both JFO and LFO, there remain some gaps in how UNRWA shares information with partners and engages them in planning. UNRWA has made efforts over the course of the three MADAD projects to improve monitoring and evaluation and there is clearly a strong commitment from UNRWA to use learnings to improve performance and respond to challenges experienced during MADAD I and MADAD II. However, there remain several key weaknesses in the MADAD III monitoring and evaluation, including the absence of qualitative data to measure programme performance and weak integration of gender. Furthermore, the embedding of learning has been challenged by a rapidly changing implementation context and the limited time available to use evaluation to inform programme design.

Recommendations

15. Recognising that MADAD III only has four months of programming left with little time for course correction, these recommendations are intended to strengthen UNRWA's future programming for PRS and ensure that overall, interventions involving PRS are relevant, effective and draw on the learning from MADAD III.
16. **Recommendation 1:** Recognising that the MADAD Programme is coming to an end, and it will be extremely difficult for UNRWA to integrate PRS into core funding given the persistent Programme Budget funding gap, it is essential that the UNRWA External Relations Department in collaboration with the Jordan and Lebanon field offices engage with donors to mobilise additional funds which will ensure the continued support for PRS in Lebanon and Jordan.
17. **Recommendation 2:** The UNRWA Department of Planning should continue to develop a needs-based budget to fully cost out its response to the needs of PRS as part of the Emergency Appeal Process. Any funding and resource mobilisation strategy for addressing the needs of PRS should recognise the importance of multi-year funding to address the needs of the PRS population in this protracted crisis and include costings for the provision of cash assistance which take into account the depreciation of living standards in LFO and JFO and which covers a greater percentage of PRS essential needs than UNRWA is currently able to (to move beyond preserving to strengthening resilience).
18. **Recommendation 3:** The provision of cash assistance to PRS, whilst essential for the well-being of PRS, is inherently unsustainable for the Agency and given its challenging operating context, there is limited space for UNRWA to conduct advocacy on issues such as the right for PRS to work. As such, UNRWA should engage with donors and the relevant UN Country Teams to collectively advocate for, protect and ensure the rights of PRS in both Jordan and Lebanon, including on their right to dignified work. This work should involve the Jordan and Lebanon field offices in collaboration with the Agency's Executive Office and Protection Division.
19. **Recommendation 4:** The Jordan and Lebanon field offices in collaboration with RSSD should ensure that future PRS programming is informed by up-to-date vulnerability assessments and that the targeting mechanisms for service provision take these into account, as well as considering what is feasible with the level of funding available. The field offices should ensure that vulnerability assessments include detailed analysis of needs with regards to disability and a thorough gender analysis, and that these needs, and

analysis are then reflected in programme design.

20. **Recommendation 5:** The Jordan and Lebanon field offices in collaboration with the Protection Division should continue efforts to ensure that staff are adequately trained and have sufficient capacity to address both gender, protection and disability in programme design, implementation, and monitoring, including the analysis and use of data to inform and improve programming. Recognising the importance of frontline workers in building trust and staying connected with PRS, there is a need to empower staff with greater peer support and active staff engagement in project decision making processes. UNRWA should also ensure that recruited staff have strong awareness of the context in which UNRWA operates.
21. **Recommendation 6:** The UNRWA Department of Planning should ensure that monitoring and evaluation relating to PRS programming going forward includes qualitative Indicators to ensure that PRS perceptions as to the quality of, and access to services, can adequately be measured. Furthermore, efforts should be made to strengthen the disaggregation of available data to better include disability.
22. **Recommendation 7:** The Jordan and Lebanon field offices should undertake a detailed review of existing partners to explore potential opportunities for collaboration and efficiencies. Both field offices should develop a consistent partnership approach that clearly sets out how and when UNRWA communicates with its partners and the type of information that is to be shared.
23. **Recommendation 8:** The UNRWA Department of Planning should invest more in efforts to strengthen Accountability to Affected Populations efforts to ensure that beneficiaries, including those that are hard-to-reach, have access to feedback and complaint mechanisms, have their confidentiality and anonymity guaranteed, and that responses are clearly communicated to beneficiaries.

Recommendation 9: In cases where a project is subject to frequent evaluations, the DIOS Evaluation Division should support the planning and design stages of evaluations to avoid duplication and the over-burdening of stakeholders, focusing on a select few questions to provide opportunity for greater depth of analysis potential. Given the broad scope of this mid-term evaluation and its completion so close to the end of the MADAD III Project, this will need to be considered in the design of the final evaluation.

II. Introduction

Evaluation Purpose and Scope

24. The purpose of this mid-term evaluation of the MADAD III Programme in Lebanon and Jordan is to assess its performance and to support both accountability and learning.
25. The specific evaluation objectives are to:
 - Assess performance of MADAD III and support summative accountability and formative learning, with a greater emphasis on learning
 - Provide learning on the effectiveness of the MADAD programme's strategic approach, identifying strategic and structural improvements to be pursued over the next strategic period and to inform the design of future Palestinian Refugee from Syria (PRS) programmes/projects
 - Assess Outcomes that the MADAD-funded projects in Lebanon and Jordan have contributed to
 - Assess MADAD III programme to clarify its general strengths and weaknesses, and to inform PRS programme-related decisions at a strategic level
 - Provide evidence-based findings and recommendations regarding UNRWA support to PRS in Lebanon and Jordan
 - In terms of scope, the mid-term evaluation covers the start of the MADAD III project in January 2020 to July 2021. The evaluation considers all components of the programme in Jordan and Lebanon and provides evidence to inform decision making about PRS programming. The evaluation may also serve as an evidence-based advocacy tool for UNRWA to secure future funding for PRS response.

Methodology

Methodological Approach

26. The evaluation has sought to understand if, how, and why UNRWA's MADAD III project has achieved or made progress towards its specific intended objectives. Whilst there is no existing Theory of Change underpinning the design of the MADAD III project, the project has a detailed log frame which has evolved from the previous phases of the MADAD Programme and which has been negotiated to inform the project's intervention logic and provide a tool for monitoring achievement in line with the EUTF requirements on results reporting. As such, the evaluation assesses the achievement of results against the project's detailed log frame and associated reporting to determine 'if' results have been achieved, alongside the quantitative survey data gathered during the evaluation process. Qualitative interviews and focus groups have been used to address the 'how' and 'why' aspects of the project's success.
27. The evaluation has applied the OECD DAC evaluation criteria of relevance, effectiveness, efficiency, and sustainability, as well as mainstreaming considerations on gender and human rights. The evaluation team have adhered to ethical standards in its evaluation practice (including confidentiality, transparency, cultural awareness) and to assuming responsibility with regards to safeguarding vulnerable adults and children.
28. In the inception phase, the proposed evaluation questions were refined and revised to improve clarity and to ensure that they are fully aligned to the evaluation's purpose. In the inception phase, the evaluation team developed an evaluation matrix (see Annex E), including the evaluation questions and evaluation criteria. The evaluation matrix framed and guided the evaluation and was used to ensure a clear evidence chain links the project's objectives, evaluation questions, and data collection methods.

Data Collection

29. The evaluation has used a mixed-methods approach. The evaluation's data collection methods have included¹:

¹ Further detail is included Annex 5, Methodological Annex

- Document review: An in-depth review of documentation including project documents, monitoring, and reporting documentation, evaluations, background information and material, and corporate strategic and reference documents.
 - Key Informant Interviews (KIIs): We conducted interviews with a purposive sample of three UNRWA senior and middle management staff at HQ, 12 in Jordan and 10 in Lebanon. In the Jordan Field Office (JFO), we interviewed two UNRWA partners and 12 in the Lebanon Field Office (LFO). A list of KII stakeholders who took part in the evaluation is presented in Annex D.
 - Focus Group Discussions (FGDs): Five FGDs were conducted with UNRWA frontline staff (one in Jordan with emergency social workers; and four in Lebanon: one each with staff from health and relief and social services (RSS), and two with education). A further FGD was completed with protection staff in Jordan. FGDs were facilitated via Zoom.
 - Focus group discussions and remote interviews in Arabic with Palestine refugees: The evaluation team conducted 10 FGDs (3 with PRS in Jordan, 3 with Palestine Refugees in Jordan (PRJ), 2 with PRS in Lebanon, 1 with Palestine Refugees in Lebanon (PRL) and 1 with both PRL and PRS), and 38 telephone interviews to ensure the inclusion of Palestine refugees in the data collection phase. Participants were chosen randomly from longlists of Palestine refugees drawn up by UNRWA to ensure participation of various regions and camps in Jordan and Lebanon, a range of different support received under the MADAD III project, an equal number of male and female beneficiaries, a mix of ages, a mixture of those residing in and out of camp, and to meet various vulnerability criteria including disability and legal status.
 - Online Survey: An online survey in Arabic was sent out using KoBo Toolbox to all PRS in Jordan and Lebanon. The survey captured the voice of a broader range of participants than could be reached via KII or FGD. The survey was administered through an online survey tool and used a branching approach so that answers respondents provided informed the specific questions they were asked. Respondents were asked to enter their UNRWA registration number, and these numbers were shared with UNRWA to allow them to verify that only responses from refugees registered as PRS were included². The survey received 1,234 valid responses from LFO and 418 valid responses from JFO.³
30. Data collection was conducted remotely due to restrictions and limitations related to Covid-19. Data from the different data collection methods was analysed systematically against the evaluation framework to ensure they were triangulated and that all evaluation questions were addressed. The team held a group analysis session to ensure the robustness of findings and brainstormed conclusions and recommendations collectively. Where possible, the evaluation team have disaggregated and analysed data through a gender and vulnerability lens as well as by nationality.
31. The first draft of the evaluation report was quality assured by IOD PARC and then reviewed by relevant project staff and the Evaluation Reference Group (ERG). The final version of the report encompasses this feedback.

Methodological Limitations

32. There have been several process and methodological factors which have impacted on the evaluation. The below table sets out these factors as well as how the team have mitigated their impact.

Table 1: Methodological Limitations

Factor	Impact/Mitigation
Deteriorating situation in Lebanon	The deteriorating situation in Lebanon has had a significant impact on the evaluation in several ways. The evaluation took place during the Lebanon fuel crisis, when there were moments of great fear and uncertainty as the fuel shortages threatened the provision of the most essential services (health, water services, electricity) putting thousands of families at risk. Tensions in the camps increased and resentment towards UNRWA was evident with several attacks to UNRWA installations and staff. The planned FGDs with PRS and PRL were unable to go ahead as participants were not able to travel due to fuel shortages and power cuts. As such, these were changed to

² UNRWA did not have access to actual responses, only the registration numbers to verify respondents

³ There is an estimated 17,349 PRS in Jordan and 29,145 PRS in Lebanon <https://www.unrwa.org/palestine-refugees-syrialebanon#:~:text=US%24%2046%20million%20of%20the,at%20the%20end%20of%202016>

	remote telephone interviews which meant that the team could only cover an additional 12 remote interviews with PRS with the available evaluation resources compared to the 36 who would have participated in FGDs. These telephone interviews were also affected by the fuel crisis as beneficiaries were unable to always access internet or charge their phones. Connection issues meant that calls were poor quality and the evaluation team had to call to schedule each of these individually, with stakeholders not always available at agreed times. The connection issues also meant that at times UNRWA staff were unavailable to engage with the evaluation team. To mitigate this, the evaluation team worked flexibly, extending the evaluation timeframe to ensure the number of planned interviews could be reached. Additionally, two FGDs were held with PRS in Lebanon which were facilitated by an UNRWA staff member who had not been involved in the MADAD III project. The questions were provided to the staff member by the evaluation team; the FGDs were recorded, and the audio sent to the evaluation team. While the fact that this data collection was not conducted by a member of the independent evaluation team was not ideal, these FGDs did provide useful data that has been used to triangulate findings against other data sources. These contextual factors impacted not only the data collection process but are also likely to have influenced the responses provided by the beneficiaries.
Delays to evaluation timeframe: changes to survey sampling approach	Initially, the evaluation team had intended to send the survey to a statistically significant sample of the PRS population in both Jordan and Lebanon. However, despite leaving the survey open for two weeks, the evaluation team did not receive the requisite number of responses needed. The survey was then sent out to an additional sample of PRS in each field to reach the desired number of respondents, until eventually it was sent to all PRS, and the statistically relevant sample was achieved. This meant that the overall timeframe for the evaluation had to be increased.
Delays to evaluation timeframe: evaluation team and Evaluation Manager sickness	At different points in the evaluation, both the Evaluation Manager, the Evaluation Team Leader and a member of the evaluation team have been unwell, which has not had an impact on the evaluation activities or findings but did lead to some delays in the set-up of data collection and the submission of the draft and final report.
Remote engagement with Palestine refugees	Remote engagement with beneficiaries has been a challenge in this evaluation. As detailed above it was necessary to move to telephone interviews with Palestine refugees in Lebanon; this was challenging due to connectivity. The situation in Lebanon is likely to have negatively influenced responses from Palestine refugees on the adequacy and quality of UNRWA's services. In Jordan, the evaluation team undertook telephone interviews with protection beneficiaries. In both fields, there were several respondents who said they had not given consent to be interviewed (even though UNRWA had secured consent in advance), some women who felt uncomfortable speaking and wanted their husbands to respond to interview questions and/ or who were reluctant to speak for fear of interviews being recorded. This was not ideal and to mitigate this the evaluation team undertook a few extra interviews in each field. However, it remains that franker, more-in-depth responses would have likely been received in face-to-face interviews or focus groups.

Programme Background

33. The MADAD III project '*Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon*' has been under implementation since 1st January 2020 and is due to end in June 2022. The project is funded by the EUTF and has a total funding of €43,200,000, with €12,600,000 allocated to the JFO, and €30,600,000 to the LFO. MADAD III builds on the achievements of previous phases (MADAD I and II).

Project Outcomes, Outputs, and Activities

Project Management

34. The MADAD III project has been coordinated by a Regional Project Manager and then the various project components delivered by relevant UNRWA programme staff. The role of the Regional Project Manager (RPM) was introduced during MADAD II (although recruitment was delayed due to delays in receiving the first funding instalment from the donor) to ensure better coordination and coherence between Jordan and Lebanon interventions. This decision stemmed from a recognition that during the implementation

of the MADAD I, the absence of a PM to coordinate and oversee the implementation of the different components of the project affected the quality of the intervention.

Jordan

35. In Jordan, MADAD III continues to support PRS to meet their basic needs through unconditional cash assistance, in addition to emergency cash assistance, which includes two rounds of Covid-19 related emergency cash assistance to help PRS cope with the consequences of the Pandemic, in addition to emergency cash grants to support PRS facing crises. Moreover, under the project UNRWA continues to respond to protection needs of PRS, including general protection concerns and legal documentation issues, de-nationalisation and forced return to Syria, gender-based violence (GBV), and child protection risks. The project also focuses on strengthening emergency operational efficiency. Table 2 below lists JFO project Outcomes, outputs, and activities.

Table 2: JFO Project Outcomes, Outputs, and Activities⁴

Jordan Field Office	
Outcome and Outputs	Activities
Outcome 1: PRS meet their basic needs through the provision of humanitarian assistance	
Output 1.1 Increase financial capacity of PRS in Jordan	Provision of unconditional cash assistance to eligible PRS recorded with the Agency in Jordan; Provision of emergency grants to up to 900 PRS cases over a period of two years – 450 cases in 2020 and 450 cases in 2021; Provision of Covid-19 emergency cash assistance to all PRS recorded with the Agency in Jordan.
Outcome 2: Prevention and protection response for Palestine refugees is strengthened	
Output 2.1: Protection mechanisms targeting children, women, and adults (general protection, child protection and GBV cases) are strengthened, and address increased GBV-related vulnerabilities during Covid-19	Recruitment of a dedicated Protection Officer to oversee the provision of protection services to PRS population in Jordan; Emergency Social Workers identify, assess, and provide targeted support to identified protection cases. Upon identification of protection risks, Emergency Social Workers refer cases internally or externally; A team from a legal firm with multi-sector expertise follows up protection case-related matters and provide legal counselling and awareness raising on legal matters Selected frontline staff will receive protection focus training to further mainstream protection principles into core operations management and implementation Recruitment of a dedicated GBV Officer to oversee and coordinate the overall GBV response and related service provision Adapt GBV case management services to Covid-19 operational context, including the establishment of hotlines, internet, and SMS services for remote case management Establish partnerships with external service providers, to reinforce and formalize GBV referral paths and building women's resilience and empowerment through access to multi-sectoral services (partnership with UN Women)
Output 2.2: Information sharing and awareness raising services are established	Emergency Social Workers conduct outreach activities, including recreational and educational activities for PRS children and awareness sessions for their parents on protection issues including early marriage, GBV, and legal issues as well as addressing concerns regarding civil registration and de-nationalisation Emergency Social Workers submit Intention Surveys to selected PRS families With guidance from the Protection Officer, Emergency Social Workers lead on undertaking Focus Group Discussion with selected PRS PSS is provided to King Abdullah Park (KAP) residents
Outcome 3: Effectiveness and efficiency of emergency programme delivery are improved	
Output 3.1: UNRWA Emergency operations capacities in needs formulation, monitoring, and reporting are strengthened	In the framework of Covid-19 emergency, conduct a Refugee Rapid Impact Assessment Conduct a Refugee Vulnerability Assessment Core emergency personnel are available to provide timely and effective responses to the needs of the PRS

⁴ Project document "Annex 1 Log Frame (MADAD 3) updated - CV 11.5.21 (approved EU)"

Lebanon

36. In Lebanon, MADAD III also supports PRS to meet their basic needs through multi-cash assistance, in addition to emergency cash assistance, which includes Covid-19 related emergency cash assistance to help PRS and PRL⁵ cope with consequences of the Pandemic and cash grants under the protection component. Moreover, under the project, UNRWA continues to support PRS and PRL with access to basic education, primary health, and protection services. Table 3 below lists LFO project Outcomes, outputs, and activities.

Table 3: LFO Project Outcomes, Outputs, and Activities⁶

Lebanon Field Office	
Outcome and Outputs	Activities
Outcome 1: PRS meet their basic needs through the provision of humanitarian assistance	
Output 1.1: Increased financial capacity of PRS in Lebanon	Monthly multipurpose distributions for PRS families; Emergency distribution for Covid-19 assistance during June 2020; Additional emergency Covid-19 cash assistance for PRS to mitigate against the economic impact of the Covid-19 crisis; Emergency Covid-19 cash assistance for PRL to mitigate against the economic impact of the Covid-19 crisis; Monitoring and evaluation for the cash assistance program; Cash assistance beneficiaries are referred to LFO's cash for work initiative Monitoring and reporting.
Outcome 2: PRS/PRL access to quality, inclusive and equitable education ensured despite conflict and displacement	
Output 2.1: Enrolment barriers that prevent PRS children from attending school/education are identified and addressed	Provision of school transportation Provision of essential school materials (back to school kits, school uniforms) and school maintenance Provision of core education services for PRS and PRL by essential school staff Developing and roll-out of the self-learning programme (SLP) in LFO Provision of communication assistance for vulnerable PRS students, teachers, and school counsellors Outreach to out-of-school children and successfully refer them to available education pathways Monitoring and reporting
Output 2.1.2: Retention barriers that lead to children dropping out of school are identified and addressed	Monitoring the progress of PRS children Provision of PSS, activities, and referrals for PRS and PRL children in UNRWA schools Provision of a Gap Camp for students in Grade 1 to strengthen students' competences Capacity building of education staff Support students in all grades (1-2) to go back to learning after the Covid-19 crisis Capacity building of education staff Monitoring and reporting
Outcome 3: PRS/PRL access to primary health services ensured	
Output 3.1 UNRWA Emergency operations capacities in needs formulation, monitoring and reporting are strengthened	Provision of curative primary health services for PRS patients Provision of preventative primary health services for PRS patients Hygiene and cleaning materials are procured and distributed to UNRWA clinics Covid-19 related hospitalization support for PRS and PRL Coverage of Covid-19 PCR testing for PRS and PRL Support PRC's Covid-19 response through the procurement of Personal Protective Equipment (PPE) Monitoring and reporting
Outcome 4: Prevention and protection for Palestine Refugees is strengthened	
	Delivering trainings to UNRWA staff on protection mainstreaming topics and themes; Cash grants;

⁵ Vulnerable PRL were included as project beneficiaries given the deteriorating situation in Lebanon and their increased vulnerability after extensive negotiations with the EUTF, who were able to respond flexibly given this change in context.

⁶ Project document "Annex 1 Log Frame (MADAD 3) updated - CV 11.5.21 (approved EU)"

	Designing and carrying out specific ad hoc protection initiatives, including community engagement activities linked to the audit, protection emergency cash, and marketing International Day of Persons with Disabilities Conducting a field wide protection audit in Q3-Q4 of 2020 and defining, in coordination with programmes, recommendations and actions that enhance alignment with protection standards Providing technical support to UNRWA programmes, management, and project development to facilitate the mainstreaming of protection, including through the follow-up on and monitoring of the implementation of the protection audit recommendations of 2019- 2020 Coordinating protection mainstreaming at area level and field-office levels through planning for and chairing of the cross-cutting issues platform on monthly basis Monitoring and reporting
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Field Office Context

Jordan

37. The crisis in Syria has placed an additional burden on Jordan's economy and on its limited resources and infrastructures. The crisis has also increased pressure on UNRWA's service provision to PRJ, as well as its facilities and financial resources. There are 17,800 PRS in Jordan,⁷ of whom UNRWA is the main and often sole service provider, in a context where they are excluded from the Jordan Response Plan which charts a framework for the humanitarian response to the Syria crisis in Jordan.⁸
38. The majority of PRS in Jordan reside within the host community, mainly in urban centres in Irbid, Zarqa, and North and South Amman, with a few hundred living in King Abdullah Park in Irbid.⁹ PRS in Jordan experience precarious and difficult socio-economic conditions. In fact, it is estimated that over 95% of PRS in Jordan live under the poverty line, where they are either food insecure or vulnerable to food insecurity.¹⁰ Moreover, a high percentage of PRS households (32%) are female headed. Uncertain legal status and limited access to economic opportunities further increases PRS vulnerability.
39. Common protection concerns facing PRS in Jordan include lack of and/or forged documentation, irregular entry into Jordan¹¹, as well as security restrictions imposed on PRS and their descendants by the General Intelligence Department.¹² In addition, PRS are also at risk and threat of de-nationalisation, deportation and refoulement.¹³ Furthermore, even PRS with Jordanian papers report challenges accessing national services.

Lebanon

40. Lebanon has been greatly impacted by the protracted Syrian crisis as it continues in its tenth year. The country hosts the highest number of displaced persons per capita in the world, with refugees constituting up to 21.8% of the total population. By 2021, there were around 855,000 United Nations High Commissioner for Refugees (UNHCR)-registered Syrian refugees in Lebanon,¹⁴ along with 27,700 PRS and an estimated 180,000 pre-existing PRL living in 12 camps and 156 gatherings.
41. Lebanon has also experienced recent political upheaval since 2019 and a worsening financial, economic, and political situation. Coupled with the Beirut Blast and the Covid-19 Pandemic, the context in Lebanon has had devastating implications on the country's population, particularly those who are most vulnerable. A World Bank survey (2020) showed that nearly one in three Lebanese have become unemployed, and

⁷ UNRWA (2021). PROGRESS REPORT- Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III).

⁸ UNRWA (2020). PROJECT PROPOSAL – Strengthening the Resilience of Palestinian Refugees from Syria in Jordan and Lebanon (Phase III).

⁹ Ibid

¹⁰ UNRWA (2021). PROGRESS REPORT- Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III).

¹¹ UNRWA (2020) PROJECT PROPOSAL Strengthening the Resilience of Palestinian Refugees from Syria in Jordan and Lebanon (Phase III).

¹² UNRWA (2021). Syria Regional Crisis Emergency Appeal 2021. UNRWA. Amman. Available at:

https://www.unrwa.org/sites/default/files/content/resources/2021_unrwa_syria_regional_crisis_emergency_appeal_final.pdf

¹³ UNRWA (2021). PROGRESS REPORT- Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III).

¹⁴ CSR, (2021) Lebanon, Updated April 21, 2021. See: <https://fas.org/spp/crs/mideast/R44759.pdf>

61% and 46% of PRS women and men respectively, reported losing their jobs due to Covid-19. Moreover, inflation has affected households' capacities to access food, whereby 41% of Lebanese respondents could not afford to stockpile food. The numbers are even higher for PRL and more so for PRS, reaching 44% and 64% respectively. The deterioration of the situation in Lebanon has also worsened relations between host and refugee populations.

42. Palestinians in Lebanon face many challenges to accessing employment, health, and education services among others. The situation for PRS in Lebanon is even more dire. For example, according to a socio-economic survey carried out by UNRWA in 2020, 87.3% of PRS are living below the absolute poverty line and 11.3% are in a state of abject poverty. Most PRS are also unable to purchase essential commodities and are pressured to undertake negative coping mechanisms such as missing meals, child marriage, child labour, and borrowing. The Covid-19 Pandemic has also further isolated vulnerable people such as those with disabilities and exacerbated GBV, violence against children, as well as within the community in the form of interpersonal disputes.¹⁵
43. PRS also face several protection concerns. PRS who entered the country legally before 2016 must renew their residency free of charge every six months. In practice there are associated costs and it appears that an increasing number of PRS who are able to are not renewing their residency. Those who entered irregularly (12% according to UNRWA's records) are not able to obtain residency. PRS without residency are vulnerable to being stopped at check points and being detained by the Lebanese Government, and in some cases issued with a departure order. PRS in the south are especially vulnerable to this as they need a permit to enter and leave the camps, which is required every six months, and which is essential for their residency.¹⁶ Those who entered irregularly are also at-risk of being exploited and abused during their journey and when in the country.
44. UNRWA's operating context in Lebanon can be challenging in terms of its relations with stakeholders (both with the Government of Lebanon and refugee populations themselves) and is deeply politicised and open to manipulation. During the evaluation period, UNRWA saw tensions increase in camps and increased resentment towards UNRWA with several attacks to UNRWA installations and staff.

III. Findings

Relevance

Strategic Alignment of the MADAD III Programme and Relevance to the Needs of Palestine Refugees

Key finding: The design of the MADAD III programme has a clear strategic alignment with UNRWA's medium-term strategy (MTS) and its Syria Regional Crisis Emergency Appeal and has remained relevant to the needs of PRS despite a challenging and changeable implementing context. As PRS are not eligible for assistance and services provided by other organisations given UNRWA's mandate, the MADAD III project is enabling UNRWA to provide core services to PRS which are highly appropriate and indeed essential for many. The cross-cutting issues of protection, disability, and gender in terms of GBV are well integrated into programme design, although the programme design lacks a broader consideration of gender issues facing PRS.

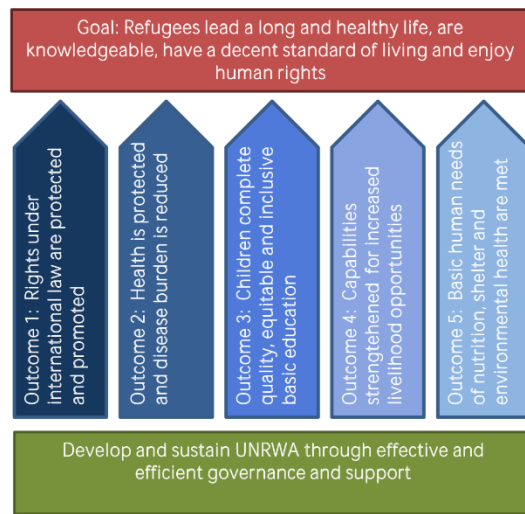
45. This section considers the extent to which MADAD III has remained relevant to the needs of the PRS population and the extent to which it has been aligned to UNRWA's strategic frameworks.
46. UNRWA's Syria Regional Crisis Emergency Appeal is the key strategic framework guiding interventions for addressing the needs of PRS, with the UNRWA 2016-21 MTS providing the overarching framework informing UNRWA's core programming areas. As the figure below illustrates, MADAD III's focus on health, education, protection, and cash transfer is fully aligned with the strategic Outcomes outlined in UNRWA's

¹⁵ UNRWA. Socio-economic Survey, 2020.

¹⁶ UNRWA, (2020) UNRWA Protection brief. Palestine Refugees living in Lebanon. Available online at: https://www.unrwa.org/sites/default/files/20-09-28_lfo_context_protection_brief_2020_final83.pdf [Accessed on 25 January 2022].

2016-21 MTS which centres on the protection of rights under international law, health, education, livelihoods, and the meeting of basic human needs.¹⁷

Figure 1: MTS Outcomes



47. As UNRWA holds the mandate for assisting Palestine refugees until a political solution is found to their displacement, PRS are not eligible for assistance and services that are provided by organisations in both countries for Syrian refugees¹⁸. The needs of PRS are not currently covered under the UNRWA Programme Budget or MTS but under the Agency's Emergency Appeal (formerly the Syria Emergency Appeal), which MADAD III falls under.

48. PRS are highly reliant on UNRWA services and assistance and PRS would not be covered by other organisations should UNRWA not provide services and assistance to them. As such the MADAD III programme is enabling UNRWA to provide core services to PRS which are highly appropriate and indeed essential for many.

49. As noted in further detail later in this report, there remains a key challenge for UNRWA regarding how it will address the needs of PRS in its strategic planning going forward, given the development of the new MTS in 2022, the planned evaluation of UNRWA Emergency Appeals, and the fact that the MADAD III project is coming to an end as of June 2022, with alternative funding sources not yet identified.
50. In policy terms, UNRWA considers gender, protection, and disability to be cross-cutting issues and it is committed to mainstreaming these issues across programmes. Protection, gender, and GBV are prominent cross-cutting issues in the UNRWA Syria Regional Crisis Emergency Appeal¹⁹ which outlines the key GBV challenges facing PRS. For example, the gender dimensions of the situation facing PRS have come into focus because of Lebanon's recent crises, such as an increase in reporting of domestic abuse, sexual harassment, and child abuse including online exploitation and child marriage. The Emergency Appeal also outlines the priority of delivering GBV services in Jordan which are adapted to its operating context. In both fields, the Emergency Appeal highlights the exacerbating impact of Covid-19 in further exposing Palestine refugees, particularly for women and girls to protection risks and GBV, and the fact that PRS experiencing abuse may have become further isolated during the Pandemic.
51. Responding to the needs identified in the EA, the MADAD III project document gives clear prominence to protection and GBV as a cross-cutting issue. It highlights in further detail the protection risks facing PRS in both Jordan and Lebanon and how the project responds to these, such as the provision of protection services to PRS in KAP. Furthermore, the project includes specific Outcomes on protection for each field office and the provision for a GBV Officer²⁰ within JFO and a Protection Mainstreaming Officer in Lebanon. Additionally, the design of MADAD III responds to the recommendations of the previous MADAD II project, reincorporating protection as a focus of programming in LFO.
52. However, beyond issues pertaining to protection and GBV, there is no reference to specific gender considerations relevant to the MADAD III's design²¹ in terms of the health, education, or cash assistance components of the project. Furthermore, whilst the MADAD III log frame²² prescribes several Indicators to be gathered including gender-disaggregated data, there are no specific Outcomes or Indicators with regards to Gender Equality and Women's Empowerment.
53. In terms of disability, UNRWA has a specific disability policy and disability is also outlined as a key cross-

¹⁷ UNRWA Medium-Term Strategy, 2016-21

¹⁸ Although some support and services are provided by NGOs

¹⁹ UNRWA Syria Regional Crisis Emergency Appeal, 2021

²⁰ There is currently a GBV Coordinator in post in JFO

²¹ Project Proposal, Strengthening the Resilience of Palestinian Refugees from Syria in Jordan and Lebanon, Phase III

²² Annex 1, MADAD III Project Log Frame, 11.5.21

cutting issue in UNRWA's MTS and the Emergency Appeal. The MADAD III project document²³ does outline some considerations regarding persons with disabilities (PwD), including prioritisation of PwD in the targeting of cash assistance and support from social workers, as well as several Indicators to be disaggregated by gender. However, as noted later in the report, there are clear gaps in terms of the intent for MADAD III to mainstream disability and the extent to which this has been achieved in practice.

54. In terms of programme area and choice of modality, the priority areas of intervention under MADAD III are highly relevant as:
- Ensuring that all school-age children complete quality, equitable, and inclusive basic education is a priority under UNRWA's MTS and aligned to the UNRWA Agency-Wide Education in Emergencies Programme. However, UNRWA has calculated that only 88% of PRS children in Lebanon between 6 and 12 years old are enrolled in schools, compared to 97% of PRL children, and only 36% of PRS children are enrolled in secondary school as opposed to 61% of PRL children²⁴. Furthermore, PRS children depend heavily on UNRWA for their elementary and primary education, with 81.8% of PRS children attending UNRWA schools. As such, the MADAD III objectives regarding the provision of education to PRS children in Lebanon are highly relevant.
 - Given the fact that PRS cannot access public health services in Lebanon, they are largely reliant on UNRWA's health services, and more than one-quarter of the PRS population in Lebanon (28%) are diagnosed with a chronic disease,²⁵ the inclusion of health services under MADAD III is highly relevant.
 - The provision of legal support in to PRS under MADAD III in JFO is highly relevant as PRS in Jordan who do not have Jordanian nationality and continue to live under fear of arrest, detention and/or forced return due to their irregular legal status. As such, the provision of specialised legal support under the MADAD III project can provide PRS with appropriate legal counselling and awareness raising.
55. The MTS outlines UNRWA's preference for cash transfer as the modality to provide direct assistance to refugees for reasons of efficiency, flexibility, dignity, and convenience for the recipients. Given the limited livelihood opportunities for PRS in JFO and LFO and the lack of safety nets, plus the vulnerability of the population, cash assistance addressed a crucial need to support PRS in meeting their needs.

²³ I Project Proposal, Strengthening the Resilience of Palestinian Refugees from Syria in Jordan and Lebanon, Phase III

²⁴ UNRWA Protection Brief, April 2018.

²⁵ UNRWA, Socioeconomic survey on Palestine refugees from Syria living in Lebanon, 2020

Resilience of the MADAD III Project

Key finding: The MADAD III project has been implemented in a challenging, evolving context which has affected its ability to achieve some Outcomes and caused some delays in implementation. However, with support and flexibility from its donor, the project has managed to remain resilient, relevant, and adaptable through adaptive programming measures. This has included adjusting targeting approaches, implementation timelines, the inclusion of PRL as recipients for Emergency Covid-19 cash assistance in LFO and moves to deliver and monitor services remotely.

Jordan

56. In JFO, the outbreak of the Covid-19 Pandemic has significantly affected the implementation of MADAD III. To respond to this challenging context, UNRWA has adapted its programming and service delivery to respond to the evolving context in Jordan.²⁶
57. In Jordan, the outbreak of Covid-19 has led to partial and full government lockdowns, which have halted implementation of face-to-face activities. To respond to this, UNRWA has put in place alternative structures including the use of online platforms (e.g., WhatsApp, Facebook) and hotlines to engage with PRS. For example, GBV case management services have been adapted to the Covid-19 operational context, to enable remote GBV case management which has included operating hotlines to receive GBV cases and disseminating information through social media, text messages, and public TV channels. Emergency Social Workers conducting outreach activities including awareness sessions to children and parents on protection issues shifted their activities to online platforms (e.g., WhatsApp, Facebook) and phone calls, in addition to sending messages over social media and SMS. Psychosocial support (PSS) sessions for KAP residents were carried out using hotlines and social media.
58. UNRWA has also revised its cash assistance targeting approach due to the deteriorating humanitarian situation of PRS in Jordan, and from Quarter 1 of 2021, has provided all PRS with unconditional cash assistance, continuing to provide cash assistance to PRS prioritizing the most vulnerable with a higher cash transfer.²⁷
59. Along with the gap in resources that UNRWA experienced since 2018, the Covid-19 Pandemic has impacted the ability of the Agency to implement the recommendations of the Protection Audit²⁸ of 2017/2018 as planned under Outcome 4 of the MADAD III project, and only six out of the 18 recommendations have so far been implemented (Indicator 2.1). As a result, the timeline for implementing the recommendations has been extended to ensure that significant progress is achieved before the next cycle.
60. Other impacts caused by the volatile context include low progress towards achieving specific results. For example, 60% of PRS with legal documentation issues referred to external legal service providers (Indicator 2.1.1). The latter was due to restrictions related to Covid-19 which delayed the work of the law firm hired to manage PRS cases and halted the operations of the judicial system in Jordan. Additionally, progress towards Indicator 2.1.1 has been affected by the suspension of referrals to the Jordan Centre for Legal Aid (JCLA) and Arab Renaissance for Democracy and Development (ARDD) due to issues with the quality of services provided and because both organisations are facing issues with the Bar Association related to revenues received from international aid organisations²⁹.
61. Furthermore, delays in the recruitment of key positions in the JFO protection unit have affected the achievement of this target and the implementation of several other protection activities. Another key change in programme activities is UNRWA's recruitment of a new Child Protection Coordinator to strengthen its child protection response during Covid-19 and mitigate challenges in accessing services

²⁶ UNRWA (2021). PROGRESS REPORT- Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III).

²⁷ UNRWA, MADAD III Annual Report 2020

²⁸ A key activity that drives UNRWA's protection work is the Protection Audit. The Protection Audit is run in a two-year cycle and involves data gathering, analysis, and development of recommendations which are then implemented. Its purpose is to assess key protection issues across UNRWA services, every two years, check how well these are aligned, and recommend changes to further improve programming. The Protection Audit allows UNRWA to investigate issues of access, accountability, the extent to which PRS access services, and the challenges they face in doing so.

²⁹ UNRWA, MADAD III Annual Report 2020

resulting from restrictions and closure of schools (Indicator 2.1.2).

62. The lockdown and safety measures implemented by the government of Jordan have also impacted the ability of UNRWA to achieve targets related to information sharing and awareness raising as face-to-face activities were halted. For example, it was not possible to conduct FGDs by Emergency Protection Social Workers with PRS (Indicator 2.2.1) remotely or conduct satisfaction surveys usually carried out in these FGDs (Indicator 2.2.3). UNRWA has explored alternative solutions, such as using Zoom platforms and chat forums for outreach but the limitations of these were noted in interviews with both UNRWA staff and by Palestine refugees themselves.
63. The number of KAP residents provided with psychosocial support has been below target due to difficulties for the Neutrality and Protection Unit in accessing KAP residents.³⁰ While UNRWA requested and was granted partial access to KAP residents in Q2 & Q3 in 2020, psychosocial support was moved to hotlines and social media due to Covid-19 restrictions (Indicator 2.2.7). Furthermore, restrictions related to Covid-19 delayed planned cash distributions (Indicator 3.1). For example, distribution for KAP residents took place later than planned due to delays in obtaining movement permission from the authorities when a full national lockdown was in effect. In Quarter 2, retroactive payments were delayed due to difficulties related to registration and document verification, and in Quarter 4, cash-based transfers were slightly delayed due to the financial closure in Ahli Jordan Bank and delay in processing a payment in Quarter 4.

Lebanon

64. The MADAD III project in Lebanon has shown great flexibility as adaptations have had to be made to ensure the provision of services following the outbreak of the Covid-19 Pandemic in March 2020 and school closures. The entire education provision moved to an online modality to ensure the continuation of core education services to all children, including PRS. This included the Psychosocial Support Programme to ensure continued provision of PSS services to children and caregivers. School Counsellors also conducted continuous Care Calls to children and their families to monitor their well-being and reached out to children who were not engaged in learning. The transition to a self-learning programme was a significant achievement for UNRWA; the percentage of students using any self-learning resources during Covid-19 school closures was highest in Lebanon (97.03%), followed by Jordan (94.37%)³¹. In addition, a resource guide, "Supporting Students during the Covid-19 Crisis: A Guide to Learning, Health, Safety and PSS Resources" was developed and offered various information on issues relating to PSS, health, and child protection in both English and Arabic. Awareness raising activities to raise students' awareness on prevention measures against Covid-19 were also carried out.
65. Whilst UNRWA was forced to physically close its Relief and Social Services Programme office in Lebanon during the peak of the Pandemic in line with the host government placed restrictions, social workers continued to work remotely. Post-distribution monitoring (PDM) tools were adapted so that they were carried out via phone rather than face-to-face. To reduce the burden on vulnerable populations affected by the financial, economic, and political crisis in the country as well as the negative effects of the Covid-19 Pandemic, UNRWA provided emergency cash assistance³² to 302,824 individuals registered with the Agency.³³
66. With regards to protection services, some of the activities carried out in Lebanon during the Pandemic included supporting the establishment of the UNRWA Sibling Training Centre (STC) as a quarantine centre, including establishing a framework psychosocial support for those using the service, and standard operating procedures for enabling the safe care of children separated from their primary caregiver, and, the development of an outreach and messaging strategy by the Protection and Neutrality (PN) team which targeted women and girls to mitigate domestic violence and violence against children. Another major achievement led by the protection team was the development of the non-health response protocol that brought together all non-health UNRWA programmes in a coordinated response to Covid-19 cases. Emergency protection cash protocols were also adapted in response both to Covid-19 and the economic crisis.
67. The deteriorating economic and financial crisis in Lebanon has further marginalised vulnerable Lebanese and refugee populations in the country, resulted in increased risk of eviction, debt, and loss of ability to

³⁰ Ibid

³¹ UNRWA, (2020) COVID-19 Response Summary March-June 2020

³² Partially funded under the MADAD III project

³³ UNRWA, (2020) UNRWA COVID-19 Response Summary March-June 2020.

secure livelihood opportunities, and refugees have also feared being arrested or deported.³⁴ As such, the MADAD III project has been able to pivot to include some PRL families as recipients of emergency cash.

Effectiveness

Achievement of Intended Outcomes and Influencing Factors

Key Finding: The MADAD III project has been implemented in a climate of uncertainty. Rapidly changing implementation contexts and internal challenges have significantly impacted progress towards the MADAD III project objectives. However, UNRWA has shown great flexibility and taken steps to mitigate internal and external contextual challenges. As a result, MADAD III has made some progress towards its overall goal of strengthening the resilience of PRS in Jordan and Lebanon and is on track to meet several of the project objectives.

External Challenges

68. Progress must be viewed in relation to the pressures that UNRWA has faced during implementation. The most significant factors that have challenged the achievement of objectives to date are the declining socioeconomic context in Lebanon and the impact of the Covid-19 Pandemic in both Jordan and Lebanon. The MADAD projects (I, II and III) were designed for a context where the Syria crisis and the influx for refugees from Syria were the biggest crises in Jordan and Lebanon. As of 2020, for Lebanon in particular, this is no longer the case and beneficiary needs have changed significantly in response to the Covid-19 and socioeconomic crises.
69. The socioeconomic repercussions of the Pandemic have been felt strongly amongst the Palestine refugee population in both fields, impacting PRS, PRL and PRJ. This has led to an increase in those living in poverty as many Palestine refugees have lost access to livelihood-generating opportunities because of lockdowns, and in Lebanon, the combined effects of the economic crisis. UNRWA's latest data from early 2020 showed that 87% of PRS are poor (below the absolute poverty line and cannot meet a reasonable level of basic livelihood) and 11% are extremely poor (cannot meet essential food needs)³⁵ The World Food Programme's (WFP's) study assessing the impact of the economic and Covid-19 crises in Lebanon found that one in five Palestinians in Lebanon had exhausted livelihood-based coping mechanisms and 63% of those WFP surveyed had worried that they would not have enough food to eat over the past month.³⁶ In JFO's own survey, 64% of respondents expressed worry about having enough food to eat 'in the last seven days'; 57% of this population stated that this was due to a lack of money to buy food.³⁷ The ramifications of these crises are strongly felt amongst the most vulnerable populations, including PRS. In turn it increases reliance on UNRWA services, which undermines the project's ability to reinforce PRS population's resilience as their resilience is only preserved whilst cash assistance is provided.

Internal Challenges

70. Internally, UNRWA's chronic issues such as financial uncertainty and high-pressure and workloads for staff have been a challenge. This has made progress towards achieving objectives more difficult. Perhaps the biggest challenge has been chronic understaffing. Since UNRWA's financial crisis in 2018, the Agency has not been able to appoint new permanent staff. The MADAD model has allowed UNRWA to extend existing services rather than create new positions of services; it has been used to address gaps in UNRWA's existing operating model. However, while MADAD funds have been used to provide additional Family Health Teams (FHTs), school counsellors, teachers, and staff for JFO's Protection Unit there are still gaps in the human resources required to support the PRS population. Furthermore, this model presents a sustainability challenge because once MADAD funding finishes, these positions will be lost, creating further gaps in UNRWA's workforce.
71. MADAD III contract negotiations with the EU proved to be lengthy and as a result MADAD III project funds were delayed by six months; this was in part because the contract was revised to include additional funds to respond to the Pandemic. To mitigate the delay to funding, the first six months of MADAD III were

³⁴ UNRWA, (2020) *LCRP Business Continuity Plan for Covid-19*.

³⁵ UNRWA (2020) 'Socioeconomic Survey of Palestine Refugees from Syria Living in Lebanon'

³⁶ WFP (2020) *Assessing the Impact of the Economic and COVID-19 Crises in Lebanon'*

³⁷ UNRWA (2020) *Rapid Socioeconomic Study of the Effects of Covid-19 on Palestine Refugees in Jordan'*

funded by advance funding from UNRWA HQ. While this enabled ongoing provision for services such as cash assistance, it posed a challenge in areas where UNRWA was required to procure staff and equipment for the project, particularly given the scale of the project in both fields. In Lebanon, delayed funds meant that the Health Programme was unable to appoint long-term staff to the MADAD-funded Family Health Teams and instead relied on daily paid staff. This affected continuity of services for patients supported by these FHTs. Whilst MADAD III has overall been able to recover from its delayed start, it is important to note that gaps in the provision of services can be detrimental for vulnerable groups, as well as creating challenges in terms of delays in recruitment and engagement with partners as notes elsewhere.

Overall Performance

72. Despite challenges, following the first year of implementation the MADAD III project was on track to reach its overall goal of strengthening the resilience of PRS in Lebanon and Jordan. As shown in the table in Annex G, at the end of 2020, the overall goal targets were achieved in Jordan and exceeded in Lebanon. Strong performance at project level has been supported by an agile response by both field offices. UNRWA has undergone several changes to programming including shifting planned in-person activities across education, health, and protection to a remote assistance modality (discussed below). Despite internal obstacles, MADAD III has been supported by the Agency's strengths. It has built on existing strategy and activities. The project is well aligned with UNRWA's wider strategies including, but not limited to, the Education Programme's Reform Strategy, the Health Department's Family Health Team Approach, and existing practices of multi-purpose cash assistance (MPCA). Rather than reinventing the wheel, MADAD funds have ensured that UNRWA can absorb the needs of the PRS population and provide the same services which PRL and PRJ receive. Furthermore, MADAD III builds on and incorporates learning from MADAD I and MADAD II. Combined, this means that MADAD III has been better able to achieve its objectives, because the project has not started from scratch but drawn on existing practices in areas where UNRWA has a history of successfully delivery.
73. Crucially, MADAD III has shown great flexibility. Both the EUTF and UNRWA have shown flexibility in adapting the project to respond to an extremely challenging external context. This has ensured the programming could continue despite the Covid-19 Pandemic and the economic crisis in Lebanon. A key success has been the EUTF's support for additional cash assistance through a € 3.6 million top-up to support UNRWA's Covid-19 response. This was provided through Covid-19 emergency cash assistance in Jordan and Lebanon and additional emergency cash assistance distributions in Lebanon to help mitigate the effects of the socioeconomic crisis. While beneficiary need remains higher than anticipated, UNRWA's actions have helped to mitigate the full negative consequences of the current operating context. These factors have helped UNRWA's progress towards achieving the MADAD III project objectives. Furthermore, MADAD III has leveraged trust between beneficiaries and frontline staff. PRS who participated in the evaluation spoke highly of the trust they held in their social workers. Teachers and school counsellors were also praised for their work during remote learning. Overall, this has helped the project because frontline staff are aware of changes in beneficiaries' needs.
74. However, the fact remains that the context within which UNRWA now operates in Lebanon and Jordan is very different to the context that MADAD III was designed for, and the PRS population is much more vulnerable. As such, it is necessary to bear in mind the effects that MADAD III will be able to have for the remainder of the project's duration, how far it will be able to maintain progress, and how far it will be able to prevent a further deterioration in PRS's situation and preserve resilience given the project implementation context and resources available. While progress to date has been good, there is a risk that this will not continue in the future and the resilience of PRS would be weakened when the project comes to an end.

Lebanon Field Office

Outcome 1: PRS meet their basic needs through the provision of humanitarian assistance

75. The Outcome 'PRS meet their basic needs through the provision of humanitarian assistance' is measured by three key Indicators, as shown in Annex G. Progress in this area is mixed. Overall, the project has achieved the target of Indicator 1.1, suggesting that UNRWA has had an impact on families' acceptable food consumption scores. While progress fluctuated over 2020, by Q4 of 2020 reporting was on a positive trajectory with a significant improvement in food consumption scores. This was partly because in Q4, UNRWA was able to obtain a preferential exchange rate of over 6,000 Lebanese Pounds (LBP) to 1 US Dollar (USD) for the provision of multi-purpose cash assistance, which has increased the spending power

of multi-purpose cash assistance.

76. LFO has also ensured cash assistance was responsive to the changing context in Lebanon. UNRWA and the EUTF agreed that in Lebanon, the COVID-19 Emergency Cash Assistance would be divided between PRS and PRL to mitigate the COVID-19 pandemic and the resulting socioeconomic impacts affecting both communities.³⁸ This additional assistance has enabled UNRWA to support beneficiaries' additional needs and support resilience during a crisis. The second round of Covid-19 emergency cash assistance was also provided in Q4 2020, alongside the shift to the preferential exchange rate, meaning that overall families had greater purchasing power.
77. Progress against Indicator 1.2 and 1.3 is also positive; both Indicators are on track. While it remains true that a significant proportion of PRS remain in debt, (75-78% of PDM participants stated that they are in debt and must borrow money to meet their families' needs³⁹), the cash assistance provided through MADAD III has prevented this number increasing, despite the economic crisis. Furthermore, the majority of PRS acknowledge that multi-purpose cash assistance has had a positive or moderate impact on their lives. However, although beneficiaries who participated in this evaluation recognised the multi-purpose cash assistance did help them to cope better with difficult circumstances, the majority of survey participants and those who were interviewed acknowledged that the sum they receive is too small to make a significant difference. Due to UNRWA's chronic underfunding, MADAD III cash assistance was never intended to improve beneficiaries' poverty situation, only to prevent it from getting worse, in line with the Emergency Appeals goal of maintaining Palestine refugees' resilience.
78. Given the situation in Lebanon during 2021, there is a risk that progress may regress in the latter part of the project. PRS are likely to become more needy and more reliant on cash support from UNRWA. If the amount of money they receive remains the same while needs increase, it is likely that levels of poverty will increase because, a static amount of cash assistance will be less impactful. This also raises a significant challenge after MADAD funding ends; beneficiaries will not have been supported to meet their basic needs and will become even more vulnerable should the lifeline of UNRWA cash assistance end.

Outcome 2: PRS/PRL access to quality, inclusive, and equitable education ensured despite conflict and displacement

79. Overall, MADAD III is on track against this Outcome. As of 2020, targets had already been achieved or exceeded against Indicators 2.1, 2.2, and 2.3. This is testament to the strength of the UNRWA Education Programme and the responsiveness of the Education in Emergencies programming to the Covid-19 Pandemic, which has been supported with MADAD funding. For example, the Education Department was able to repurpose budget lines for transportation and in-person recreational activities and sports to support remote PSS and the self-learning programming. This has helped to support children's mental health and education despite the postponement of planned activities. Furthermore, it has ensured that MADAD III can still work towards its overall goals of increasing resilience amongst PRS, and the Project Outcome of ensuring access to quality, inclusive, and equitable education.
80. However, progress against other Indicators is more limited. The achievement of Indicator 2.4 has been impacted by the socioeconomic crisis in Lebanon and by Covid-19 which have seen an increase in children dropping out of school. Between the school year 2019-2020 and 2020-2021, the number of PRS students enrolled in UNRWA schools decreased from 4,812 to 4,654.⁴⁰ This trend is likely to continue as unemployment of family members rises, and children are more likely to leave school and engage in child labour.
81. Infrastructure and UNRWA's ability to reach all children also presents a significant challenge to progress in this Outcome area. The clearest example of this challenge is in the Education component's Self-Learning Programme. In Lebanon, schools were closed in 2020 due to the Pandemic and UNRWA shifted to remote learning. However, this has highlighted a divide between the most vulnerable children and other students. These children lacked access to the necessary devices to support remote learning such as tablets and smartphones or lacked access and/or lived in a family who could not afford internet access. Four percent of children live in a home with no internet capacity devices; seventeen percent live in

³⁸ UNRWA (2021) 'Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III)'

³⁹ UNRWA (2021) Progress Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III)

⁴⁰ UNRWA (2021) Progress Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III)

households where one device is shared between four people.⁴¹ Of those children who had at least one internet-capable device to support their learning, only 83% lived in homes with an internet capable device as well as internet access.⁴² UNRWA has implemented summer 'gap camps' to help children catch-up on missed education, has provided tablets to the most vulnerable, and has helped to subsidize data and internet. 3,576⁴³ were provided with communication assistance through MADAD funding.⁴⁴ However, there still remains a significant challenge in supporting the most vulnerable children. Indeed, LFO staff suggested that UNRWA has not been able to provide the necessary support for all children who require it. This poses a problem in enabling children to access high-quality and equitable education and increases the risk of children dropping out of school, which can lead to negative coping mechanisms.

82. Some achievements have been made in supporting children at risk of dropping out and those who are out of school. This is supported by a range of Education Department initiatives but under MADAD III has been strongly supported by the Back-to-School campaign and associated activities. This campaign does show significant promise but its success rests upon the strength of UNRWA's working relationship with partners and its ability to engage with out of school children during the ongoing Pandemic, as well as school counsellors' ability to identify and refer children at risk of dropping out.

Outcome 3: PRS/PRL access to primary health services ensured

83. The Lebanon Field Office is significantly behind in achieving the objectives of Outcome 3. The only Indicators to have been achieved are 3.7 and 3.8 which related to the provision of PPE and hygiene equipment to enable the Health Department to better respond to the Covid-19 Pandemic. Overall, activities in this area have been significantly impacted by the Covid-19 Pandemic. LFO dramatically reduced the number of in-person appointments during the Pandemic to only essential services to reduce the risk of Covid-19 transmission in UNRWA health centres. This resulted in the low numbers reported against targets as the number of PRS accessing health services during the first year of the project had to be greatly reduced. UNRWA recorded a 43% drop in PRS attendance at health centres, greater than the decline in PRL attendance (23%).⁴⁵ Activities are likely to be significantly hindered over the remaining duration of the project due to ongoing uncertainties of the operating context. At the time of the evaluation there was little understanding of the dramatic drop in PRS attendance and whether or how fast attendance will recover.⁴⁶ There is a significant risk that they will not be achieved in full.

Outcome 4: Prevention and protection for Palestine Refugees is strengthened

84. The Protection Unit has had to adapt to protection needs growing faster than anticipated in MADAD III's design. All results must be assessed within this context. PRS have become more vulnerable due to loss of income due to the Pandemic. In addition, many PRS have been prevented from renewing residency permits due to lockdown and there has been a 10-20% drop in PRS's issued residency permits over the last 18 months.⁴⁷ This has increased the number of beneficiaries who require support from UNRWA. This also impacts civil registration and directly affects service access, which in turn requires additional financial and human resources not budgeted for under MADAD III. This was a particular challenge because the implementation of the MADAD programming coincided with the loss of US funding. While MADAD was able to fund 50% of LFO's protection mainstreaming activities, the wider funding context and availability of resources has been extremely challenging.
85. Achievements under Outcome 4 were positive. The target number of staff trained on protection was exceeded by June 2021. The Protection Unit was affected by Covid-19 but was able to put in place mitigations and continue work towards its MADAD targets. As a result of Covid-19, an HQ-level decision was made to delay the start of the next Protection Audit cycle as it was not possible to implement the cycle's data collection phase during the Pandemic. Instead, the Protection Unit continued to work on the protection mainstreaming recommendations from the previous cycle. This included developing field-wide UNRWA Covid-19 Non-Health Response Protocols and engaging all programmes in harmonizing the

⁴¹ UNRWA (2020) UNRWA Students' Access to Technology and Self-Learning Materials at Home During the COVID-19 Pandemic: Key Findings from the Agency-Wide Parent Survey

⁴² *ibid*

⁴³ UNRWA (2021) 'Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III)'

⁴⁴ Additional students were supported under other contributions

⁴⁵ UNRWA (2021) Progress Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III)

⁴⁶ UNRWA (2021) Progress Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III)
UNRWA (2021) LFO Light Touch Protection Audit Report

⁴⁷ UNRWA (2020) 'Socioeconomic Survey of Palestine Refugees from Syria Living in Lebanon'

response to the outbreak.⁴⁸ The Protection Unit successfully passed its target of implementing 44% of 2018 Protection Audit recommendations, implementing 47%.⁴⁹ In addition, LFO conducted a light-touch Protection Audit in early 2021. This proved to be valuable for the MADAD programme overall as it strengthened LFO's understanding of how Covid-19's affected beneficiaries' access to services, challenges in protection mainstreaming, and new and emerging priorities brought about by the Pandemic. It allowed all programmes to understand challenges and gaps that affected their progress. Indeed, it also supports sustainability by ensuring that lessons learned from the Covid-19 emergency response have been documented for future crises.

86. MADAD III is on track to achieve its targets under Outcome Indicator 4.4. At the point of this midterm evaluation, Protection had assisted 16 cases with emergency protection cash in 2020 and a further 14 cases in Q1 and Q2 of 2021.⁵⁰ The provision of emergency cash support funded by MADAD had a slow start as Protection took a decision to delay the use of MADAD funding and instead use funding from OCHA which was due to expire. After this, MADAD funding has been used effectively. The agility of the emergency protection cash assistance must also be recognised; the intervention has continued to run smoothly despite significant changes in the Lebanese context which have increased the needs of both the PRS and PRL population. The Protection Unit has been able to adapt the amounts of cash, identify and respond to new shocks and work closely with other UNRWA departments to ensure that needs are met.
87. However, the series of crises in Lebanon and increased need amongst the population calls into question the effectiveness and sustainability of such intervention. Typically, protection emergency cash assistance is intended to help beneficiaries recover from a shock and support their resilience. Due to the situation in Lebanon, community needs have grown significantly due to loss of employment and currency depreciation. Individuals increasingly struggle to meet their basic living costs, and as discussed above, this situation is likely to worsen with more Palestine refugees falling into deeper poverty. The exacerbated needs faced by both the PRS and PRL communities and most individuals now fall into the category of those who are extremely vulnerable and facing a protection shock. This increased need and vulnerability cannot be resolved with one-time cash support provided by the protection emergency cash payments. While protection cash has offered a flexible option to support individuals, UNRWA must ensure that it does not create dependency and that ongoing needs can be supported through other livelihoods interventions. However, the evaluation recognises that this is challenging, particularly given Lebanese context, where livelihoods are constrained by regulations barring Palestinians from working in most professions.

Jordan Field Office

Outcome 1: PRS meet their basic needs through the provision of humanitarian assistance

88. The achievements of objectives under Outcome 1 are mixed. Overall, it is difficult to state that PRS have been assisted to meet their basic needs through UNRWA's support. Target 1.2 has been achieved during the first year of the project but target 1.1 is significantly behind. PDM and survey data collected by this evaluation illustrates that, to some extent, PRS who receive cash assistance have improved their living conditions because of the support and recognise that cash assistance has a positive impact on their life. However, by Q2 of 2021 only 11.3% of PRS who received cash assistance reported that when combined with other sources of income, it was adequate to cover their basic food and non-food item needs for three months.⁵¹ This aligns with the survey conducted by the evaluation team, which showed that less than 10% surveyed stated that multi-purpose cash assistance had improved their living conditions to a large extent or to a very large extent. The 91% of PRS surveyed under this evaluation stated that the amount of cash assistance they receive from UNRWA is too small. Nearly 60% of those surveyed stated that cash assistance had not helped them to meet basic needs or had helped to a small extent or very small extent.
89. However, the lack of progress in this area has been heavily influenced by external factors beyond UNRWA's control. The implementing context has shifted dramatically since the project was designed. When MADAD III was designed the level of cash assistance was based on existing analyses of cost of living and increased from 10 USD to 25 USD. UNRWA believed that when this sum of cash assistance was combined with other sources of income it would be sufficient. Indeed, as reflected in the Indicator, the

⁴⁸ UNRWA (2021) LFO Light Touch Protection Audit Report

⁴⁹ Ibid

⁵⁰ Data provided by UNRWA in the 7th QIN Report – LFO and LFO consolidated 1.11.21

⁵¹ Data provided by UNRWA in the 7th QIN Report – LFO and LFO consolidated 1.11.21

40% target in this area is contingent on combining cash assistance with other income sources. However, because of Covid-19 (job loss caused by the Pandemic's economic impact and restrictions on movement preventing PRS from working), PRS have lost other income streams and are now dependent on UNRWA cash assistance as their main source of income. As a result, the allocated amount is not enough to help most PRS cover their basic needs.

90. JFO has made efforts to mitigate this. Although the Joint Vulnerability Assessment with other UN Agencies did not take place in June 2020, JFO conducted a Rapid Socio-Economic Study of the Effects of Covid-19 on Palestine Refugees. The survey included PRS. Following Covid-19 and the heightened need amongst the PRS population highlighted by the study's findings, JFO prioritised top-up cash assistance to PRS. Furthermore, PRS who were not previously eligible to receive regular cash assistance and had become eligible were identified and included in 2021. However, given the ongoing negative impact of COVID-19 on the Jordanian economy and increasing vulnerability of PRS, the fact remains that without a significant increase in the amount of cash provided under this activity, MADAD is unlikely to achieve its objectives in this Outcome area.

Outcome 2: Prevention and protection response for Palestine refugees is strengthened

91. While MADAD has made progress towards its Protection targets under Outcome 2, there is still significant progress to be made. As in Lebanon, protection needs have grown faster than anticipated in the project's design and progress must be considered within this context. JFO has continued work on implementing recommendations from the previous Protection Audit cycle and furthering the alignment of UNRWA programmes with Protection standards. However, progress has been slowed due to internal constraints. The Protection team in Jordan has faced significant staffing gaps that have challenged the field office's ability to implement the Protection Work Plan.⁵² Externally, Covid-19 has also had an impact on progress of mainstreaming the Protection Audit recommendations as funding was diverted from Protection to other areas. Due to Covid-19, JFO has only implemented six out of eighteen recommendations from the 2017-18 Protection Audit.
92. Regarding the provisions of protection-related assistance JFO had a slow start due to delays in recruiting staff for the JFO Protection Unit. As shown in reporting data in Annex G, for the first three quarters of 2020 JFO was only able to provide 53.85% of PRS children, women and adults identified as experiencing a protection issue with assistance. During Q1 of 2021 and Q2 of 2021 as protection assistance has ramped up, JFO has significantly increased assistance provided across all areas including general protection, child protection, legal documentation issues and GBV. Nonetheless, significant progress is required to meet its target of 100% against Indicator 2.2.
93. An ongoing issue is the fact that frontline emergency social workers in Jordan feel pressured by the high and increasing level of need amongst MADAD beneficiaries. For example, while KAP was attended by social workers daily in 2021, social workers felt their workload was over-stretched. This limited capacity was also recognised by some beneficiaries who participated in the evaluation. This has affected the achievement of project objectives because it has made it harder for all vulnerable beneficiaries in need of protection assistance and referrals to receive adequate support, thus raising an important challenge for UNRWA in how it maintains both volume and quality of services.
94. A major focus under JFO's Protection Outcome area is the provision of legal assistance. JFO succeeded in appointing Anderson Law Firm to assist with legal status issues for PRS. JFO faced significant delays in recruiting Anderson Law Firm due to former legal aid agencies and the Pandemic. In turn this delayed the start-up of legal support activities. Since the appointment of Anderson Law Firm in October 2020, JFO has consistently met or exceeded its target of PRS with legal documentation issues referred to an external service provider, which is considered a strong achievement on paper.
95. However, in practice there remain challenges in the legal support provided under MADAD III. For example, the two-month period allocated to close cases was not sufficient to successfully close them because of their complexity and lengthy and bureaucratic judicial procedures.⁵³ JFO staff also reported several challenges during 2021, which included delays and slow procedures due to Covid-19 restrictions in courts and slow procedures for issuing court decisions. Furthermore, the very delicate position of PRS in Jordan and sensitivities felt by this community combined with communication issues, has delayed or nullified

⁵² UNRWA (2021) 'Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III)'

⁵³ UNRWA Annual Report, (2020) *Strengthening the resilience of Palestine refugees from Syrian in Jordan and Lebanon (Phase III)*.

cases. For instance, in some cases case filing processes were discontinued because PRS refrained from saying the truth, which forced lawyers not to file case orders to avoid putting their safety at risk. Other PRS also retracted their statements, after being notified that rectifying their legal status will eventually mandate them to stay in KAP in accordance with the law. Some PRS decided not to proceed out of fear of losing some of the privileges offered to them assumed as Syrian refugees in the event where their legal status is rectified as a Palestinian Syrian Refugee instead. Furthermore, some hearings were postponed before courts several times due to unavailability of the refugee or the refugee's witnesses. Other challenges included the difficulty of communicating with refugees for various reasons such as their phone lines being disconnected, their departure from the camp, and/or not having enough money to travel from the camp to the court. There were also new procedures adopted by the Ministry of Interior (MoI) that delayed achievements. Some PRS official pleas before the MoI/ Residency and Borders Department, and the Civil Status Department were unable to achieve any result and were denied without official reasons, namely because the PRS is banned by the General Intelligence Department, or because of fraud.

Outcome 3: Effectiveness and efficiency of emergency programme delivery are improved

96. Objectives of improving the effectiveness and efficiency of programme delivery are largely on track. The project met its objectives in terms of the grant's yearly utilization rate. Although only 73.7% of service delivery occurred on time, this can largely be attributed to the Covid-19 Pandemic and as such was largely beyond the control of JFO's Coordination Team. Delayed activities included distribution of Universal Cash Assistance (UCA) to KAP residents and delays to Q1 and Q2 (in 2020) retroactive payments due to lockdown restrictions; in turn these made it harder to register and verify documentation of recipients. The vulnerability assessment was also delayed until 2021 due to Covid-19⁵⁴ which has left little time for it to inform project implementation. The MADAD project has been granted a six month no-cost extension. For the remainder of the project, the extent to which the project can be delivered on time and avoid delays will also be highly contingent on the Covid-19 Pandemic.

⁵⁴ UNRWA (2021) Progress Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III)

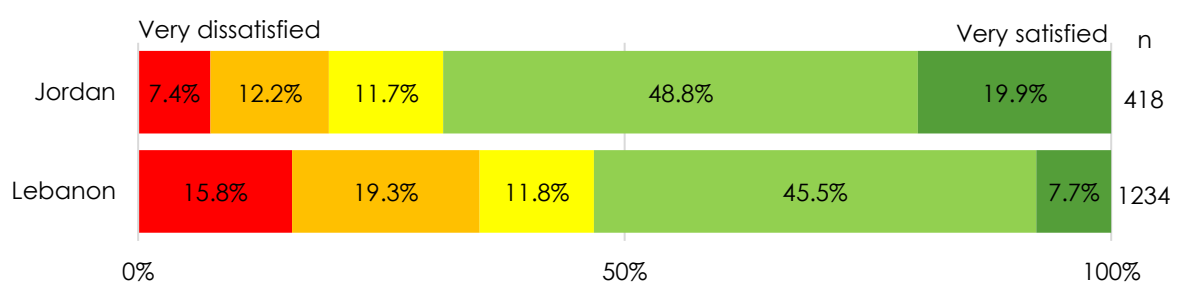
Beneficiary Satisfaction with Health, Education, Protection and Cash Assistance Components of the MADAD III Programme

Key Finding: While satisfaction by component varies, overall, the majority of PRS reported that UNRWA support is critical in helping them to meet their basic needs. However, given the high level of need amongst the PRS population, most beneficiaries require ongoing and additional support to that which can be provided under MADAD III, particularly increased cash assistance. Health services provided in Lebanon were also greatly valued. However, there was a significant need for more support to address the needs of persons with disabilities and those with chronic illnesses. Educational services in Lebanon were also greatly valued. Despite UNRWA's efforts to include 'hard-to-reach' populations, children with disabilities and those without the means to secure the needed infrastructure were not able to benefit from the remote learning opportunities. As for the protection services in Lebanon and Jordan, the protection emergency cash was most valued by beneficiaries. The Covid-19 Pandemic and restrictions on mobility challenged referrals and progress of the legal aid support provided through this component in Jordan. Although UNRWA has various feedback and complaint mechanisms in place in both JFO and LFO, beneficiaries reported a lack awareness and use of these channels. Where beneficiaries had provided complaints, they did not feel that these were adequately addressed by UNRWA.

Beneficiary Satisfaction with Health, Education, Protection and Cash Assistance Components of the MADAD III Programme

97. In general, UNRWA's support was regarded as critical to addressing the basic needs of beneficiaries in both Lebanon and Jordan. While satisfaction varied according to the type of service provided and contextual and social factors, beneficiaries were generally satisfied and appreciated the support provided by UNRWA, especially as they had few alternatives from which they could access support. According to the survey findings, 76% of respondents in Jordan and 53% in Lebanon were very or somewhat satisfied with the services funded under MADAD they had received (in terms of issues such as timeliness, quality, and ease of access). Furthermore, a much higher number were somewhat or very dissatisfied in LFO (35%) compared to JFO (20%).

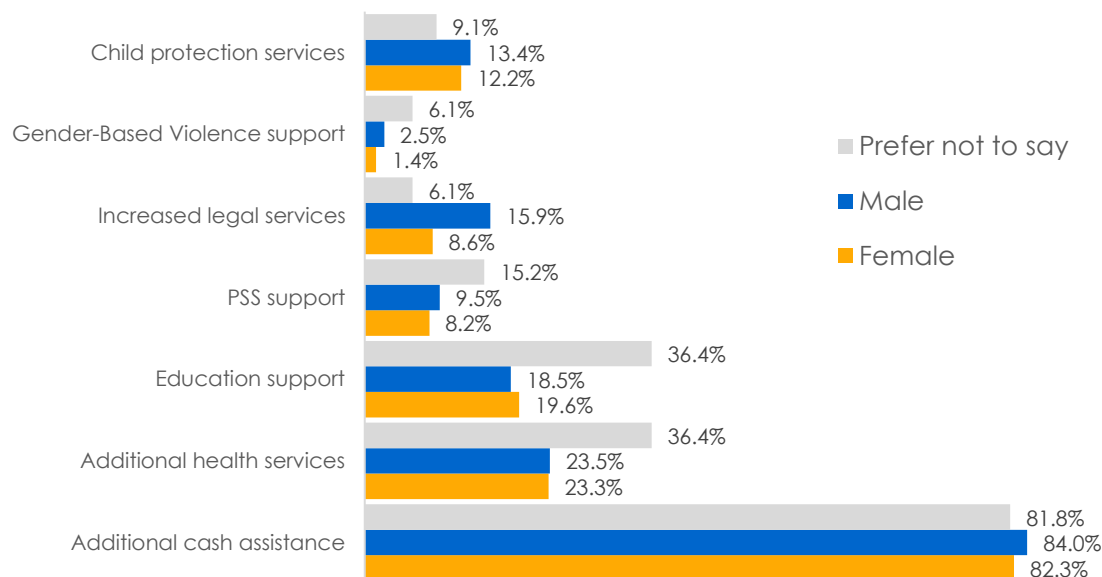
Figure 2: How satisfied are you with the services you received?



98. An explanation for this could be due to the context in Lebanon at the time the survey data was gathered which may have contributed to a higher number of negative responses given by LFO respondents. Discussions with parents highlighted how the deteriorating situation in Lebanon affected the needs of beneficiaries. The cash assistance was not sufficient to cover their needs and that paying essential costs such as rent, electricity and student expenses has become more difficult because the living cost has increased, and transportation is on the rise. As refugees were asked in the survey what additional support was needed, 83% of survey respondents reported a need for more cash assistance. This aligns with analysis of data from UNRWA's PDMs in Jordan and Lebanon for the period January-December 2020, which also indicated that for the vast majority of PRS (average 86.2% during 2020), the level of cash assistance provided was not sufficient to cover basic needs of the family including food and non-food

items (NFI), even when combined with other sources of income.⁵⁵ This was followed by the need for additional health support (24%), education support (19%), and child protection support.

Figure 3: Do you need additional services from UNRWA to better meet your needs?



Cash Assistance

99. Palestine refugees in FGDs in both Jordan and Lebanon highlighted the significant value that cash assistance provided by UNRWA played in helping to address their basic needs, namely, paying for rent, electricity, water, and food. The cash assistance also helped beneficiaries repay debts taken out mostly for necessities such as rent and medication. However, all highlighted that the cash assistance alone was insufficient to address these needs. Some of the coping mechanisms reported during discussions with beneficiaries included taking children out of school, engaging children in child labour, reducing food consumption, and increased debt.

100. There were only a limited number of reports of dissatisfaction with the modality in which cash assistance was provided through the project, these generally related to delays, issues with ATM cards and issues with accessing cash at banks. The general satisfaction with the modality of cash assistance was also reflected in the PDM findings. This included beneficiary satisfaction in, for example, the notice given to withdraw cash assistance, the method of communication used by UNRWA and the reliability of distributions.⁵⁶

Health

101. Health services were valued by beneficiaries in Lebanon particularly during Covid-19, when medication was delivered to the homes of beneficiaries, as well as to the elderly and persons with disabilities who are unable to collect their medicines. However, there were reports regarding the modality of re-imbursement for treatment was an issue for several beneficiaries⁵⁷, particularly those who were most vulnerable. UNRWA requires that beneficiaries pay for the treatment/care and to provide evidence of this through invoices. Following that they are re-imbursed by the Agency.

102. For persons with disabilities and persons with chronic illnesses, there was general dissatisfaction with the services available. For example, in Lebanon, there were cases where protection beneficiaries reported that their children with epilepsy needed lifelong care and medication. They did not feel that they received adequate support for their children and could not afford to cover their medication for them among other essential needs.

⁵⁵ UNRWA Annual Report, (2020) *Strengthening the resilience of Palestine refugees from Syrian in Jordan and Lebanon (Phase III)*.

⁵⁶ UNRWA, PDM Report, Jordan, 2020

⁵⁷ UNRWA requires that beneficiaries pay for the treatment/care and to provide evidence of this through invoices. Following that they are re-imbursed by the Agency.

Education

103. **Education services** were greatly valued by most of the beneficiaries in Lebanon. The PSS provided through MADAD was also greatly valued by beneficiaries. PSS kits produced for all UNRWA students to use at home were especially useful and even the parents reported learning from them. The significance of the PSS kit was noted during a FGD with parents who received PSS sessions through MADAD reported that they contributed to improving their mental health during stressful times. However, some mentioned that they had to skip the PSS sessions since attending would mean missing out on daily wage labour opportunities. However, several reported being dissatisfied with the extent to which the PSS sessions had supported their children's learning. UNRWA had to change to a remote learning modality in Lebanon during the Covid-19 Pandemic. The situation was particularly challenging for beneficiaries in Lebanon, due to the deteriorating situation in the country. Some of the common challenges reported included having to pay additional internet and electricity fees. Moreover, multi-child families without access to additional tablets or smart phones were unable to access virtual schooling for all their children. There was also added pressure on parents to support their children through schooling and on the children to learn in this new modality while adapting to a new routine that differed from their pre-Covid-19 lifestyle. Efforts were made by UNRWA to address these challenges through, for example, providing tutoring services, distributing tablets and remote recharge credit to families, distributing printed materials for all students, as well as offering self-learning and the summer catch-up programmes (CUPs) to children. However, as discussed below, this approach was insufficient to support some of the most vulnerable children.

Protection

104. With regards to the **protection services** provided by UNRWA, the emergency cash was very helpful for beneficiaries in Lebanon and Jordan, recognising that a relatively small group of people were identified to receive emergency cash assistance⁵⁸. Emergency cash assistance was provided to families who have experienced major shock or calamity that significantly affects their economic situation at \$200 per family. In some cases, however, it can be more depending on the needs of beneficiaries and the challenges they face (such as for example, arrest or deportation)⁵⁹. Moreover, emergency cash assistance increased from 500 to 700 families in 2020 to support beneficiaries against the ramifications of the Covid-19 crisis.⁶⁰

105. A major focus of MADAD III in Jordan has been the provision of legal support and referral for legal services. However, while the Anderson Law Firm was recruited for this purpose, there have been significant delays in the start-up of these activities⁶¹, and several beneficiaries were dissatisfied with the legal support provided to them. Whilst UNRWA staff highlighted the long timeframe needed to complete legal cases, beneficiaries could not always see tangible effects of these interventions and felt that there was poor communication about the progression of cases.

Feedback and Complaint Mechanisms

Existing Feedback and Complaints Mechanisms

106. UNRWA has several existing mechanisms to gather beneficiary feedback and complaints. These include PDMs, satisfaction surveys, home visits (pre-Covid-19), and telephone calls.⁶² Palestine refugees can make formal, confidential complaints using complaints boxes available at UNRWA's installations, as well as through contacting UNRWA staff. Surveys and FGDs are also carried out with protection beneficiaries to identify their needs. Responses to PDMs in Jordan indicated that most beneficiaries reported receiving a phone number (hotline) for UNRWA staff, in case they faced any challenges. Beneficiaries also mentioned directly communicating their feedback and complaints with frontline staff in Jordan.

107. Additionally, UNRWA staff in JFO have mobiles which beneficiaries can call at any time. However, this was reported to have placed social workers under a lot of pressure, as they felt that they had to respond to calls whenever they were contacted by beneficiaries, irrespective of whether it was during or after working hours. In JFO, social workers can upload e-mails or letters received by PRS to a database. An official response is drafted for each complaint. PRS can also then request meetings with the Director to discuss their complaints if they feel they have not been adequately addressed.

⁵⁸ Increasing from a target of 500 in 2020, to 700 in 2021

⁵⁹ UNRWA Annual Report, (2020) Strengthening the Resilience of Palestine Refugees from Syria In Jordan and Lebanon (Phase III)

⁶⁰ UNRWA (2020) Project Proposal Strengthening Resilience of Palestinian Refugees from Syria in Jordan and Lebanon (Phase III)

⁶¹ Reasons for these delays are outlined under Effectiveness, Outcome 2

⁶² Care calls were used for PSS support for children individual counselling

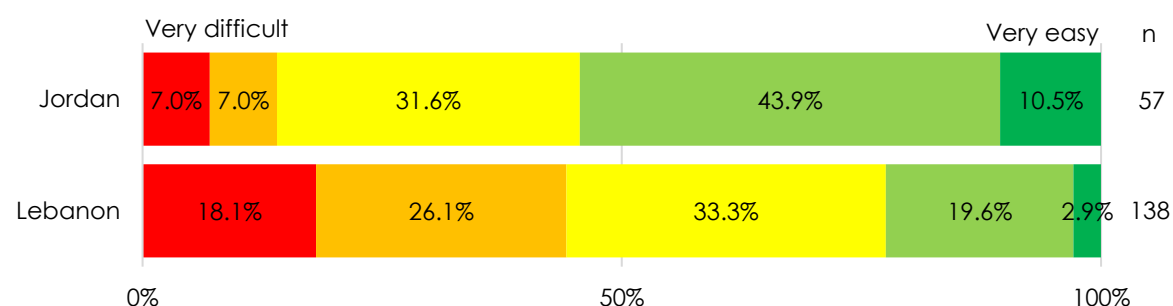
108. In Lebanon, education staff outlined that online surveys were distributed to parents to get their feedback on the remote learning services provided to their children during the Covid-19 Pandemic. Moreover, the Protection Mainstreaming Officer in Lebanon was reported to have supported the RSS team in strengthening their accountability systems by providing them with technical support on the development of a client satisfaction survey, which was completed in 2019⁶³. UNRWA also conducted a catch-up assessment which identified gaps and areas of improvement, as well as the effectiveness of the teacher-student communication process and the printed material modality. However, the light touch Protection Audit⁶⁴ completed in 2020 found that there was a need for continued efforts to strengthen accountability to affected populations (AAP) and accountability mechanisms to ensure that they are inclusive of different community groups, such as persons with disabilities, children, and older persons. This has been a reoccurring recommendation in recent UNRWA evaluations and assessments, with both the Evaluation of the UNRWA Family Health Team Reform, and the 2017-18 UNRWA MOPAN Assessment marking recommendations in this area⁶⁵. As a step towards strengthening AAP in Q4 of 2020, LFO developed a video on how staff and community members can submit complaints related to misconduct of UNRWA staff, including SEA, to the LFO Investigation office.

Access to Feedback and Complaints Mechanisms

109. Despite the existence of these numerous feedback and complaint mechanisms, the survey, interviews, and FGDs with beneficiaries indicated that feedback and complaint mechanisms were not well known or well used by most beneficiaries in Jordan and Lebanon. However, from UNRWA's perspective, a large volume of calls is received. This divergence in views regarding the volume of use of feedback and complaints channels could be because calls are not perceived by refugees as a formal mechanism, whereas they are by UNRWA staff.

110. In Lebanon, findings of the light touch Protection Audit⁶⁶ highlighted that refugees were not aware of how to report misconduct or complaints. Similarly, during the FGDs carried out as part of this evaluation, the most frequently mentioned reasons for not using the feedback and complaint mechanisms were that beneficiaries did not know how to. Others also mentioned that they feared losing support, and some believed that UNRWA would not respond to their needs. A major challenge noted in the survey findings for Jordan and Lebanon showed that 88% of respondents were not able to provide feedback and complaints on the services they received in the first place. Of those surveyed who had been able to make complaints or provide feedback, the majority reported that their feedback or complaints were not addressed. However, this is a direct contradiction to PDM data which suggests most cases were followed up on. For example, the PDMs in Jordan highlighted that most of those who contacted the hotline for support received a follow-up from UNRWA. In the PDM Q4 2019, 233 cases contacted the phone numbers to request assistance, while 302 reported that they did not need to. Of the 233 cases, 232 confirmed that their enquiries were followed-up on by UNRWA. This reflects a disconnect between UNRWA's understanding of complaints, feedback, and follow-up, and beneficiaries' perceptions.

Figure 4: Were feedback and complaints channels easy to use?



111. A significant percentage of respondents believed that the feedback and complaints channels were 'very difficult' (15%) and 'difficult' (21%) to use, while most (33%) believed that it was 'neither easy nor difficult'

⁶³ UNRWA Annual Report, (2020) Strengthening the resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III).

⁶⁴ UNRWA (2021) LFO Light Touch Protection Audit Report

⁶⁵ UNRWA (2021), Evaluation of the UNRWA Family Health Team Reform, OECD (2018), UNRWA MOPAN Assessment 2017-18

⁶⁶ UNRWA (2020) LFO Light Touch Protection Audit Report

to use. A higher number of beneficiaries who found it very difficult or difficult were in Lebanon.

112. 98% of the survey respondents who reported an inability to provide feedback/complaints were above 65 years of age. Moreover, 20% of the women found it very difficult to use the feedback/complaint mechanisms, compared to 12% of the men. It is not possible for the evaluation to determine the reason for this, but access to knowledge and ability of using the appropriate technologies, mobility, and literacy are likely to be factors. These facts present a significant challenge for the MADAD III programme, as it is clearly challenging for beneficiaries' voices to be heard and reflected in programming, undermining the programme's accountability to the affected population. Additionally, there is a cross-cutting challenge in the representation of more marginalised groups, if those who find it easier to make complaints are young and/or male. The survey data suggests that the voices of the elderly and women are less likely to be heard in the feedback that UNRWA does receive, posing a risk that their needs and concerns may not be adequately addressed.

113. Despite the various channels available, the provision is based on engagement between individual refugees and UNRWA staff members rather than institutionalised. Most beneficiaries interviewed in Lebanon who had provided feedback had done so through a social worker, teacher, or counsellor with whom they had a strong relationship. This can risk missing the voices of those who are not in this position. Finally, a major disincentive to providing complaints or feedback is beneficiaries' belief that their feedback is not anonymous. As such they are less likely to provide feedback for fear of losing access to services on which they depend. UNRWA has made efforts to improve the complaints system, but these have been out on hold due to funding constraints.

Beneficiary Satisfaction with UNRWA Staff

114. There was a general satisfaction and appreciation of the efforts of UNRWA staff members, particularly the frontline staff with whom beneficiaries were in direct contact. As noted above, they are a trusted source of support and a first port of call when beneficiaries make complaints.

115. Beneficiaries were generally positive about the capacities of and treatment by UNRWA staff in both Jordan and Lebanon. Several beneficiaries were satisfied with the capacities of staff and believed that they performed their work well. Many reported valuing how the staff treated them in a respectful and empathetic manner. The PDMs in Jordan also indicated that UNRWA staff were generally responsive to the enquiries of beneficiaries.

116. However, when speaking with protection staff in Jordan, several reported that social workers lacked skills such as case management and the ability to identify the legal needs of beneficiaries. This reflects a significant gap in MADAD III – the fact that due to delays in recruitment and the Covid-19 Pandemic, the training of protection staff in JFO on issues such as case management was delayed alongside the delayed procurement of Anderson Legal Firm.

Equitable Reach to Intended Beneficiaries, Particularly Women, Children, and Persons with Disabilities

Key Finding: All MADAD services are governed by UNRWA's policies on gender, protection, and disability and UNRWA has made efforts to make service access equitable during the Pandemic. However, needs assessments to inform programme design and targeting have been delayed meaning that UNRWA has been unable to obtain crucial insights on how to tailor its services to the changing needs of the population. Recommendations from the MADAD II evaluation to prioritise the review of vulnerability assessments of PRS in Jordan have not been implemented. Most beneficiaries found it easy to access UNRWA services under MADAD III, although this has been affected somewhat by the Covid-19 Pandemic with the most vulnerable refugees often the most impacted. Furthermore, there remain ongoing challenges in Jordan and Lebanon for the most vulnerable, in particular those lacking legal documentation and the disabled, to access services especially in a remote modality.

Mainstreaming, Assessments, and Targeting

117. All UNRWA's work is governed by the organisation's gender policy, disability policy, and protection policies. Within the Health Department and Education Department there are explicit commitments to providing equitable and inclusive health and education services to all Palestine Refugees. This applies to MADAD's programming for PRS in Lebanon and Jordan.
118. Ensuring equitable access to intended beneficiaries, including the most vulnerable is considered by all UNRWA programme areas, supported by the protection component which supports them in protection mainstreaming. Indeed, in both fields, MADAD funding has been used to support the set-up of the protection teams, including staffing and the work that they do. This is essential in providing insights into equitable programming and helping UNRWA to address identified issues. As discussed, while the implementation of the recommendations of the Protection Audit has been challenging under Covid-19, other advancements were made such as bringing programmes together on non-health protocols. The light touch Protection Audit completed by LFO highlighted several access issues for PRS, particularly around education.

Targeting

119. The joint vulnerability assessment that was due to take place in Jordan in partnership with other UN agencies, was delayed due to push back from other agencies meaning that UNRWA was unable to obtain crucial insights on how to tailor its services to the needs of the population. However, JFO did undertake a COVID-19 socio-economic impact study in June 2020. The findings were used to advocate for COVID-19 emergency cash assistance for PRS and PRJ, and other interventions related to COVID-19.
120. A major issue is the fact that PDMs have moved to a remote modality via phone during the Pandemic. This means that social workers are more likely to miss the opportunity to identify new or monitor existing risks and vulnerabilities as beneficiaries may not be able to, or may not feel safe, conveying these over the phone. A limited number of UNRWA partners suggest that in LFO in particular, targeting of beneficiaries was somewhat nepotistic and driven by a person's connections rather than need, although these claims were not further substantiated by the evaluation team.
121. A clear area of weakness is the targeting approach that has driven cash assistance in both fields. This was noted in the MADAD II evaluation which recommended that UNRWA 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. However, UNRWA took the decision to keep cash assistance as it was for MADAD III.
122. JFO provides cash support using a two-tier targeting approach based on status-based targeting criteria developed in 2018. It does not follow a poverty-based targeting approach in the understanding that all PRS fall below the poverty line. The differentiation between those receiving a minimum level transfer and an increased level of transfers is determined based on the original place of UNRWA registration and general protection concerns arising from the absence of Jordanian ID.
123. JFO revised its cash assistance targeting approach due to the deteriorating humanitarian situation of PRS in Jordan in 2021 and a group of PRS (2,200 families) that were not eligible for assistance become eligible and started receiving 25 USD per person per month. However, the targeting approach is based on outdated surveys (the most recent from 2017/18) that do not account for increased cost of living in Jordan. As a result, the cash sum provided was recognised by both beneficiaries and staff to be insufficient to meet their needs and therefore placed them at greater risk.
124. A recent socioeconomic survey found that 90% of the PRS population are living in Lebanon in poverty, however, LFO does not provide differentiated levels of cash assistance based on need. This is a challenge because the proportion of the population who fall into the 'very poor' category have greater needs than most of the population and as a result do not receive adequate support. This risks them falling into deeper levels of vulnerability.
125. However, there is evidence that UNRWA is seeking to improve in these areas. Both fields have conducted surveys amongst their populations to understand the socioeconomic impact of Covid-19 and how this has increased beneficiary need. Furthermore, during MADAD III, JFO conducted a rapid livelihoods survey with residents in KAP in July 2020 and a protection assessment of PRS in KAP in November 2020, to gain a better understanding of their needs. These assessments have the potential to help improve targeting

for the most vulnerable populations.

Access to Services

126. Overall, beneficiaries found it easy to access UNRWA services under MADAD III. In general, beneficiaries in focus groups and interviews indicated that they did not find it difficult to access UNRWA's services, except in certain cases in Lebanon where transportation costs were prohibitory due to the increase in fuel costs and economic crisis.
127. According to survey findings, 47% of respondents rated the ease of access to UNRWA services as 'easy' (35%) and 'very easy' (12%). Meanwhile, 13% rated it as 'very difficult' (3%) and 'difficult' (10%). A significantly higher percentage of respondents in Jordan found it 'easy' or 'very easy' to access services compared to Lebanon, likely due to transportation costs and connectivity issues for online services, stemming from Lebanon's ongoing crises. Less women (44%) found it easy to access services compared to men (50%). Moreover, a significant percentage of women (30.4%) and men (30%) believed that the services were not gender sensitive. It is possible that the variance between women and men in terms of satisfaction may be related to gendered barriers to accessing and receiving services. Studies have highlighted that women faced greater challenges during COVID-19 due to issues such as increased responsibilities to support children's remote learning and greater risks to domestic violence due to increased financial pressure⁶⁷. The light touch Protection Audit also mentioned that the intersectionality of gender and disability with other vulnerabilities left some groups of refugees even more marginalised from access to services. While the differentiation between men and women's access to services was not large, the issue should be considered by UNRWA as it places women at greater risk of exclusion.
128. The light touch Protection Audit in Lebanon also highlighted how different challenges relating to civil registration also affect access to UNRWA's services as well as the rights of refugees beyond the Agency itself, such as to move freely. Another key challenge for beneficiaries is the lack of, or incomplete civil registration documents (such as birth and marriage registration certificates). More specifically, the difficulty of accessing information on the procedures for civil registration with the government and the complex registration process are key obstacles to accessing UNRWA services for beneficiaries. The light touch Protection Audit also emphasises the importance of considering how gender intersects with other vulnerabilities (such as disability and PRS with incomplete civil documentation) to understand the risks, experiences, and concerns of beneficiaries.
129. The Covid-19 Pandemic has made access to services harder for beneficiaries. UNRWA went to great lengths to adapt the MADAD III programme to the Pandemic and beneficiaries spoke highly of this. Most beneficiaries of the SLP found it useful in helping children to remain in education and others praised the access to remote PSS support for helping them and their children to cope with the Pandemic. Health beneficiaries also praised UNRWA for delivering medication to those unable to leave their homes and checking to see if they had received their medication.
130. However, the Pandemic has undoubtedly led to further exclusion of particularly vulnerable groups. For example, in Jordan, JFO staff were physically unable to access KAP residents, many of whom are highly vulnerable, during the Pandemic. This placed them at risk of increased vulnerability given the fast-changing nature of the Pandemic and increasing limitations on their freedom of movement and was a challenge because KAP beneficiaries receive cash in hand for their cash assistance and often require regular engagement with their social workers.
131. While the SLP is a great success of MADAD III, it did not work for vulnerable children in poor houses who could not afford access to the internet connective devices or had to share one device amongst multiple children. 20% of children live in homes with a few shared devices and 4% live in homes with no internet capable devices.⁶⁸ UNRWA did respond by providing support to these families: 2,406 PRS were provided with tablets and/or data cards to help children access remote learning, as well as internet subsidies and a limited number of tablets were distributed to families with no smart device, or with 3-4+ children and 1

⁶⁷ UN Women, (2020) *The impact of COVID-19 on gender equality in the Arab region*. Available online at:

https://reliefweb.int/sites/reliefweb.int/files/resources/policy_brief_on_the_impact_of_Covid-19_on_gender_relations_in_the_arab_region_en_1.pdf [Accessed on 1 February 2022]. And Halawa, H. (2020) *The gender impact of COVID-19 in the Middle East*. Available online at: <https://www.mei.edu/publications/gendered-impact-Covid-19-middle-east> [Accessed on 1 February 2022].

⁶⁸ UNRWA, UNRWA Students' Access to Technology and Self-Learning Materials at Home During the COVID-19 Pandemic: Key Findings from the Agency-Wide Parent Survey: July 2020

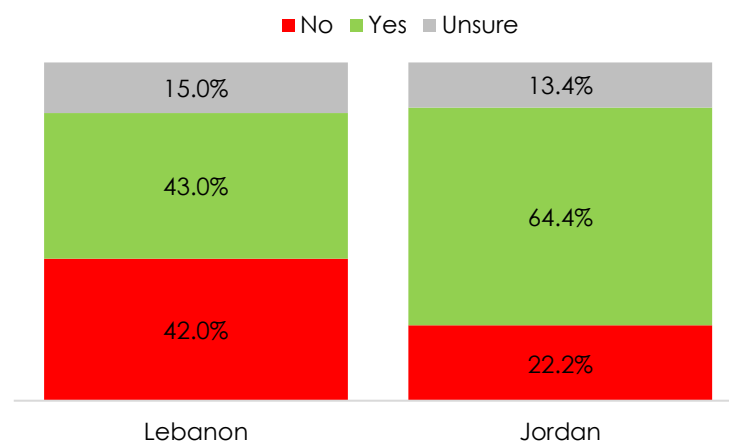
device. As an additional measure, printed materials were developed and distributed, also partly funded under the project, to allow for students who faced internet connectivity and access issues to still be able to engage and participate in learning. Despite these efforts, some 30% of PRS children still faced challenges in accessing the SLP.

132. Children facing challenges in accessing SLP were additionally invited to the summer catch-up program (CUP), which is an accelerated and intensive summer programme carried out during the month of July 2020 to allow students who could not engage in the SLP at the onset of the Pandemic from March to May 2020 to review core competencies covered and catch-up on learnings lost. A Gap Camp was also provided to students transitioning from kindergarten to Grade One at UNRWA schools. However, the uptake for the CUP was not as high as hoped and only 39% of children invited participated due to the political and socioeconomic instability in the country, as well as widespread electricity cuts during the summer 2020 due to fuel shortages. This is a significant challenge for UNRWA as children from the poorest households have not been able to access education for a significant period of time despite support. This risk increased students' chances of dropping out of school and falling into negative coping practices such as child labour and child marriage to alleviate the financial hardship and pressure that their families experienced.

Gender

133. UNRWA practices gender mainstreaming and all MADAD documents refer to gender programming. The evaluation did not find any significant challenges about gender. Gender is primarily addressed in relation to GBV and through the lens of protection. In both fields, RSS social workers and Protection Units have a strong focus on support to GBV survivors. Furthermore, under the cash assistance component, priority for emergency cash assistance requests was given to female-headed households. As discussed above, more men than women reported that it was easy to access UNRWA's services, but this was not a significant difference.
134. According to survey findings, 50% of the 1,652 respondents believed that the services provided by UNRWA were gender-sensitive, while 30% reported that they were not, and 19% were unsure. In Lebanon, the percentage of those who believed that the services were not gender-sensitive was higher than in Jordan, reaching 35% and 17% respectively. A similar percentage of women and men believe that UNRWA is not gender sensitive while a slightly higher rate of men believe that it is (51% of men compared to 49% of women).

Figure 5: Do you think that the services provided by UNRWA are gender sensitive?



135. The main challenge that MADAD III faces in relation to gender is that the project is not based on any gender analyses but relies solely on UNRWA's gender mainstreaming policies and commitment to equitable service provision. Additionally, there are no gender-specific results in the MADAD III results framework. Within this, gender is only considered insofar as UNRWA is required to provide gender disaggregated data. No detailed analysis of gender issues based on this data has taken place. As gender is largely considered as a protection issue, there is a missed opportunity to use a gender transformative lens or focus on Gender Equality and Women's Empowerment. Potential gender issues or improvements that could be made to support Gender Equality and Women's Empowerment are missed.

People Living with Disability

136. Consideration of and access of services for people living with disabilities has been a challenge for MADAD III. In Lebanon, around 7.92% of PRS suffer from a disability; more males are likely to have a disability and over one quarter of the over 80 population have a disability.⁶⁹ In Jordan, around 2.7% of PRS have at least one form of disability. There have been some direct efforts to support PRS living with disabilities. For example, they are a priority category for emergency cash assistance where they can access support if they are a vulnerable PRS in need of a wheelchair, medical mattress, or other medical tools. During MADAD III, 36 PRS living with disabilities have been assisted in this way.
137. However, survey findings showed that only 37% of the respondents believed that the services provided under MADAD III were sensitive to the needs of people living with disabilities, 23% believed that they were not, and a significant number (39%) were unsure. In Lebanon, 28% of those who believed that the services were not PwD sensitive compared to 11% in Jordan. This suggests that UNRWA's disability policy has not gone as far as it could under MADAD III.
138. The main issue raised for people living with disability in FGDs and interviews was access to education services in Lebanon and Jordan⁷⁰, particularly within the SLP for LFO. Remote learning has made it very difficult for children living with a disability to access education due to challenges they may face in using tablets or phones or the lack of in-person support from teachers and social workers. This has placed an additional strain on the parents of children with disabilities to assist with their learning on top of their own work and household activities. UNRWA partners also suggested that UNRWA's consideration of remote education for children living with disabilities was inadequate. Again, children living with disabilities are at increased risk as they have missed a significant amount of the education and it may be harder for them to reintegrate into normal education.
139. Moreover, findings of the light touch Protection Audit in Lebanon highlight disability inclusion challenges and gaps related to limited financial and human resources available.
140. Access to services and support from social workers has been particularly challenging for people living with disabilities during the Covid-19 Pandemic. This group are more likely to be confined to their homes due to restrictions on movement combined with increased health risks. This makes it harder for them to access basic services, including healthcare, and due to the inability of social workers to visit them at home, means that changing support needs may not be as easily identified, increasing their vulnerability over time.
141. To address these gaps, LFO launched in early 2022 a cross programme disability needs assessment to assess key challenges and gaps related to disability inclusion. This demonstrates the commitment by LFO programmes for the need for strengthened disability inclusion. Further since the light touch has taken place, LFO has undertaken a cross-programme process to define Referral SOPs and has carried out trainings to programme staff on the Referral pathways in 2021.

PRL

142. During MADAD III, the situation in Lebanon has declined significantly. Consequently, PRL have become an increasingly vulnerable population and many of the issues faced by PRS covered by MADAD III, equally apply to PRL, with PRS no longer necessarily being the most vulnerable group.
143. This issue was widely recognised amongst LFO staff. LFO have received complaints about the additional support PRS receive from MADAD compared to the standard support received by PRL under normal UNRWA programming. Several staff reported increased community tension because of the perceived greater support for PRS although this evidence is largely anecdotal.
144. UNRWA has advocated to increase the level of assistance provided to PRL under the project, particularly under the cash assistance and education components. The EUTF agreed that the additional round of emergency cash assistance could be split between PRS and PRL in recognition of the heightened vulnerabilities that the most marginalised PRL face. However, whilst the EU has shown great flexibility under the EUTF, at least 50% of the support must go to PRS. Since the number of PRS is much lower than PRL in country, this limits UNRWA's capacity to provide services to the PRL community under the project.

⁶⁹ UNRWA, Socio-Economic Survey on Palestine Refugees from Syria Living in Lebanon, 2020

⁷⁰ Although education component for Madad is in Lebanon only, there were reports during FGDs of beneficiaries with children with disabilities facing challenges to access education as well.

Planning and Coordination of the MADAD Programme

Key Findings: The Covid-19 Pandemic greatly affected coordination within MADAD at all levels (regionally and nationally). Despite the challenges, however, UNRWA showed great efforts at a national level to facilitate coordination between both internal and external partners and partnership working has clearly been strengthened under MADAD III. Internally, within different programme departments, there was evidence to show that coordination took place at JFO and LFO, however, improvements in this area to maximise value for beneficiaries are needed. Coordination at a regional level was poor, due to the different organisational and management structure of the project in both fields, missed opportunities for the sharing of learning and Covid-19 restrictions on travel.

145. UNRWA's efforts to plan and coordinate for the MADAD programme involved working with different stakeholders on different levels; namely, the regional, national, and Agency levels.

Regional Coordination and Planning

146. MADAD III was intended as a regional programme but has evolved into two country-level programmes. To an extent, this was a deliberate decision by UNRWA given the different political and operational context in each country and the resulting needs and challenges for each field. This has become more prominent over the course of the project as the situation in Lebanon has declined. In line with this each field has followed the strategy and implementation approach that better addresses the needs of PRS families living in each country. As such, MADAD III has looked more like a multi-country project than a regional project. However, there have been missed opportunities for exchange of learnings between JFO and LFO on common matters.

147. Although MADAD has a regional MADAD programme manager responsible for ensuring coordination of the project at a regional level, travel restrictions due to COVID-19 has challenged this process as the regional programme manager has not been able to engage as much with JFO as with LFO. The varying level of engagement also has to do with the different organisational and management structure of the project in both fields. In LFO, the PM has direct access to the implementing programmes, while in JFO, the relationship with the implementing programmes was managed by the DRU Unit during the first half of the MADAD III project. Consequently, during the first part of MADAD III, the programme manager role as not been able to play as significant role in bringing the programme strands together as was initially envisaged.

148. As for the FGD findings, according to discussions with protection staff at JFO, most participants did not believe that there was adequate collaboration between the Lebanon and Jordan teams. Protection staff reported that they were not aware of the situation of PRS in Lebanon, nor did they know about the kind of services provided to beneficiaries through MADAD there. Protection and Emergency Coordination Unit staff in Jordan mentioned that it would have been useful to have more opportunities for teams in JFO and LFO to share experiences.

Internal Coordination

149. Internally **within the Agency**, there was evidence of good collaboration between the different components of the programme in Jordan and Lebanon.

150. For example, **in Jordan**, protection staff including social workers on the frontline, provided assistance to PRJ and PRS through case identification and internal and external referral as needed to 159 cases. Moreover, during the first quarter of 2020, Jordan team focused on strengthening prevention and protection response to protection risks for Palestine Refugees. Through coordination between the Emergency Protection Social workers and the Area Protection and Neutrality Officers, enhancements were made in case identification and service provision, which included counselling and referrals⁷¹. In 2021, social workers managed to refer 2,094 PRS cases either internally (2,040 equals 97.4 %) or externally (54 equals 2.6 %). Of the 2,094 cases, 84% of the cases were closed positively and 15% are still pending. Social workers also received 9,323 calls and 3,483 office visits by PRS in 2021. Furthermore, the Neutrality Protection Unit (NPU) provided social workers with trainings on protection mainstreaming, case

⁷¹ UNRWA, (2021) Annual Report

management, how to conduct and document FGDs, disability mainstreaming, GBV and Legal trainings.

151. **In Lebanon**, the enhancements made to both internal and external referral processes allowed UNRWA to better monitor and respond to students at risk of dropping out of school⁷². For example, several students who dropped out of school to work or for other reasons, were referred from school counsellors to RSS social workers, or external child protection organisations, to encourage families to re-enrol their children and were in fact successful in doing so. Moreover, 14,457 care calls were conducted in Q4/2020 through SCs and partner referrals.
152. RSSD staff in Lebanon reported conducting referrals to the protection unit when needed as well. RSSD staff also mentioned coordinating between the staff in the different locations through groups set up on WhatsApp and Microsoft Teams. However, they believed that more coordination was needed between the RSSD and other departments of the programme. Moreover, some of the issues around PwDs and children with disabilities could be better addressed if education and protection staff communicated better with one another.
153. Protection staff in Jordan also mentioned that the team meet every two weeks to discuss issues with the Programme Manager. These meetings were described as very useful because they shed light on what happened and what needed to happen moving forward.
154. School counsellors in Lebanon reported that there was always coordination between education and health units of MADAD. During an FGD, a participant mentioned that whenever there was a child with learning difficulties, coordination on this was directly made to refer them to the learning support classes. However, there were reports of a need for more recurrent meetings between the different units of the program, as well as within the regional level so that staff can know more about what others are doing in the programme.
155. Moreover, cross-cutting issues platform (CCIP) meetings were carried out monthly. These meetings brought together cross cutting priorities (such as protection mainstreaming, child protection, gender/GBV, disability and accountability), programmes, programme support office, donor relations unit AAP team and Youth Unit. During 2020, the topics that these meetings focused on included discussions on changes in programme service delivery, adapting to remote implementation and addressing the needs of beneficiaries during the Covid-19 Pandemic. The CCIP meetings provided an important opportunity for staff to share information and identify areas where protection could be mainstreamed into programming.

Partnerships

- At the national level, coordination and planning have been strengthened since MADAD III. Through MADAD III, UNRWA has attempted to incorporate learning from MADAD II and strengthen its work with national partners, and local civil society organisations.

JFO

156. While operating within its mandate, UNRWA has demonstrated improved shared learning and networking with other actors whose services are closely aligned to that of UNRWA. This is particularly evident in the case of KAP, where JFO has worked closely with other UN agencies. For example, WFP was responsible for food coupons, and UNHCR for shelter and gas tanks, as explained by a social worker during a FGD. A total of 41 KAP coordination meetings were carried out in 2020 in response to the COVID-19 pandemic; 25 meetings at KAP level and 16 at Amman level. UNRWA also carried out six monthly meetings with community leaders in KAP.
157. On the national level, JFO has been advocating protection and other needs of PRS in UNCT meetings and is in the process of identifying opportunities for collaboration with sister UN Agencies for advocacy as well as technical support. Several coordination meetings were also held, which involved the UNHCR and UNFPA co-chairs of the Sexual and Gender-Based Violence (SGBV) sub-working group among other partners such as United Nations Children's Fund (UNICEF), International Medical Corps (IMC), and the International Rescue Committee (IRC) to explore areas of collaboration to improve support to GBV survivors within the framework of the GBV and child protection referral pathways.
158. JFO protection staff also highlighted that monthly meetings were taking place in Amman with the senior staff of different organisations who worked with PRS. They believed that these meetings were useful

⁷² UNRWA, (2021) Annual Report

because they provided an opportunity for organisations to collaborate to overcome challenges that UNRWA could not address. UNRWA also coordinated with external partners to provide remedial services to GBV survivors. For example, in 2020 the Family Protection Department provided shelter and governmental protection services and PSS, child protection, and case management services were provided by the Jordan River Foundation. However, the Covid-19 Pandemic and restrictions on movement negatively impacted referral activities to external partners due to restrictions on movement and attention and resources shifting to pandemic response. Overall, this form of national-level cooperation is positive as it helps provide more holistic support for PRS and ensure that PRS needs are recognised on national-level agendas.

159. There remain however some gaps regarding how UNRWA shares data and information with partners and how it includes them in planning.

LFO

160. LFO has taken onboard feedback from previous MADAD projects to strengthen its partnership approach. While some areas, such as coordination between the Education Department and its partners, have been notably strengthened, LFO still has work to do on consolidating its partnership approach and improving communication and engagement.
161. Through MADAD III, the LFO Education programme has improved its partnerships through the Back-to-School campaign. The campaign involves various partners including Save the Children, MAP, Najdeh, Solidarity, UNICEF, NRC, Right to Play and Skoun, who work with UNRWA to tackle issues that may prevent out of school children from accessing education. A key strength of the Back-to-School partnerships was the role of the Education Coordinator who is responsible for improving engagement and planning with partners and avoiding duplication of efforts. Multiple partners interviewed credited this role with improving their work with UNRWA. Another FGD participant reported that partner workshops have helped them to avoid duplication of activities and ensure a coherent approach to supporting PRS children. This was a notable improvement on their previous experience of working with UNRWA. Frontline staff also showed good awareness of the partnership approach within education activities under MADAD III. School counsellors reported regularly coordinating with non-governmental organisations (NGOs) to avoid duplicating services in addition to coordinating with NGOs on school dropouts.
162. The COVID-19 pandemic has also forced further reflection on and strengthening of partnerships. LFO engaged with education partners to map the services that could be provided to PRL and PRS children during the pandemic, including education, PSS, and recreational activities. The Education programme created a platform on which partners could communicate, provide updates, and share challenges. This has helped to ensure a consistent approach to service provision for children during the pandemic and has improved ways of working and coordination. Under Health, Covid-19 has ensured UNRWA continue to build on their relationship with the Palestinian Red Crescent Society in Lebanon (PRCS). For example, PRCS provided transportation for Covid-19 patients in camps to hospitals. UNRWA also coordinated with the Ministry of Public Health to conduct Covid-19 tests and was able to cover the costs of 1,147 tests by December 2020.
163. However, despite these improvements, challenges do remain. While partners praised UNRWA as a service provider and stated that engagement and coordination had improved, multiple partners interviewed stated that they did not feel like equals; the relationship remained largely transactional. Multiple interviewees stated that UNRWA did not clearly communicate its need and priorities to partners, making it hard for partners to fill gaps and provide aid. On the national level, UN agencies and INGOs stated that UNRWA was not present in national coordination mechanisms in Lebanon. This made it challenge to coordinate activities. While UNRWA's mandate constrains the extent to which it can be involved in national-level activities, and this was recognised by the partners, they maintained that UNRWA was an important missing voice from national dialogue and coordination in relation to the Syria response. This presents a missing opportunity for complementary activities, joint assessments, and advocacy.

Efficiency and Coordination

Adequacy of MADAD III Monitoring and Evaluation

Key finding: UNRWA has made efforts over the course of the MADAD programme to improve monitoring and evaluation. However, the absence of qualitative data to measure programme performance remains an important gap. There remain ongoing challenges for the project's M&E regarding how context has limited the relevance of certain project Indicators, the integration of gender and disability in M&E and UNRWA's inability to separate MADAD III results for education and health.

164. There is strong evidence that UNRWA has made efforts over the course of the three MADAD projects to improve programme monitoring and reporting. The MADAD III log frame is considered by stakeholders to be a positive evolution from those of previous phases of the MADAD programme and has a strong alignment with the Agency's results framework for its mid-term strategy. This is particularly the case with regards to the health and education components of the MADAD III project as it uses the Education Management Information System, and the e-Health System. There was also strong alignment noted by stakeholders with UNRWA's Emergency Appeal.
165. However, ascertaining the specific contribution of the MADAD programme to education Outcomes, for example, is challenging as whilst it is possible to extract figures for specific schools that have used the MADAD funding, it is not possible to break this down further to identify specific results of Outcomes for PRS because of MADAD funding. With regards to health, e-Health does not automatically disaggregate between PRS and PRL as required for MADAD III reporting and when data cannot be extracted directly from the e-Health System, it is collected manually, a process which requires considerable time from health staff every month and can be prone to human error.
166. One of the challenges noted by interviewees with regards to the project's M&E relates to the deterioration of the socio-economic situation in both countries as certain targets (i.e. Outcome 4.1, Indicator 1: Percentage of minimum coverage of the absolute poverty line (essential food and non-food needs) of PRS) are no longer achievable as the Absolute Poverty Line is expected to be higher in both countries which means that the amounts distributed under the project will contribute less to cover the minimum coverage.
167. In terms of cross-cutting issues in the project's M&E, annual reporting for the MADAD III project demonstrates that gender disaggregated data is available for most Indicators⁷³. Despite this, there is little narrative reporting on relevant gender issues or analysis of results through a gender lens in the annual report, except for results pertaining to GBV interventions. Similarly, PDM reports present gender disaggregated data but do not present analysis of trends by gender⁷⁴. Data disaggregated to include disability is included for a limited number of Indicators in the annual reports.
168. A key feature of the M&E for the MADAD programme is the PDM surveys conducted quarterly for the cash distribution component. These involve monitoring in the period after cash distribution to ensure families receive the cash and if issues are identified, these are followed-up by social workers. The complexity of the MADAD programme and the links between the project's components and activities with UNRWA core programming has meant that the PDMs in both JFO and LFO are different. The PDM in LFO collects information per household and it also includes the cash for food distributions. In addition, there are four separate PDM surveys in JFO as in Jordan there is a different structure than in LFO for the provision of cash assistance to PRS. Also, distribution in Jordan takes place by individual.
169. Whilst the PDMs in both Jordan and Lebanon provide extensive data, several limitations were noted with regards to their design:

⁷³ UNRWA, (2021) Annual Report

⁷⁴ UNRWA, Unconditional Cash Assistance Q1-2020 (January- March 2020) – Post Distribution Monitoring Findings

- As the PDMs used in both JFO and LFO are different, the fact that these are not unified into a tool used across both field offices has limited UNRWA's ability to be able to analyse results across both fields and consolidate data. However, it is UNRWA's intent to develop a PDM tool for both fields.
- The data from PDMs, as the key source of beneficiary feedback, is solely quantitative and there is a limited amount of qualitative data gathered through other data sources. This is a challenge for the M&E of the project as its log frame Indicators are all quantitative and as such qualitative aspects of UNRWA service delivery such as quality are not systematically measured.
- Lastly, it was noted that there was no funding available to hire a specific M&E staff member for the MADAD III project and as such, UNRWA has lacked the capacity to fully interrogate and use all the data pertaining to the MADAD III programme to its fullest capacity. However, efforts are underway to address this with a Data Analyst and Research consultant hired to support research and data analysis of the PDMs.

170. Until March 2020, PDMs were undertaken by social workers through visits to families. However, the Covid-19 Pandemic has meant that these are now undertaken by telephone and are shorter with some questions omitted as they require direct observation of a household. It was noted in FGDs with UNRWA staff in both JFO and LFO that whilst this was unavoidable given the restrictions, it is suboptimal as a means of verification of funds to benefit intended beneficiaries. Whilst UNRWA can verify the receipt of funds through bank statements, social workers cannot tell from the phone calls alone whether the money is reaching and benefiting the intended beneficiaries. This was particularly noted to be a risk in households where there are people living with disabilities or in GBV cases where recipients might be subject to coercion or have limited control over money received. In addition, data gathered on the education and health components of MADAD III is aligned to that of the MTS results framework and primarily quantitative. As such, there is limited evidence of the systematic collection of qualitative data to enable staff to understand the "how" and "why" underpinning the results received.

171. As noted in the MADAD II Evaluation, UNRWA's coordination with partners on monitoring could be strengthened. Partners noted that UNRWA does not systematically share data with them. This was particularly noted to be a challenge to partners working in KAP who were addressing the needs of the same target population as UNRWA.

172. As outlined further in the section below, UNRWA's ability to use monitoring and evaluation data to improve programme performance has been limited somewhat by the rapidly changing implementation context and the short programme timeframe.

Use of Learning to Improve Programme Performance

Key finding: Overall, the design of the MADAD III project reflects a strong commitment from UNRWA to use learning to improve performance and respond to challenges experienced during MADAD I and MADAD II, as identified in the recommendations of the MADAD II evaluation and the Lebanon and Jordan ROM reports. However, full implementation of the recommendations has been challenged by a rapidly changing implementation context and the arrival of MADAD II evaluation recommendations after MADAD III implementation had begun.

173. The project proposal sets out clear responses to many of the EUTF ROM exercises recommendations in both Jordan and Lebanon, as well as responding to challenges identified in the MADAD II evaluation, regarding the need for multi-year funding and the need for JFO to receive a larger share of programme funding. Staff interviewed as part of this evaluation showed a clear willingness to learn and adapt and were able to provide updates on the extent to which they had implemented responses to identified challenges and recommendations. Several stakeholders emphasised the increasing realization from UNRWA over the course of the MADAD programme of the need to address the needs of PRS holistically and that the key advantage of the MADAD III project was its ability to blend cash transfer with health, education, protection and legal needs.

174. LFO's Education component is the area which has been most successful in integrating learning and recommendations. There have been clear adaptations such as efforts to improve partnerships, address retention issues, and strengthen PSS activities (recognising the challenges Covid-19 has presented in

implementing plans).

175. The reintegration of the protection component in LFO following gaps identified in MADAD II has also been key. The protection component across both fields has shown improvements through the integration of recommendations such as engaging with a legal firm in JFO to support protection cases.
176. Under the cash assistance component, not all recommendations have been addressed; in Jordan, vulnerability assessments remain a work in progress. Under MADAD III LFO has completed the socioeconomic survey for PRS and JFO is in the process of conducting this. In Jordan, wider assessments remain a challenge. UNRWA has attempted to participate in the joint vulnerability assessment with UNHCR, WFP and UNICEF but this did not occur due to push back from the other agencies; UNHCR views the situation of PRS as separate to that of Syrian refugees due to differences in access to services, and as such did not favour a joint study, while UNICEF and WFP did not have a vulnerability assessment planned for 2021. While there have been efforts to conduct surveys and update livelihoods assessments, the levels of cash assistance have not changed following these, as recommended by the ROM exercise and MADAD II evaluation. This is because additional increased, long-term funding is required to enable changes in the level of cash assistance. To attempt to address this barrier in the shorter-term, UNRWA has introduced changes to the cash assistance component by including PRS under category A in Jordan and providing cash assistance in USD in Lebanon to increase purchasing power.

Challenges for Embedding Learning

177. The timeframes for the MADAD projects and their respective evaluations were noted as being an obstacle to the embedding of learning. Several UNRWA staff referenced the frequency of which the MADAD Programme has been evaluated due to donor requirements, with project evaluations completed in 2018/19, 2020, 2021 and a final evaluation planned for 2022. These evaluations have followed relatively similar lines of inquiry and been quite broad (covering a number of questions across the OECD-DAC criteria). The frequency has not only been somewhat burdensome for stakeholders engaged but has also led to a gap between UNRWA's planned response to challenges and recommendations and the extent to which they have been able to implement them. For example, the findings of the MADAD II evaluation were not available when the MADAD III project was designed. As such, while findings from the MADAD I evaluation and the ROM reports are heavily referenced in the Project Document, and therefore designed into MADAD III, UNRWA has not been able to integrate findings from the MADAD II evaluation during the implementation of MADAD III. This challenge was voiced by one LFO staff member who outlined that lessons learned should have been integrated at the design stage, not once a project had started. Overall, it has been challenging to significantly adapt MADAD III to the MADAD II evaluation's recommendations. This is illustrated in the relatively small progress against recommendations on assessing the cross-cutting impact of Covid-19, strengthening advocacy, and strengthening beneficiary feedback mechanisms and accountability to affected populations.
178. The short-term nature of the projects and the fact that staff are on short, fixed-term contracts has also meant that there has been a high turnover of staff across the programme phases in both fields. This, coupled with delays in staff recruitment, has had an impact on the extent to which institutional memory has been built up to inform programme learning.
179. Difficulties in implementing MADAD II's challenges and recommendations are strongly linked with the second challenge UNRWA has faced in implementing lessons learned: rapidly changing context. The Covid-19 Pandemic has caused delays to the implementation plans for some recommendations, such as vulnerability assessments and recreational activities in schools. The context in Lebanon has also changed dramatically since the project was designed. The country's ongoing political and socioeconomic crises have greatly increased both PRS and PRL needs and reliance on UNRWA. This has made it harder to respond to recommendations on the go, and as the situation has outstripped recommendations, has made some findings less relevant. Chronic emergency has been a key limitation. It has made it hard to embed learning and adapt programming as the context continually shifts and needs have become greater than available funding can support.
180. Lastly, as noted elsewhere in the report, there has been a lack of capitalisation on the fact that MADAD III is a regional project to foster institutional learning and share and disseminate learning and good practice between JFO and LFO.
181. The table in Annex I sets out the ROM exercises and MADAD II evaluation's recommendations grouped

into areas to align with UNRWA's steps to respond during MADAD III.

IV. Lessons Learned

182. This section explores strategic and operational learning arising from MADAD III to usefully inform UNRWA's PRS programming going forward and potential changes that could be made to improve relevance, coherence, regional implementation, and coordination with partners.

Partnerships

183. Greater collaboration is needed between UNRWA and other UN agencies, particularly UNHCR and UNICEF (e.g., those working in KAP), with regards to strategic planning and data sharing to avoid duplication of service provision to beneficiaries and to maximise the use and availability of resources. This is particularly the case as the MADAD III project ends and alternative resourcing to cover the needs of PRS has not yet been identified. Whilst it is important to recognise UNRWA's specific mandate, there is potential for increased collaboration, e.g., on large-scale needs assessment studies and on advocacy for the rights of refugees. Careful consideration should be given to how UNRWA can usefully engage in multi-agency forums to complement its work and support Palestine refugees within broader humanitarian and development responses to the Syria crisis.

184. The inclusion within the programme of the 'Education Coordinator' role in LFO to coordinate, liaise, and engage with partners under the Education Programme has been perceived as positive. This role has contributed to the successful management of partners on the Back-to-School programme. Several partners praised the role stating that it had made coordination with UNRWA easier. As such, this kind of role would be highly beneficial to future programming that relies on implementation partners and in other sectors where it may be relevant.

185. While partners acknowledged UNRWA's strengths as a service provider, they were critical of UNRWA as a partner. This was in relation to UNRWA's lack of participation in national forums, its information sharing, lack of communication, accountability mechanisms, and transparency. For future programming, UNRWA should focus on clearly defining its requirements and understand the strength of partners in the wider community to support them. Needs should also be clearly communicated to partners with clear direction on when and where their support is needed. It may also be useful to establish the position of a National Response Coordinator, similarly to the Education Coordinator, with a clear role and outlined responsibilities in relation to national-level coordination. Strengthening accountability mechanisms will not only improve credibility towards its partners and other relevant stakeholders, but also build greater trust with UNRWA's beneficiaries.

186. More partnerships are also needed with disability-focused organisations to best capitalise on expertise of stakeholders as well as provide more inclusive and relevant support to hard-to-reach beneficiaries. Furthermore, rather than applying a comprehensive approach when delivering services to beneficiaries through its programmes, UNRWA should consider a gap filling approach, as was mentioned during a meeting with a local partner in Lebanon. Applying a gap filling approach can be achieved through needs assessments, stakeholder mapping, and engagement plans. Such practices avoid duplication of efforts and foster collaborative efforts between stakeholders.

Structure and Management of MADAD III Project

187. The role of the MADAD Project Manager between Jordan and Lebanon and the conception of MADAD as a regional programme was initially envisaged to have included opportunities to share learning across the programme. However, the evaluation identified few examples of this occurring in practice and several missed opportunities where this could have been helpful. One of the stumbling blocks identified with regards to the sharing and uptake of regional learning was with regards to the fact that the Project Manager was based in Lebanon and unable to travel to Jordan due to the Pandemic. Stakeholders also mentioned other potential blockages to embedding regional learning, such as each UNRWA fields' desire to remain autonomous and their resistance to regional 'top-down' approaches from HQ.

188. At an organisational level, UNRWA would benefit from more regular communication with staff from the different programme sectors/components as well as at a regional level. This communication can be through regular meetings and workshops (remote/physical), as well as through the establishment of an internal portal to share research products, lessons learned, best practices, etc., between staff at a sectoral,

country, and regional level.

189. The importance of frontline workers in building trust and staying connected with PRS, particularly during crisis situations, is imperative. The need for greater peer support and active staff engagement in decision making processes is also important. Furthermore, understaffing and use of Daily Paid or staff who lack strong awareness of the local context and communication with beneficiaries can challenge efficiency of work.

Types of Support

190. Access to dignified work opportunities is a significant challenge facing PRS, particularly in LFO and without this, PRS will remain dependent on UNRWA for cash and other forms of assistance. Whilst UNRWA has undertaken some advocacy on this issue and continues to highlight the difficulties PRS face in accessing the workplace, this is a politically sensitive issue and there is limited space or leverage for advocating for the needs of PRS now in both JFO and LFO. To enhance UNRWA's efforts in this regard, going forward it would need dedicated resourcing to undertake these advocacy efforts and for this to be supported by donor efforts also.
191. Legal support was highlighted as key to help address several the protection problems that PRS face. Enhancing referral systems to support these cases, including those that are complex, is important to supporting those in most need. Covid-19 has challenged the implementation of referrals. Having remote referral systems in place may have helped mitigate or reduced such challenges. Furthermore, legal support needs to seem as part of a holistic support package as several beneficiaries highlight challenges such as transportation and day care costs which affected their ability to access these services.
192. The education programme's use of innovative learning methods has helped overcome challenges to service delivery during Covid-19. It is important to capitalise on innovation and technology as well as hybrid approaches to learning, particularly in emergency situations such as Covid-19. For example, the Back-to-School campaign has supported education in understanding, identifying, and supporting school dropouts. The advent of the Mental Health and Psychosocial Support Services (MHPSS) Coordinator has supported schools to effectively address protection concerns.

Cross-Cutting Issues

193. Ensuring gender, disability and vulnerability analysis are conducted at the outset to inform project design has a significant bearing on the extent to which these cross-cutting issues are effectively addressed in implementation and monitoring of programmes. Whilst the provision of gender-disaggregated data is key, this needs to go beyond a 'gender by numbers' approach and to be accompanied by robust gender analysis of results at the time of planning and execution.
194. The provision of support needs to be informed by vulnerability and inclusion analysis that identifies both need and barriers facing refugees in accessing services. It is important to note that PRS are no longer the most vulnerable group in Lebanon and some PRL are just as worse off.

V. Conclusions

195. The MADAD III project design has a clear strategic alignment with UNRWA's MTS and its Syria Regional Crisis Emergency Appeal and has remained relevant to the needs of PRS in both Jordan and Lebanon, enabling UNRWA to provide core services to PRS which are highly appropriate and indeed essential for many. This is despite a challenging and changeable implementing context which has included a significant deterioration of the situation in Lebanon and the repercussions of the Covid-19 Pandemic. This has had a significant impact on project timelines, targets, and ability to deliver services to PRS. The Covid-19 Pandemic has also greatly affected coordination with partners to effectively support MADAD III implementation, both at a regional and national level.
196. To respond to this challenging context, the project has been adaptive and has benefitted from support and flexibility from the EUTF. Adaptations have included adjusting targeting approaches, implementation timelines, the inclusion of PRL as a target group for emergency cash assistance in LFO and moves to deliver and monitor services remotely.
197. However, despite these adaptations, several of the project's intended Outcomes are not on track to be met by the time the project ends in June 2022 and there have been significant delays in several planned

activities, largely due to Covid-19 and the challenging operating context. Overall, MADAD III has made some progress towards its overall goal of strengthening the resilience of PRS in Jordan and Lebanon as defined by UNRWA. However, due to the challenging context, several Indicators are behind, and the project has significant work to do to achieve Outcomes. Achievement of some Outcomes may be beyond UNRWA's control, particularly for LFO in health as health services were significantly and deliberately reduced in response to COVID-19 and as a result LFO did not reach the intended number of beneficiaries. While normal service levels should resume post-pandemic, the MADAD III targets may not be met.

198. It is also important to question the definition of resilience as measured by the Project Goal indicators and Outcome 1 indicators for both fields and as defined by UNRWA. The assistance UNRWA provides to PRS is critical and has helped them survive in circumstances in which they had little or no other support available. However, the evaluation has been unable to demonstrate a 'strengthening' of resilience, that is to enabling beneficiaries to 'prevent, absorb, and recovery from shocks, while continuing to function and adapt in a way that supports long-term prospects for sustainable development, peace and security, and attainment of human rights'⁷⁵. Instead, the MADAD III support has stopped in some cases a deterioration of PRS circumstances, reflecting the UNRWA's Emergency Appeal's Strategic Priority 1: 'To preserve resilience through the provision of humanitarian assistance ensuring that the most vulnerable Palestine refugees meet their basic needs'⁷⁶, but this is only the case whilst ongoing support is provided. Overall, there is a departure between the goals to which UNRWA is working, in terms of '*maintaining*' PRS, and the overall goals set by the EUTF MADAD framework which looks to '*strengthen*' resilience.
199. While satisfaction by component varies, the overall majority of PRS were satisfied or somewhat satisfied with the support received under the MADAD III project. This support is critical in helping them to meet their basic needs. However, given the high level of need amongst the PRS population, most beneficiaries require ongoing and additional support to that provided under MADAD III, particularly increased cash assistance. Furthermore, there is a significant need to improve and update vulnerability assessments to address the needs of the most vulnerable, persons with disabilities and those with chronic illnesses.
200. Even though UNRWA has various feedback and complaint mechanisms in place in both JFO and LFO, beneficiaries reported a lack awareness and use of these channels and that where complaints were made, these were not adequately addressed by UNRWA.
201. In terms of cross-cutting issues, protection, disability, and gender in terms of GBV are well integrated into project design, although the latter lacks a broader consideration of gender issues facing PRS. There is no gender analysis underpinning the programme design, and no specific gender-results within the results framework. Despite UNRWA's efforts to provide services to its intended beneficiaries in an equitable manner, this has not always managed to reach or respond to the needs of the most vulnerable and has been further exacerbated by the context. For example, needs assessments to inform programme design have been delayed and targeting does not reflect current need. UNRWA has also experienced limitations in reaching Palestine Refugees in KAP due to Covid-19 restrictions, and the situation in Lebanon has meant that the amount provided in cash assistance has depreciated given rising living costs and devaluation of the Lebanese Pound.
202. Most beneficiaries found it easy to access UNRWA services under MADAD III except in certain cases in Lebanon where transportation costs were prohibitively expensive due to the increase in fuel costs and economic crisis. There was some variance between women and men in terms of satisfaction which may be related to gendered barriers to accessing and receiving services. The Covid-19 Pandemic has also impacted on access to services for vulnerable refugees; for example, the SLP did not work for the most vulnerable and poorest children in poor houses who could not afford access to the internet connective devices or had to share one device amongst multiple children. Addressing disability sufficiently has also been a challenge for MADAD III, particularly with regards to refugees accessing education services and the availability of disability-disaggregated data.
203. In LFO, the Protection Unit have made good progress. MADAD-funded emergency cash assistance had a slow start due to the need to spend co-funding but is now underway. In JFO, there were limitations in the type of legal cases that could be supported through the legal aid firm, Anderson Legal Firm, contracted under Outcome 2. Moreover, UNRWA had limited access to KAP which are considered particularly

⁷⁵ UNHCR (2017) 'Resilience and Self-Reliance from a Protection and Solutions Perspective'

⁷⁶ UNRWA (2020) Project Proposal: Strengthening the Resilience of Palestinian Refugees from Syria in Jordan Lebanon (Phase III)

vulnerable.

204. Whilst MADAD III was intended as a regional programme, it has largely evolved into two country-level programmes. To an extent, this was a deliberate decision by UNRWA given the different political and operational context in each country and the resulting needs and challenges for each field which has become more prominent over the course of the project as the situation in Lebanon has declined. However, there have been missed opportunities for exchange of learnings between JFO and LFO on common matters with several staff believing that there was inadequate collaboration between the Lebanon and Jordan teams. Coordination at a field-level between UNRWA's different programme areas has been stronger than regional coordination, with strong links between protection and the Emergency Coordination Unit in JFO, and between RSS and education in LFO. Whilst UNRWA has demonstrated improved shared learning and networking with partners in both JFO and LFO, there remain some gaps in how UNRWS shares information with partners and engages them in planning.
205. In terms of learning, there is evidence that UNRWA has made efforts over the course of the three MADAD projects to improve monitoring and evaluation. However, there remain several key weaknesses in the MADAD III monitoring and evaluation, including the absence of qualitative data to measure programme performance and weak integration of gender. The design of the MADAD III project reflects a strong commitment from UNRWA to use learnings to improve performance and respond to challenges experienced during MADAD I and MADAD II, as identified in the recommendations of the MADAD II evaluation and the Lebanon and Jordan ROM reports. However, full implementation of the recommendations has been challenged by a rapidly changing implementation context and the arrival of MADAD II evaluation recommendations after MADAD III implementation had begun.

VI. Recommendations

206. This evaluation recognises that MADAD III only has four months of programming left. There is little time for recommendations to lead to significant programme course correction. Instead, these recommendations are intended to strengthen UNRWA's future programming for PRS and ensure that overall, interventions involving PRS are relevant, effective and draw on the learning from MADAD III.
207. **Recommendation 1:** Recognising that the MADAD Programme is coming to an end, and it will be extremely difficult for UNRWA to integrate PRS into core funding given the persistent Programme Budget funding gap, it is essential that the UNRWA External Relations Department in collaboration with the Jordan and Lebanon field offices engage with donors to mobilise additional funds which will ensure the continued support for PRS in Lebanon and Jordan.
208. **Recommendation 2:** The UNRWA Department of Planning should continue to develop a needs-based budget to fully cost out its response to the needs of PRS as part of the Emergency Appeal Process. Any funding and resource mobilisation strategy for addressing the needs of PRS should recognise the importance of multi-year funding to address the needs of the PRS population in this protracted crisis and include costings for the provision of cash assistance which take into account the depreciation of living standards in LFO and JFO and which covers a greater percentage of PRS essential needs than UNRWA is currently able to (to move beyond preserving to strengthening resilience).
209. **Recommendation 3:** The provision of cash assistance to PRS, whilst essential for the well-being of PRS, is inherently unsustainable for the Agency and given its challenging operating context, there is limited space for UNRWA to conduct advocacy on issues such as the right for PRS to work. As such, UNRWA should engage with donors and the relevant UN Country Teams to collectively advocate for, protect and ensure the rights of PRS in both Jordan and Lebanon, including on their right to dignified work. This work should involve the Jordan and Lebanon field offices in collaboration with the Agency's Executive Office and Protection Division.
210. **Recommendation 4:** The Jordan and Lebanon field offices in collaboration with RSSD should ensure that future PRS programming is informed by up-to-date vulnerability assessments and that the targeting mechanisms for the provision of services take these into account, as well as considering what is feasible with the level of funding available. The field offices should ensure that vulnerability assessments include detailed analysis of needs with regards to disability and a thorough gender analysis, and that these needs, and analysis are then reflected in programme design.
211. **Recommendation 5:** The Jordan and Lebanon field offices in collaboration with the Protection Division

should continue efforts to ensure that staff are adequately trained and have sufficient capacity to address both gender, protection and disability in programme design, implementation, and monitoring, including the analysis and use of data to inform and improve programming. Recognising the importance of frontline workers in building trust and staying connected with PRS, there is a need to empower staff with greater peer support and active staff engagement in project decision making processes. UNRWA should also ensure that recruited staff have strong awareness of the context in which UNRWA operates.

212. **Recommendation 6:** The UNRWA Department of Planning should ensure that monitoring and evaluation relating to PRS programming going forward includes qualitative Indicators to ensure that PRS perceptions as to the quality of, and access to services, can adequately be measured. Furthermore, efforts should be made to strengthen the disaggregation of available data to better include disability.
213. **Recommendation 7:** The Jordan and Lebanon field offices should undertake a detailed review of existing partners in both fields to explore potential opportunities for collaboration and potential efficiencies. Both field offices should develop a consistent partnership approach that clearly sets out how and when UNRWA communicates with its partners and the type of information that is to be shared.
214. **Recommendation 8:** The UNRWA Department of Planning should invest more in efforts to strengthen Accountability to Affected Populations efforts to ensure that beneficiaries, including those that are hard-to-reach, have access to feedback and complaint mechanisms, have their confidentiality and anonymity guaranteed, and that responses are clearly communicated to beneficiaries.
215. **Recommendation 9:** In cases where a project is subject to frequent evaluations, the DIOS Evaluation Division should support the planning and design stages of evaluations to avoid duplication and the over-burdening of stakeholders, focusing on a select few questions to provide opportunity for greater depth of analysis potential. Given the broad scope of this mid-term evaluation and its completion so close to the end of the MADAD III Project, this will need to be considered in the design of the final evaluation.

Annexes

Annex A: Management Response

General response:

date of management response: July 2022	reference number: DIOS/DE-EVAL/2022/1
Office and person coordinating the management response / recommendation follow up: Field Programme Support Offices (JFO & LFO)	
The evaluation supported its purposes of learning and accountability. Given that MADAD III only has four months of programming left, the recommendations were constructed to strengthen UNRWA's future programming for PRS and to ensure that overall, interventions involving PRS are relevant, effective and draw on the learning from MADAD III. The Jordan and Lebanon management teams found however that some recommendations fall outside the Madad III scope. It is recommended that recommendations of future evaluations stay within the control of the project management team.	

Response to specific recommendations:

recommendation	responsible department / division / field office	response (agree, partially agree, disagree):	action planned / taken / reason for partially agreeing or disagreeing	planned date for implementation
Recommendation 1: Recognising that the MADAD Programme is coming to an end, and it will be extremely difficult for UNRWA to integrate PRS into core funding given the persistent Programme Budget funding gap, it is essential that the UNRWA External Relations Department in collaboration with the Jordan and Lebanon field offices engage with donors to mobilise additional funds which will ensure the continued support for PRS in Lebanon and	External Relations Department	Agree	ERD has been liaising with relevant field offices for months anticipating the need to identify new donor funding. ERD has reached out to several donors who traditionally support the Agency's EA activities and new donors could potentially be interested in funding such activities. In the current funding environment, aggravated by the most recent impact of the Ukraine war, funding commitments have proved quite challenging. The Lebanon Field Office will continue to advocate for	Ongoing

Jordan.			funding for the PRS population through its regular communication with donors and Emergency Appeal. The LFO is also looking at ways of diversifying its donor portfolio however given global funding challenges and the socio-economic deterioration in Lebanon, it is unlikely that it will be able to attract funding at the same scale/scope as the MADAD. The Jordan Field Office will continue to advocate funding for the PRS population through its regular communication with Amman-based donors and Emergency Appeal 2023.	2022-2023
Recommendation 2: The UNRWA Department of Planning should continue to develop a needs-based budget to fully cost out its response to the needs of PRS as part of the Emergency Appeal Process. Any funding and resource mobilisation strategy for addressing the needs of PRS should recognise the importance of multi-year funding to address the needs of the PRS population in this protracted crisis and include costings for the provision of cash assistance which take into account the depreciation of living standards in LFO and JFO and which covers a greater percentage of PRS essential needs than UNRWA is currently able to (to move beyond preserving to strengthening resilience).	Department of Planning	Agree	The Department of Planning will continue to take this approach to its Emergency Appeal planning for PRS.	Ongoing
Recommendation 3(a): The provision of cash assistance to PRS, whilst essential for the well-being of PRS, is inherently unsustainable for the Agency and given its challenging operating context, there is limited space for UNRWA to conduct advocacy on issues such as the right for PRS to work. As such, UNRWA should engage with donors and the relevant UN Country Teams to collectively advocate for, protect and	Jordan Field Office	Agree	The recommendation overlaps with the Madad II final evaluation recommendation (No. 4). In response to the recommendation, Jordan Field Office has been collaborating with ILO since Q3/2021 to develop a joint ILO-UNRWA-Donor strategy to address, in collaboration with the Government of Jordan and donors, barriers to access to work. As detailed information on PRS employment are not available to formulate the strategy, data collection on PRS	2022-2023

ensure the rights of PRS in both Jordan and Lebanon, including on their right to dignified work. This work should involve the Jordan and Lebanon field offices in collaboration with the Agency's Executive Office and Protection Division.			employment situation is included in the vulnerability assessment exercise with technical support of ILO Regional Office in Iraq. A MOU outlining the scope of collaboration between UNRWA and ILO will be signed in Q3/2022.	
Recommendation 3(b): The provision of cash assistance to PRS, whilst essential for the well-being of PRS, is inherently unsustainable for the Agency and given its challenging operating context, there is limited space for UNRWA to conduct advocacy on issues such as the right for PRS to work. As such, UNRWA should engage with donors and the relevant UN Country Teams to collectively advocate for, protect and ensure the rights of PRS in both Jordan and Lebanon, including on their right to dignified work. This work should involve the Jordan and Lebanon field offices in collaboration with the Agency's Executive Office and Protection Division.	Lebanon Field Office	Agree	UNRWA will continue to raise the issue of right to work for Palestine Refugees in all appropriate/ possible forums. Through the UNHCT and with donors the agency will continue to urge for PRS's right to work to be highlighted in advocacy and negotiations with the Lebanese Government on the rights of Syrian refugees to work. UNRWA is also including joint advocacy campaigns in new project agreements, such as the upcoming UNRWA-UNICEF partnership on youth and skills training, and the upcoming EU-funded TVET project.	On going
Recommendation 4 (a): The Jordan and Lebanon field offices in collaboration with RSSD should ensure that future PRS programming is informed by up-to-date vulnerability assessments and that the targeting mechanisms for the provision of services take these into account, as well as considering what is feasible with the level of funding available. The field offices should ensure that vulnerability assessments include detailed analysis of needs with regards to disability and a thorough gender analysis, and that these needs, and analysis are then reflected in programme design.	Jordan Field Office	Agree	The recommendation overlaps with the Madad II final evaluation recommendation (No. 1). In response to the recommendation, Jordan Field Office has been implementing the recommendation. A firm has been selected to conduct vulnerability assessment. The final report will be ready by January 2023.	January 2023

Recommendation 4 (b): The Jordan and Lebanon field offices in collaboration with RSSD should ensure that future PRS programming is informed by up-to-date vulnerability assessments and that the targeting mechanisms for the provision of services take these into account, as well as considering what is feasible with the level of funding available. The field offices should ensure that vulnerability assessments include detailed analysis of needs with regards to disability and a thorough gender analysis, and that these needs, and analysis are then reflected in programme design.	Lebanon Field Office	Agree	UNRWA is planning to conduct a socio-economic survey and the results will be reflected in the program design. It should be noted that UNRWA does not undertake targeting for services, as the Agency's mandate is to serve all Palestine Refugees.	Under preparation
Recommendation 5 (a): The Jordan and Lebanon field offices in collaboration with the Protection Division should continue efforts to ensure that staff are adequately trained and have sufficient capacity to address both gender, protection and disability in programme design, implementation, and monitoring, including the analysis and use of data to inform and improve programming. Recognising the importance of frontline workers in building trust and staying connected with PRS, there is a need to empower staff with greater peer support and active staff engagement in project decision making processes. UNRWA should also ensure that recruited staff have strong awareness of the context in which UNRWA operates.	Jordan Field Office	Partially Agree	<i>Justifications for partial agreement: SWs are already a very essential part of the decision-making process, and their recommendations are always taken into consideration for instance at ECU, SWs:</i> <i>1. Contribute by providing feedback concerning the provision of Emergency Cash Assistance and reviewing cases that have been rejected/approved before submitting the final decisions to the PRS.</i> <i>2. Provide their feedback on surveys to improve the survey.</i> <i>3. Participate in internal and external (Donors) FGDs and provide their views.</i> Responses: <u>Staff capacity and data analysis (NPU):</u> - Continue training frontline and other staff members in gender mainstreaming, prevention of and response to GBV, inclusion of older persons and persons with disabilities, humanitarian principles, sexual exploitation and abuse, child protection and addressing violence against children. Target: 250 staff. - Work with programs to engage girls, boys, men and	Dec 2022 Dec 2022 Dec 2022

			women from the communities to increase their awareness and knowledge on identification, prevention, mitigation and response to protection risks and concerns. Target: 820 staff and refugees. iii. Improve data management, analysis, use, including knowledge management, with the help of a Data Management and Reporting Officer and Data Support Officer. Cleaning of case management database and analysis of protection data for programme response planning are also planned. b. <u>Frontline staff empower through peer support and involvement in decision making:</u> In March 2022, ECU and NPU staff collaborated in piloting the transfer of KAP protection cases, being handled by EA protection social workers, to the RSSP social services team, comprised of 2 SWs and 1 Supervisor trained in professional social work, to provide professional case management services. Such collaboration and support among ECU, NPU and RSSP will be gradually rolled out to 4 Areas. c. <u>Job applicant's awareness of UNRWA context:</u> Future vacancies will include 'Understanding of the context of Palestine refugees and UNRWA operations' under Desirable Prerequisites section of ToR. Making the test entirely dependent on the awareness of the UNRWA context would limit the number of potential candidates that may otherwise be very capable, so written tests will include one question that demonstrates awareness and/or understanding of the UNRWA context.	Dec 2022 August 2022
Recommendation 5 (b): The Jordan and Lebanon field offices in collaboration with the Protection Division should continue efforts to ensure that staff are adequately trained and have sufficient capacity to address both gender, protection and disability in programme design, implementation, and monitoring, including the	Lebanon Field Office	Partially agree	Following the Protection Alignment Review of 2022, LFO's protection team will work with other programmes to establish recommendations and an action plan to support staff capacity to address gender, protection and disability in programme design, implementation and monitoring; the protection team will support programmes in the implementation of this, including through training as	December 2022

analysis and use of data to inform and improve programming. Recognising the importance of frontline workers in building trust and staying connected with PRS, there is a need to empower staff with greater peer support and active staff engagement in project decision making processes. UNRWA should also ensure that recruited staff have strong awareness of the context in which UNRWA operates.			appropriate. The protection team will regularly share protection trends with other programmes through email briefs and in area and LFO level meetings, and will undertake inductions for new staff as requested by HR. At project design stage, Department chiefs and technical staff are involved in design and clearance of projects before they are shared with donors. Going forward, the Front Office will ensure Chief Area Officers (CAOs) are briefed on any newly awarded projects, and provided with summaries or talking points to ensure Area staff (i.e Frontliners) are fully onboarded. UNRWA HQ are integrating data disaggregation in all systems incl. E-Health and EMIS. At LFO level, Data disaggregation is being encouraged across all departments by PSO and by relevant HQ depts, and this is ongoing/not stopping. This improved effort at disaggregation should then inform better project design and targeting.	
Recommendation 6: The UNRWA Department of Planning should ensure that monitoring and evaluation relating to PRS programming going forward includes qualitative Indicators to ensure that PRS perceptions as to the quality of, and access to services, can adequately be measured. Furthermore, efforts should be made to strengthen the disaggregation of available data to better include disability.	Department of Planning	Partially agree	Planning does not have responsibility for evaluation, hence we suggest the text is edited to read monitoring and "reporting". While Planning can ensure that indicators are formulated to include the disaggregation, the responsibility for data collection rest with the fields. The protection division's guidance is needed to disseminate the methodology for the collection of disaggregated indicators and to ensure disability is mainstreamed. This activity should be implemented in coordination with the Protection Division and Field Offices.	Ongoing
Recommendation 7 (a): The Jordan and Lebanon field offices should undertake a detailed review of existing partners in both fields to explore potential opportunities for collaboration and potential efficiencies. Both field offices should develop a consistent	Jordan Field Office	Agree	<u>Potential opportunities with existing:</u> JFO will rescan the partnership opportunities with other UN, INGOs and NGOs to complement and bridge gaps UNRWA services to PRS. <u>Consistent Approach:</u>	September 2022

partnership approach that clearly sets out how and when UNRWA communicates with its partners and the type of information that is to be shared.			As part of the new Strategic Plan 2023-28, JFO will develop and implement a strategic partnership approach ensuring adequate resourcing. As an interim arrangement, JFO will task Emergency Programme Officer, deployed by NRC, to lay the groundwork, pending recruitment of the Donors Relations and Projects Support Officer (P4), who will take over the task of developing strategic partnership through a cross-departmental task force.	December 2022 August 2022
Recommendation 7 (b): The Jordan and Lebanon field offices should undertake a detailed review of existing partners in both fields to explore potential opportunities for collaboration and potential efficiencies. Both field offices should develop a consistent partnership approach that clearly sets out how and when UNRWA communicates with its partners and the type of information that is to be shared.	Lebanon Field Office	Partially agree	LFO and JFO have a very different partnership landscape, and humanitarian needs among Palestine Refugees also greatly differ between the two fields, so having a totally consistent partnership approach may not fit the needs of both Fields. However, given the fact that LFO has a partnership coordinator position sitting in the FPSO, it is appropriate for LFO to share best practice including partner mapping tools, templates for reporting, and communications modalities with JFO in order to ascertain if the same approach would work there.	Ongoing
Recommendation 8: The UNRWA Department of Planning should invest more in efforts to strengthen Accountability to Affected Populations efforts to ensure that beneficiaries, including those that are hard-to-reach, have access to feedback and complaint mechanisms, have their confidentiality and anonymity guaranteed, and that responses are clearly communicated to beneficiaries.	Department of Planning	Partially agree (see comment)	Based on recent discussions, the Protection division is the focal point for AAP, in coordination with relevant departments. The responsibility for this recommendation should be updated accordingly.	

Recommendation 9: In cases where a project is subject to frequent evaluations, the DIOS Evaluation Division should support the planning and design stages of evaluations to avoid duplication and the over-burdening of stakeholders, focusing on a select few questions to provide opportunity for greater depth of analysis potential. Given the broad scope of this mid-term evaluation and its completion so close to the end of the MADAD III Project, this will need to be considered in the design of the final evaluation.	DIOS Evaluation Division	Accepted	The Agency is currently revising its 2016 Evaluation Policy and its guidelines for quality assurance in evaluation and content within each will delineate a responsibility for project managers to involve DIOS in the review of proposals for evaluations of multi-year agreements. This will provide DIOS the opportunity to provide input to evaluation plans and to assist in ensuring the likelihood of evaluations that meet internal and external stakeholder needs for learning and decision making. Further, DIOS Evaluation Division officers review and provide comment to the terms of reference for decentralized evaluations and these reviews include consideration to the relevance and value of evaluation criteria and key questions to learning, accountability and decision-making.	November 2022
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Annex B: Terms of Reference

Terms of Reference Mid-term and final evaluations of the EU Regional Trust Fund in Response to the Syrian Crisis (MADAD) funded projects to UNRWA in Lebanon and Jordan

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

Background, context, and programme/project objectives

1. 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 5.7 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.
2. 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.⁷⁷
3. At the time of writing, there are 17,800 PRS in Jordan and 27,700 PRS in Lebanon.⁷⁸ 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.
4. To add to the already critical situation, in March 2020 the World Health Organization (WHO) declared the outbreak of the novel coronavirus disease 2019 (COVID-19) to be a pandemic⁷⁹. According to WHO, as of 10 March 2021, a total of 116,874,912 confirmed COVID-19 cases have been reported globally, including 6,682,075 in the Middle East, and 2,597,381 associated deaths (148,053 in the region)⁸⁰. The surge in the number of cases and countries reporting cases is continuing, including in the Middle East. Many countries with advanced health systems are struggling to cope with the spread of the virus, raising serious concerns about the ability of those with weaker health systems to respond and provide the necessary care, including Lebanon and Jordan.
5. Cases of COVID-19 have been reported in Lebanon and Jordan. As of 9 March, 2021, 397,871 cases (including 7,944 Palestine refugees) and 5,089 deaths had been reported in Lebanon, and, 435,130 cases (including 959 Palestine refugees) and 7,413 deaths had been reported in Jordan⁸¹. In order to contain the spread of the virus, authorities have applied restrictive measures, limiting or banning travels to/from affected countries and closing the airports, requiring quarantine periods for individuals who have been

⁷⁷ UNRWA – 2021 Syria Regional Crisis Emergency Appeal. p.6

⁷⁸ UNRWA – 2021 Syria Regional Crisis Emergency Appeal. p.6

⁷⁹ On 30 January 2020, the World Health Organization (WHO) declared the outbreak of the novel coronavirus disease 2019 (COVID-19) to be a Public Health Emergency of International Concern (PHEIC). A pandemic was declared by WHO on 11 March 2020.

⁸⁰ UNRWA COVID-19 Health Newsletter, 9 March 2021

⁸¹ UNRWA COVID-19 Health Newsletter, 9 March 2021 Ibid

in affected countries/in contact with cases, decreeing the closure of schools, universities and public places, initially prohibiting large gatherings, sporting events, and international conferences and finally prohibiting people to leave their houses except for limited actions and even strict curfews. Extensive border controls have been put in place in both UNRWA fields of operation.

6. As this health emergency continues playing itself out, risks for UNRWA are high in terms of the health and safety of the community of registered refugees UNRWA is mandated to assist and protect, and of its staff. Moreover, given the COVID pandemic, constraints on refugee access to UNRWA services have grown.

The EU MADAD Fund funded activities to UNRWA

7. A significant share of the EU's non-humanitarian aid for Syria's neighboring 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". The overall objective of the EU MADAD funded projects has been to strengthen the resilience of PRS affected by the crisis in Jordan and Lebanon. Table 1 below provides information on the timing and funding level of each phase of the MADAD project, and the evaluation activities conducted or planned.
8. The mid-term and final evaluation designs should draw upon and aim to complement these previous evaluative activities.

Table 1. MADAD Project Phases, Periods, and Evaluation Activities

Phase	Period	Funding in USD Million (MM)	Evaluation Activities
MADAD I	Aug 2016 to Oct 2018	17.6 MM (80% to LFO)	A mid-term review assessed LFO assessing work done between Aug 2016 and Aug 2017. A final evaluation assessed LFO activities through the full project phase. Analysis completed in Jan 2019, reporting in April 2019.
MADAD II	Oct 2018 to Dec 2019	17.2 MM in LFO 2.3 MM in JFO	EUTF commissioned Results-Oriented Monitoring (ROM) exercises, in JFO in Aug 2019 and LFO in Sept 2019. A final evaluation assessed LFO & JFO activities. Analysis was completed between April-June 2020, reporting in July 2020.
MADAD III	Jan 2020 to Dec 2021	30.6 MM in LFO 12.6 MM in JFO	A mid-term evaluation and final evaluation are required and are the subject of this ToR.

9. MADAD I, implemented between August 2016 and October 2018, had a strong focus on education and included protection and cash assistance components. MADAD II, implemented over the following 14 months, focused on the provision of basic services in education and health, and multi-purpose cash assistance to PRS in Lebanon. In Jordan, the focus was on relief services to ensure PRS meet their basic needs of food, non-food items, and shelter. The MADAD III iteration, implementing between January 2020 to December 2021, is a continuation of the MADAD II project focus.

MADAD III - Lebanon

10. Through MADAD III, Lebanon received USD 30.6 million. As referenced, it was a continuation of the MADAD II focus and has aimed to also benefit Palestine Refugees in Lebanon (PRL) as the host community, to reduce tensions between PRS and PRL, and maintain 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, the project included protection mainstreaming dimensions.
11. The expected outcomes and outputs for Lebanon include:
 - Outcome 1: PRS meet their basic needs through the provision of humanitarian assistance;
 - Output 1.1: Increased financial capacity of PRS in Lebanon
 - Outcome 2: PRS/PRL access to quality, inclusive and equitable education ensured despite conflict and displacement

- Output 2.1 Enrolment barriers preventing PRS children from attending school/education are identified and addressed
- Output 2.2 Retention barriers that lead to children dropping out of school are identified and addressed
- Outcome 3: PRS/PRL access to health services ensured.
- Outcome 4: Prevention and protection response for Palestine refugees are strengthened

MADAD III - Jordan

12. Through MADAD III, Jordan field received USD 12.6 million 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 emergencies, while strengthening their resilience. The funding is enabling cash-based transfers to vulnerable PRS, emergency cash assistance to all eligible 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 include:
13. The expected outcomes and outputs for Jordan include:
 - Outcome 1: PRS meet their basic needs through the provision of humanitarian assistance
 - Output 1.1: Increased financial capacity of PRS in Jordan
 - Outcome 2: Prevention and protection response for Palestine refugees is strengthened
 - Output 2.1: Protection mechanisms targeting children, women and adults (general protection, child protection and GBV cases) are strengthened and address increased GBV-related vulnerabilities during COVID-19
 - Output 2.2 : Information sharing and awareness raising services are established
 - Outcome 3: the effectiveness and efficiency of emergency programme delivery are improved
 - Output 3.1 UNRWA Emergency operations capacities in needs formulation, monitoring and reporting are strengthened

Evaluation purpose, objectives and scope

14. The funding agreements with the EU for MADAD III outline requirements for a mid-term and final evaluation of this project phase. The mid-term evaluation should be completed by August 2021, and a final evaluation completed by May 2022, six months following project completion.
15. The **purpose** of the evaluations – both the mid-term and final – is to assess the performance of the MADAD funded programme and to support both accountability and learning. In doing so, the evaluation will provide the EU and the Agency with evidence-based findings, conclusions, and recommendations related directly to the EU MADAD funded support to PRS in Lebanon and Jordan.
16. To inform the **objectives** and **scope** for the MADAD III evaluation, field, project management and donor representatives were consulted. Further, consideration was paid to the evaluations conducted as part of the earlier phases of the MADAD project to ensure that the evaluations for MADAD III complement these assessments rather than duplicate them. While the earlier evaluations assessed the MADAD I and II phases across all programme areas and all OECD-DAC evaluation criteria, it is recommended that the scope and line of inquiry for the mid-term evaluation be narrowed, to deepen collation and analysis of information important to decision-making needs of UNRWA and the EU.
17. Subsequently, a final evaluation of MADAD III, which should be conducted in the first half of 2022, should provide a summative assessment and consider all relevant OECD-DAC criteria and the MADAD project in its entirety.
18. Annex 1 provides information on the two summative evaluations of the earlier phases, including summaries of the evaluation questions, key findings, and recommendations. Both evaluations were designed to serve dual purposes of accountability and learning and were guided by OECD-DAC criteria for the evaluation of development assistance. The most recent evaluation, completed in July 2020, assessed MADAD II and mainstreamed dimensions of gender, human rights, and disability inclusion in the line of inquiry. Given the timing of the assessment and movement restrictions at the time given COVID-19, the evaluation team used remote data collection methods to gather staff and beneficiary feedback.

Objective and scope for the mid-term evaluation, to be conducted between May and August 2021

19. The mid-term evaluation should consider all programme components in Lebanon and Jordan. A key priority for the mid-term evaluation is to support learning as to the effectiveness of the strategic approach for the MADAD programme, identifying strategic and structural improvements that should be pursued over the next strategic period and multi-year funding cycle. As such, the evaluation will inform the approach underlying the development of the successor to the current MADAD strategic framework. It will be important for the evaluation to inform decision-making and future planning based on credible information and a shared understanding.
20. As the Trust Fund mechanism is drawing to a close and this is the last iteration of the MADAD project, consultations with stakeholders suggested that decision-makers would benefit from an improved understanding of the effectiveness and outcomes of the MADAD funded programme during this time and evidence based data to provide a useful insight on what comes next. A MADAD III mid-term evaluation that focuses on the **whole** of the MADAD programme to clarify its **general** strengths and weaknesses, and will inform PRS programme-related decisions at a **strategic** level, would be timely.
21. The evaluation should aim to confirm what outcomes the MADAD funded programmes in Lebanon and Jordan have contributed to, and how the programme contributes to those outcomes. This improved understanding around the nature of the impact of MADAD is an essential precursor for UNRWA follow-on planning, beyond MADAD funds.

Objective and scope for the final evaluation, to be conducted December 2021 through May 2022

22. The key priority for the final evaluation is to support accountability and to review the extent to which the Agency adapted its programming from the results of the monitoring and evaluation mechanisms of the MADAD projects. The evaluation should consider all programme areas, both Lebanon and Jordan field activities, and a focus on MADAD III activities.
23. Additionally, however, this evaluation provides an excellent opportunity to complete a meta-analysis of the findings and results from the previous evaluations and monitoring reports stemming from the earlier phases of MADAD, and to review the extent to which the Agency has made progress in addressing areas of challenge raised.
24. Further, a collation and analyze of views on the strengths and weaknesses of MADAD project management, programme coordination, and partnerships would be a valuable focus to inform following PRS programme activities, with an objective to identify areas where these could be strengthened.

Key evaluation questions

25. In developing evaluation questions, the Agency considered as a guide the OECD-DAC⁸² criteria of relevance/appropriateness, coherence, efficiency, effectiveness, impact, sustainability, and connectedness, as well as guidance on the use of criteria in the evaluation of humanitarian assistance developed by ALNAP⁸³. Dimensions of gender, human rights⁸⁴, and disability inclusion should be mainstreamed through the assessment. This integration should be applied across each criterion to assess to the extent possible how the different needs and vulnerabilities of women, men, boys and girls, the disabled, and elderly have been considered in the design, implementation, and monitoring of the project activities.

⁸² Organisation for Economic Co-operation and Development / Development Assistance Committee, <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

⁸³ <https://www.alnap.org/system/files/content/resource/files/main/alnap-evaluation-humanitarian-action-2016.pdf>

⁸⁴ See UNEG guidance: 'Integrating Human Rights and Gender Equality in Evaluations' <http://www.unevaluation.org/document/detail/1616>

Mid-term evaluation framework

26. The main questions and key supporting questions for the mid-term evaluation are presented below. Following a stakeholder consultation and a preliminary desk review, 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 intervention's logic.

Key Evaluation Questions	Sub-questions
APPROPRIATENESS and COHERENCE	
1. To what extent does the EUTF programme framework remain relevant to the needs of PRS?	1.1 To what extent has the MADAD strategic framework and activities contributed to the programme's objectives? 1.2 How relevant and resilient was the strategic framework given the changing humanitarian contexts, considering the effects of the COVID pandemic and the deteriorating socio-economic context in Lebanon? 1.3 What, if any, changes should be made to the strategic framework and in the design of the future response to ensure relevance and coherence to the needs of PRS, and the regional and country-level approaches of hosts, donors, and other humanitarian actors?
EFFECTIVENESS and IMPACT	
2. To what extent is it expected that the MADAD programme objectives will be achieved, and what are the major factors influencing achievement?	2.1 To what extent have programme activities met and/or likely to meet their specific objectives? 2.2 Are beneficiaries satisfied, and to what extent are services equitably reaching intended beneficiaries, particularly women, children and persons with disabilities? 2.3 What factors – internal and external – most influenced the achievement or non-achievement of objectives?
EFFICIENCY (POSSIBLY blended w/ COORDINATION)	
3. How well planned and coordinated is the MADAD programme?	3.1 To what extent has the Agency responded to the challenges identified and recommendations issued by previous evaluation and ROMs reports? 3.2 What, if any, changes should be made to operational processes to ensure programme activities are well coordinated and harmonized with other relevant humanitarian actors, partners and stakeholders?

Final evaluation framework

Key Evaluation Questions	Sub-questions
RELEVANCE and COHERENCE	
1. To what extent did the MADAD programme meet the needs of PRS in Jordan and Lebanon?	1.1 Were the Agency's mechanisms for intervention design, and beneficiary and partner participation sufficient and appropriate, including participation of women, and the disabled? 1.2 To what extent did coordination efforts and participation of duty bearers and Government authorities and other humanitarian actors (UN and INGO) inform project activities and influence complementarity and coverage? 1.3 Has the project sufficiently and appropriately adapted to beneficiary needs given changes on the ground/host conditions/priorities? (i.e. brought by the COVID-19 emergency in Lebanon and Jordan and by other political and socioeconomic issues in Lebanon)

Key Evaluation Questions	Sub-questions
	1.4 To what extent did the MADAD III project phase respond to learnings and recommendations stemming from earlier MADAD evaluations and ROMs?
EFFICIENCY	
2. How well planned and coordinated is the MADAD programme?	2.1 Are MADAD project management and coordination processes adequately defined and appropriate? 2.2 Are roles and responsibilities adequately defined and appropriate? 2.3 How cost-efficient is MADAD administration and coordination? 2.4 How adequate and efficient are MADAD monitoring and evaluation processes, and feedback and complaints mechanisms?
EFFECTIVENESS AND IMPACT	
3. To what extent does the MADAD programme meet its objectives and what short and long term results have programmes contributed to?	3.1 To what degree has the project achieved the intended results in the project logical framework? 3.2 In what ways (how) did the project contribute to the lives of beneficiaries, particularly women, children and persons with disabilities? 3.3 How do partnerships and coordination – internal and external - add value and / or provide a unique contribution to PRS? 3.4 Was the project staffing structure adequate and appropriate to enable outcome achievements?

Methodology

27. 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. The specific tools and data sources should be mapped out by the evaluation team within a final evaluation framework, but in broad terms the primary tools that should be considered include:

- Desk review of relevant documentation.
- Interviews and/or focus group discussions with UNRWA and EUTF project staff, relevant UNRWA staff at programme levels in Jordan and Lebanon, local community representatives and beneficiaries of the project. Generally, it is anticipated that COVID-related travel restrictions will continue to influence evaluation methods. Interviews and/or focus groups will most likely need to be conducted remotely for both evaluations.
- Results and impact assessments should be informed through qualitative research and project quantitative data. Results analysis should aim to identify general outcomes delivered through the MADAD programme (contributions of field-level programmes to beneficiaries).
- Online surveys or virtual applications may be used to reach a broader audience and could be used to target staff and beneficiaries.

Phases, timing, and deliverables

28. It is expected that the mid-term evaluation and final evaluation exercises will be completed in three broad phases as described below:

- Planning/inception: The inception phase will primarily comprise desk research and briefings and interviews with the key stakeholders. An inception report that demonstrates an understanding of the assignment should be developed. It should present refined evaluation questions and sub-questions and provide specific information on the evaluation design, methodology, data collection techniques, and tools in an evaluation matrix.
- Data collection and analysis: For the mid-term evaluation, data collection and analysis will be

conducted remotely. For the final evaluation, travel restrictions and prohibition of in-personal and gathering are expected to continue during the first quarter of 2022, especially in Lebanon. However, a scenario of fieldwork and in-person interviews for data collection to be considered, if travel restrictions were removed.

- **Reporting:** Development of the draft report will be completed. The team will present the findings, conclusion, and draft recommendations to the evaluation reference group (ERG). The ERG will provide feedback and comments which will be incorporated into the final report. A comment tracker sheet to record and address the comments will be used. A revised report with final recommendations and conclusions will be submitted to UNRWA for approval. The final report with the management response will be published on UNRWA's website.

Activity/deliverable	Timing for mid-term evaluation	Timing for final evaluation
Planning/ inception phase activities and deliverables: ▪ Desk review of existing documents and secondary data; ▪ Orientation with key relevant UNRWA and EUTF staff and scoping interviews; ▪ Inception discussion with ERG; ▪ Presentation/briefing with ERG on planned approach; Deliverable: Draft and final inception report submitted.	7 June – 25 June, 2021, 3 weeks	November-December, 2021
Data collection activities: ▪ Field work/ virtual data collection	26 June - 24 July, 2021, 4 weeks	January-February, 2022
Data analysis and synthesis: ▪ Analysis and synthesis of data ▪ Preparation of draft report ▪ Presentation of findings and recommendations with ERG members	25 July - 21 Aug, 2021, 4 weeks	March, 2022
Reporting: Deliverable: Final preparation and submission of draft report ▪ 2 weeks comment period for draft report ▪ Revise draft report with comment tracker Deliverable: Submit final report	22 Aug - 18 Sept, 2021, 4 weeks	April- May, 2022
Management Response, publication of the final report	By 4 th of October 2021, 2 weeks	End of May, 2022

Arrangements for managing the evaluation

29. The evaluation will be managed by the Lebanon Field Office, UNRWA. The lead evaluator will report to the Evaluation Manager in UNRWA, who will serve as the first point of contact for a review of the outputs from the evaluation team. The Evaluation Manager will provide all documents, information, and logistical support required to the evaluation team.
30. An evaluation reference group (ERG), consisting of relevant internal and external stakeholders of the project, will be established to provide technical inputs and guidance to the evaluation team. The Evaluation Division of the Department of Internal Oversight Services (DIOS) will provide technical backstopping throughout the process.
31. The evaluation deliverables will be quality-assured by the Evaluation Manager and the Evaluation Division of DIOS. The evaluation ToR, inception report, and draft and final reports should be shared for comment to the ERG which will be composed of a representative from the field Project Support Offices, the MADAD Regional Project Manager, representatives from the donor relations unit in Jordan, and Lebanon, an EUTF/donor representative, and the DIOS Chief of Evaluation.
32. The Evaluation Team 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 norms and

standards for evaluation in the UN System issued by the United Nations Evaluation Group (UNEG), and the UNRWA ***Standards and Procedures for Quality Assurance in Evaluation***. The Evaluation Manager and DIOS will apply these guidelines to quality review the inception report and the draft evaluation report.

ANNEX 1. Summary of MADAD final evaluations

MADAD I – August 2016 to October 2018	MADAD II – October 2018 – December 2019
MADAD I assessed through mid-term review and final evaluation. Mid-term focus on period of Aug 2016 to Aug 2017. Final on period Aug 2016 to Oct 2018. Final conducted between Dec 2018 - Jan 2019 and report was finalized in April 2019.	A final evaluation of MADAD II was conducted between Feb and June 2020. Assessing work done in JFO and LFO between Oct 2018 and Dec 2019. The report finalized in July 2020.
Scope of evaluations was limited to the LFO, and the research considered all programme components.	Scope included both JFO and LFO activities and all programme components.
Recommendations	Recommendations
Eight recommendations issued in final evaluation, suggestions included: - Multi-year funding to enable <u>core</u> service delivery to PRS and PRL, with emphasis on education and basic cash assistance. - A continued focus on student retention, learning and language support, extra-curricula and recreational activities in partnership with NGOs and CBOs. - Consideration to how Agency databases, including RSS data, could be better optimized to help identify out of school children, as well as family returns to Syria. - Strengthen integration of protection standards through capacity building of school staff to ensure an inclusive school environment. - Complement PRS cash assistance with stronger resilience strategies, explore use of referral mechanisms to NGOs.	Eight recommendations, suggestions included: - Review vulnerability assessments to refocus assistance targeting, including more consistent inclusion of gender, age and disability sensitive criteria second half of 2020. - Review partnerships to leverage expertise and services under pressure or not available. - Reiterated MADAD I recommendation to advocate to enhance right to work opportunities for PRS in LFO and access to legal residence status in JFO. - Assess potential effects of COVID 19 on service needs - Reassess and streamline complaints mechanisms and clearly communicate feedback tools to PRS. - An increase in donor funding to the Jordan allocation was suggested to boost the value of cash to PRS.
25 Evaluation Questions	17 Evaluation Questions
Relevance: 1. Is the project clearly linked to the mandate of the organization? 2. Is the project in line with the organization's Field and Agency level strategic goals and objectives? 3. Was the intervention relevant to the needs of the Palestine refugees from Syria in Lebanon? 4. Was the intervention relevant to the needs of the Palestine refugees in Lebanon? 5. Were the project activities logically linked to the intended effects?	Relevance: 1. Are the Agency's mechanisms for intervention design, and stakeholder participation (beneficiaries and partners) sufficient and appropriate? 2. To what extent did coordination efforts and participation of duty bearers and Government authorities inform project activities and influence complementarity and coverage? 3. Were the project activities and strategies identified realistic, appropriate, and adequate to achieve the intended effects? 4. To what extent did learnings and recommendations from the evaluation of MADAD I inform the project design and implementation?
Effectiveness 1. Did the project achieve its purpose? 2. To what extent were the overall and Education objectives achieved? 3. Did the intervention satisfy the end user/beneficiary? 4. Are the services reaching the intended population?	Effectiveness 1. To what extent were the overall objectives achieved? 2. Did the intervention satisfy the end user/ beneficiary? 3. Are the services reaching the intended population?
Efficiency 1. What are the costs of inputs relative to outputs? 2. Were the activities cost-efficient? 3. Were objectives achieved at least cost? 4. Are there more efficient ways and means of delivering better results with the available inputs? 5. How well the interventions were coordinated internally and also with partners?	Efficiency 1. To what extent were results achieved efficiently? Were resources effectively utilised? 2. Were the resources available (human and financial) sufficient to deliver project's outcomes? 3. Was the project staff structure appropriate to deliver an effective response? 4. To what extent did the project's monitoring and reporting mechanisms contribute to learning and inform decision-making?

6. To what extent is the intervention in line with other interventions/policies of other actors affecting the relevant population?	
Impact 1. What are the short-term impacts of the project? Are there likely long-term impacts and how can these be maximized? 2. To what extent has the intervention contributed to positive changes in the lives of the beneficiaries? 3. Are there any unintended impacts? 4. Does the intervention contribute to widening access to education for PRS children? 5. Did the project intervention reach the most vulnerable refugees? 6. Can beneficiaries identify the changes made by the intervention?	Impact 1. To what extent did the project contribute to the lives of beneficiaries, particularly women, children, and persons with disabilities? 2. Were there any unintended positive and negative impacts of the project?
Sustainability 1. To what extent are the benefits of the projects likely to continue after the project has ended? 2. How can the emergency education programme provide its services in a more sustainable way? 3. What opportunities for collaboration exist or could be harnessed in the future? 4. Are there lessons for integrating sustainability into other emergency projects?	Connectedness and sustainability 1. To what extent were feedback and complaint mechanisms adequately designed to ensure stakeholder participation, including participation of women and the disabled? 2. Is there a transition strategy in place? How well was the exit/ transition strategy development and put in place? 3. What opportunities for partnerships and collaboration exist or could be harnessed in the future? 4. To what extent did coordination and complementarity with other donors take place?

ANNEX 2. Additional information on the field programme components

In Lebanon

Component 1: Education Services in MADAD III

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.

Component 4: Protection

Within the scope of its ongoing efforts to safeguard and advance the rights of all Palestine refugees in Lebanon, UNRWA seeks to continue to strengthen mainstreaming of protection across all proposed actions. This includes the provision of mental health and psychosocial support, critical prevention and response interventions for GBV and child protection cases, as well as the provision of legal aid services. Support to PRL host communities will also be included in this intervention, in line with the Lebanon Crisis Response Plan (LCRP) guidelines, and in recognition of the vast impact the Syria crisis continues to have on the PRL communities in Lebanon.

Covid-19 response:

In addition to the above, LFO will also utilize a portion of the funds earmarked to respond to the COVID-19 crisis to provide additional emergency cash assistance to Palestine refugees (PRL/PRS) to mitigate against the economic ramifications of the crisis. Hospitalization support will also be provided to Palestine refugees affected by COVID-19 and LFO will cover the cost of COVID-19 testing amongst the Palestine refugee community in Lebanon. In addition, PPE will be procured for UNRWA clinics and a total of 8 partner Palestine Red Crescent Society (PRCS) hospitals and medical centres in Lebanon. Some disinfection and cleaning supplies for PRCS's hospitals and medical centres will also be procured alongside the PPE.

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 six 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.

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,⁸⁵ 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.

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.

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.

⁸⁵ 2010, 68 JOD

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.

COVID-19 response

In addition to the above, JFO will utilize the additional funds earmarked to respond to the COVID-19 crisis to provide additional emergency cash assistance to all PRS living in Jordan to mitigate against the socio-economic ramifications of the crisis. Moreover, the protection component of the intervention will be reinforced to provide comprehensive support to PRS and PRJ via strengthened GBV services, to address increased gender specific - vulnerabilities during the present emergency.

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Annex D: List of Interviewees

HQ	Designation
Chiara Capozio	Snr. Emergency Officer-Department of Planning-HQ(A) & Evaluation Reference Group (ERG) member
Sean McGreevy	Snr. Programme Officer-Department of Planning-HQ(A)
Donors	
Paola Palloto	EU MADAD III project focal point & ERG member
JFO	
Oroba Labadi	OIC - D/Director UNRWA Affairs (Prog.)
Marta Lorenzo	Director, UNRWA Affairs in Jordan
Hasan Khalil	Donor Relations and Projects Support Officer
Rasha Osta	Emergency Response Coordinator
Mohja Shaheen	Emergency Information Management Officer
Mark Lain	OIC Protection and Neutrality Team Leader
Shayma Abu-Farha	Associate Protection Coordinator r- Legal, Neutrality and Protection Office
John Ojiambo	PRS Protection Coordinator, Neutrality and Protection Unit
Paul Bugunya	GBV Coordinator, Neutrality and Protection Unit
Badawi Noor	Child Protection Associate, Neutrality and Protection Unit
Rano Saidumarova	Partner, Anderson Legal
Rasha Laswi	Partner, Anderson Legal
LFO	
Mera Thomson	D/Director UNRWA Affairs (Prog)
Irene Jurado	Madad Regional Project Manager (RPM) & ERG member
Ingrid Sheridan	Associate Donor Relations and Project Support Officer
Abdel Hakim Chanaa	Chief Field Health Programme
Suha Ismail	D/Chief Field Health Programme
Salem Deeb	Chief Field Education Programme
Mirna Chamma	D/Chief Field Education Programme (admin)
Lina Hajj Hussein	D/Chief Field Education Programme (Academic)
Fadi Fares	Acting Chief Field Relief and Social Services Programme
Emma Wagner	Protection and Neutrality Team Leader
Hala Kaddoura	Assistant Field Relief Services Officer
Maryam Zohny	Education, Relief and Social Services Coordinator (PSS)
Tamara Abu Nafiesh	Protection Officer (Mainstreaming)
Dr. Samer Chehade	Director General, Palestine Red Crescent Society Lebanon
Back to School Partners Organisations Interviewed: Beit Atfal Assumoud, Solidarity, Nabaa, Save the Children, Right to Play, Fraternity, NRC, Skoun, UNICEF	

Annex E: Evaluation Framework

Evaluation Criteria	Evaluation Question	Evaluation Sub-Question	Data Collection Method	Relevant Stakeholders
Appropriateness and coherence	To what extent does the MADAD programme remain relevant to the needs of PRS and UNRWA's strategic objectives?	To what extent has the MADAD III programme been aligned to UNRWA's broader strategic frameworks and policies (MTS, Emergency Framework, gender, disability, protection etc.)?	Document review, KIIs	KIIs with UNRWA staff
		How relevant and resilient has the MADAD III programme been to changes in context?	Document review, KIIs, FGDs, Survey	KIIs with UNRWA staff KIIs/FGDs/Survey with Palestine refugees KIIs with UNRWA partners
		What, if any changes should be made to future programme design/programming to ensure relevance and coherence to the needs of PRS, and the regional and country-level approaches of hosts, donors, and other humanitarian actors?	Document review, KIIs, FGDs, Survey	KIIs with UNRWA staff KIIs/FGDs/Survey with Palestine refugees KIIs with UNRWA partners
Effectiveness and impact	To what extent is it expected that the MADAD programme objectives will be achieved, and what are the major factors influencing achievement?	To what extent have MADAD III programme activities met and/or are likely to meet their specific objectives?	Document review, KIIs, FGDs, Survey	KIIs with UNRWA staff KIIs/FGDs/Survey with Palestine refugees KIIs with UNRWA partners
		To what extent are beneficiaries satisfied with health / education / protection / cash assistance components of the MADAD III programme?	Document review, KIIs, FGDs, Survey	KIIs/FGDs/Survey with Palestine refugees
		To what extent are services equitably reaching intended beneficiaries, particularly women, children, and persons with disabilities?	KIIs, FGDs, Survey	KIIs with UNRWA staff KIIs/FGDs/Survey with Palestine refugees KIIs with UNRWA partners
		What factors – internal and external – have most influenced the achievement or non-achievement of MADAD III programme objectives?	Document review, KIIs, FGDs, Survey	KIIs with UNRWA staff KIIs/FGDs/Survey with Palestine refugees KIIs with UNRWA partners
		What are the key strategic or operational learnings emerging from MADAD III to can usefully inform UNRWA's PRS programming going forward?	Document review, KIIs	KIIs with UNRWA staff
		What is the key learning regarding the implementation of MADAD III as a regional project that could inform UNRWA's work going forward?	Document review, KIIs	KIIs with UNRWA staff
		To what extent has UNRWA used monitoring and evaluation to improve programme performance?	Document review, KIIs	KIIs with UNRWA staff

Efficiency and coordination	How well planned and coordinated is the MADAD programme?	To what extent has the Agency responded to the challenges identified and recommendations issued by previous MADAD evaluation and ROM reports?	Document review, KIIs	KIIs with UNRWA staff
		What, if any, changes should be made to operational processes to ensure programme activities are well coordinated and harmonized with other relevant humanitarian actors, partners, and stakeholders?	Document review, KIIs	KIIs with UNRWA staff

Annex F: Methodological Annex

Methodology

The evaluation sought to understand if, how and why UNRWA's MADAD III project has achieved or made progress towards its specific intended objectives. Recognising that there is no existing theory of change underpinning the design of the MADAD III project, the evaluation team assessed progress against the project's detailed log frame and associated reporting to determine 'if' results have been achieved. The qualitative enquiry of interviews and focus groups was used to address the 'how' and 'why' aspects.

During the inception phase, we revised and refined the proposed evaluation questions to improve clarity and to ensure that they were fully aligned to the evaluation's purpose, so that we could establish a clear evidence chain linking the project's objectives, evaluation questions and the data collection and analysis methods which is set out in the evaluation framework.

We also explored how context and implementation choices have impacted on the intervention. We ensured data was gathered according to ethical standards, ensuring informed consent, confidentiality, and voluntary participation in data collection, as well as sensitivity to the privacy of discussions and identity of informants. Gender, vulnerability, and human rights considerations were embedded in evaluation design, data collection tools and gathering and subsequent analysis.

The evaluation employed a qualitative, mixed-methods approach. Data was gathered remotely due to limitations related to Covid-19 and we employed a mix of tools including Teams, Zoom, and WhatsApp.

Sampling

Our proposed sampling approach was designed according to the evaluation timeline and available resources. The evaluation used a combination of a survey, KIIs, FGDs to provide breadth and depth of data. The full sampling frame can be found in the inception report.

Selection of Beneficiaries for FGDs/KIIs

The sampling approach for KIIs and FGDs was purposive to ensure coverage of all types of PRS MADAD beneficiaries across all service areas in addition to a smaller sample of PRL. The sample considered cross-cutting issues of gender, age, disability, types of assistance received, geographic location and protection and vulnerability. UNRWA provided longlists of potential respondents and assisted with obtaining beneficiary consent ahead of FGDs. In total, the evaluation team completed 10 FGDs (3 with PRS in Jordan, 3 with Palestine Refugees in Jordan (PRJ), 2 with PRS in Lebanon, 1 with Palestine Refugees in Lebanon (PRL) and 1 with both PRL and PRS), and 38 telephone interviews to ensure the inclusion of Palestine refugees in the data collection phase.

Selection of Other Key Informants

A representative sample of other key informants was selected for KIIs and FGDs. JFO and LFO identified key stakeholders from across all other stakeholder categories (UNRWA staff, partners etc.) to be interviewed by the evaluation team (12 in Jordan and 10 in Lebanon. 2 UNRWA partners in JFO and 2 in LFO, plus the donor). For frontline staff, UNRWA provided a list of frontline staff and social workers across health, education, protection, and the Emergency Response Unit (ERU) and the evaluation team randomly selected FGD participants from these lists. Five FGDs were conducted with UNRWA frontline staff (one in Jordan with emergency social workers; and four in Lebanon: one with staff from each health and relief and social services (RSS), and two with education).

Selection of survey respondents

Originally, the evaluation team developed a statistically significant sample of the PRS population in both Jordan and Lebanon. However, the evaluation team did not receive the requisite number of responses needed. The survey was then sent out to an additional sample of PRS in each field to reach the desired number of respondents, until eventually it was sent to all PRS.

The profile of survey respondents was as follows:

- Total number of respondents: 1652 (418 JFO, 1234 LFO)

- Respondents by sex: Male 924, Female 695, Prefer not to say 33
- Marital Status: Married 1267, Widowed 143, Single 136, Divorced 94, Other 12
- Number of people in respondents' household: 1-2 (282), 3-4 (583), 5-6 (585), 7+ (232)

Evaluation phases

Inception phase

In the inception phase of this evaluation, the evaluation team conducted twelve interviews with UNRWA staff and undertook a document review of key documentation relevant to the MADAD III project to inform the development of a context analysis, refine the evaluation questions, and develop the methodology in the inception report. The inception report was finalised based upon comments received from the ERG.

Data collection

The evaluation team used a mixed methods approach to collect data linked to the overarching and sub-evaluation questions. Data collection methods corresponded to the needs and nature of the project's activities in Lebanon and Jordan. Recognising that most existing data for the MADAD III project is quantitative, our enquiry sought to understand the 'how' and 'why' results have been achieved. Given travel restrictions, data collection was conducted remotely.

Data collection methods

- The document review was used to triangulate findings from all evidence streams. Key documents included previous MADAD evaluations, project documentation, project reporting and UNRWA strategic and emergency frameworks.
- The core evaluation team conducted remote KIs with UNRWA staff at Headquarters and in JFO and LFO, as well as with selected external stakeholders such as EUTF representatives, sister UN agencies and civil society partners. Semi-structured questionnaire guides were used to gather views and perceptions from key informants. Interview guides were designed using the evaluation framework, tailored to each stakeholder group, using knowledge of their context, to elicit detailed descriptions that respond to the evaluation questions.
- The survey generated primary quantitative data and was used to ensure a greater breadth of Palestinian refugee participation in the evaluation than would be possible through FGDs and interviews alone. The survey was administered through an online survey tool and used a branching approach. To ensure the validity of responses, and that all participants are indeed PRS, individuals completing the survey were required to provide their registration number. Responses' registration numbers were validated by UNRWA to ensure accuracy, removing any invalid numbers or duplicates. Before analysis all responses were anonymised, and respondents' identities protected through unattributed analysis and reporting of sensitive content.
- Focus groups were conducted with groups of Palestine refugees who met in-person (with the focus groups facilitated remotely by an evaluation team member in Arabic using Teams). Each focus group was conducted using a structured tool based upon the evaluation framework. Recognising that protection beneficiaries/undocumented refugees may not be able to attend in-person FGDs or feel comfortable completing a written survey, we also conducted in-depth telephone KIs with beneficiaries to ensure their experiences were captured while abiding by the Do No Harm principle.

Analysis and Reporting

During the reporting and analysis phase, all data streams were systematically analysed against the evaluation framework and data sources triangulated. Where possible findings were disaggregated and analysed through a gender and vulnerability lens as well as by nationality. The survey data was analysed with relevant graphs and charts produced and the team disaggregated findings by country/gender/programmatic area etc. as appropriate.

The analysis supported the writing of the draft evaluation report, which was structured against the evaluation criteria as outlined in the TOR, as well as to provide recommendations in line with the evaluation priorities. The draft evaluation report was submitted to UNRWA for validation and feedback and finalised based on this.

Methodological limitations

The following methodological limitations were observed:

Factor	Impact/Mitigation
Deteriorating situation in Lebanon	The deteriorating situation in Lebanon has had a significant impact on the evaluation in several ways. The evaluation took place during the Lebanon fuel crisis, when there were moments of great fear and uncertainty as the fuel shortages threatened the provision of the most essential services (health, water services, electricity) putting thousands of families at risk. Tensions in the camps increased and resentment towards UNRWA was evident with several attacks to UNRWA installations and staff. The planned FGDs with PRS and PRL were unable to go ahead as participants were not able to travel due to fuel shortages and power cuts. As such, these were changed to remote telephone interviews which meant that the team could only cover an additional 12 remote interviews with PRS with the available evaluation resources compared to the 36 who would have participated in FGDs. These telephone interviews were also affected by the fuel crisis as beneficiaries were unable to always access internet or charge their phones. Connection issues meant that calls were poor quality and the evaluation team had to call to schedule each of these individually, with stakeholders not always available at agreed times. The connection issues also meant that at times UNRWA staff were unavailable to engage with the evaluation team. To mitigate this, the evaluation team worked flexibly, extending the evaluation timeframe to ensure the number of planned interviews could be reached. Additionally, two FGDs were held with PRS in Lebanon which were facilitated by an UNRWA staff member who had not been involved in the MADAD III project. The questions were provided to the staff member by the evaluation team; the FGDs were recorded, and the audio sent to the evaluation team. While the fact that this data collection was not conducted by a member of the independent evaluation team was not ideal, these FGDs did provide useful data that has been used to triangulate findings against other data sources. These contextual factors impacted not only the data collection process but are also likely to have influenced the responses provided by the beneficiaries.
Delays to evaluation timeframe: changes to survey sampling approach	Initially, the evaluation team had intended to send the survey to a statistically significant sample of the PRS population in both Jordan and Lebanon. However, despite leaving the survey open for two weeks, the evaluation team did not receive the requisite number of responses needed. The survey was then sent out to an additional sample of PRS in each field to reach the desired number of respondents, until eventually it was sent to all PRS, and the statistically relevant sample was achieved. This meant that the overall timeframe for the evaluation had to be increased.
Delays to evaluation timeframe: evaluation team and Evaluation Manager sickness	At different points in the evaluation, both the Evaluation Manager, the Evaluation Team Leader and a member of the evaluation team have been unwell, which has not had an impact on the evaluation activities or findings but did lead to some delays in the set-up of data collection and the submission of the draft and final report.
Remote engagement with Palestine refugees	Remote engagement with beneficiaries has been a challenge in this evaluation. As detailed above it was necessary to move to telephone interviews with Palestine refugees in Lebanon; this was challenging due to connectivity. The situation in Lebanon is likely to have negatively influenced responses from Palestine refugees on the adequacy and quality of UNRWA's services. In Jordan, the evaluation team undertook telephone interviews with protection beneficiaries. In both fields, there were several respondents who said they had not given consent to be interviewed (even though UNRWA had secured consent in advance), some women who felt uncomfortable speaking and wanted their husbands to respond to

	interview questions and/ or who were reluctant to speak for fear of interviews being recorded. This was not ideal and to mitigate this the evaluation team undertook a few extra interviews in each field. However, it remains that franker, more-in-depth responses would have likely been received in face-to-face interviews or focus groups.
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Quality assurance

Our QA processes for this evaluation included:

- QA by Nur Abdelkhaliq Zamora (IOD PARC Principal Consultant), the Team Leader of the MADAD II evaluation, who possesses specific relevant contextual, methodological, and organisational experience.
- A progress review at key points with UNRWA to confirm progress and document changes, decisions, and client feedback during the evaluation.
- Adherence to agreed reporting standards and assessment criteria as set out by the UNRWA Evaluation Division
- Revision of deliverables based on feedback from the evaluation ERG and QA by the UNRWA Evaluation Division

Ethical approach

IOD PARC is committed to adhering to high ethical standards in its evaluation practice and to assuming our responsibility with regards to safeguarding vulnerable adults and children. All our staff are signatories to our Ethical Code of Conduct which is based on international standards of ethical approaches to evaluation.

The following ethical issues were of particularly relevance to this evaluation:

- **Culture, gender, and vulnerable and marginalised groups:** Our methodology was designed to ensure that our engagement was self-aware and culturally appropriate. Remote interviews and FGDs were conducted in a manner that ensures equal and participatory engagement and consideration of cultural sensitivities. Our team comprised of Arabic and English-speaking consultants experienced in working in similar contexts. Based on the inception phase, we determined that focus groups should be gender disaggregated. This was to consider the sensitive nature of discussions around health and protection issues such as gender-based violence and negative coping strategies. Where possible, we collected **gender-disaggregated data** to inform gendered analysis of the design, implementation, and performance of the programme in both countries, to put forward gendered and country specific findings, lessons, and recommendations.
- **A 'Do no harm' approach:** our approach ensured confidentiality of data sources, acknowledgment of gender dynamics, etc.). This is important in any health and protection-related evaluation but especially considering the vulnerability of the population (and specific sub-populations) and UNRWA's challenging operating environment in both fields of operation, as well as its 2019 financial crisis and the acute strain Covid-19 has added to the health, education, and economic sectors of both countries.
- **Informed consent and voluntary participation:** Participants in the evaluation were informed of the purpose of their participation, how data gathered would be used and stored and what would happen to the data after the evaluation. The anonymity of participants was ensured as identifiable features of participants were not published, and findings not attributable to individuals. For key informants (including UNRWA staff), a basic informed consent procedure was followed. The evaluation team member provided information about the purpose of the research and requested consent to be given for the key informant's participation.
- **Language:** To ensure no one was left out of the review process due to language barriers, our team comprised of Arab nationals who are knowledgeable of the context and fluent in Arabic.

Annex G: Indicator Table

Progress Against Project Outcomes, Source: UNRWA (2021) Progress Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III)

Programme Level	Indicator	Target	Achievements (2020)	Progress
Goal: To strengthen the resilience of Palestinian refugees from Syria (PRS) affected by the crisis in Lebanon and Jordan	1. Percentage of minimum coverage of the absolute poverty line (essential food and non-food needs) of PRS in Lebanon over the project implementation period	1. 2021: 18%	- Q1 (January to March): 7% - Q2 (April and May): 14% - Q2 and Q3 (June to October): 17% - Q4 (November and December): 28%	
	2. Percentage of minimum coverage of the absolute poverty line (essential food and non-food needs) of PRS in Jordan over the project implementation period	2. 2021: 21,3% for PRS with Jordanian ID, and 34,1 % for PRS without Jordanian ID	21,3% for PRS with Jordanian ID and 34,1 % for PRS without Jordanian ID.	
Lebanon Field Office Outcomes				
Outcome 1: PRS meet their basic needs through the provision of humanitarian assistance	1.1 Percentage of PRS families with acceptable Food Consumption Score (FCS) according to WFP criteria	1.1 Average acceptable FCS: $\geq 46\%$ Male HoH: $\geq 49\%$ Female HoH: $\geq 38\%$	Q1+Q2/2020⁸⁶: Average acceptable FCS: 41% Male HoH: 41% Female HoH: 41% Q3/2020 Average acceptable FCS: 41,5% Male HoH: 40% Female HoH: 44% Q4/2020: Average acceptable FCS: 52,6% Male HoH: 53,1% Female HoH: 51,6% Q1/2021: Average acceptable FCS: 60,6% Male HoH: 64% Female HoH: 53% Q2/2021: Average acceptable FCS: 40,3% Male HoH: 64%	

⁸⁶ Q1 and Q2 are reported together because UNRWA only conducted one PDM at the end of Q2. The PDM of Q1 was supposed to take place in March but was cancelled due to Covid-19

			Female HoH: 53%	
	1.2 Percentage of PRS families in debt	1.2 ≥ 78%	• Q1+Q2/2020⁸⁷: 76% • Q3/2020: 78,5% • Q4/2020: 75% • Q1/2021: 81% • Q2/2021: 73%	
	1.3 Percentage of families who indicated that the Multi-Purpose Cash Assistance (MCA) received had a positive or moderate impact in their family economic situation	1.3 90%	• Q1+ Q2/ 2020⁸⁸: Positive impact: 36,7% Moderate impact: 58,0% No impact: 4,3% • Q3/2020: Positive impact: 26% Moderate impact: 67% No impact: 7% • Q4/2020: Positive impact: 28% Moderate impact: 70% No impact: 2% • Q1/2021: 94% Positive impact : 25% Moderate impact : 69% No impact : 6% • Q2/2021: 94% Positive impact : 27% Moderate impact 70% No impact : 3%	
Outcome 2: PRS/PRL access to quality, inclusive and equitable	2.1 Number of PRS children graduating from basic education (grade 9) disaggregated by sex	June 2020: Between 100-120 PRS children June 2021: Between 100-120 PRS children	• 259 PRS students (106 males, 153 females) <i>*Since official examinations were cancelled and all grade 9 students were promoted, the entire grade 9 class graduated</i>	

⁸⁷ The PDM of Q1/2020 planned for March 2020 was cancelled due to the outbreak of COVID-19. The first PDM of the year was conducted in July 2020 and covered Q1 and Q2.

⁸⁸ The PDM of Q1/2020 planned for March 2020 was cancelled due to the outbreak of COVID-19. The first PDM of the year was conducted in July 2020 and covered Q1 and Q2

education ensured despite conflict and displacement	2.2 Number of school-age PRS children enrolled in regular classes in UNRWA schools disaggregated by sex	SY 2019/20: 4,812 PRS children SY 2020/21: 4,600 PRS children	• SY 2019/2020: 4,812 • SY 2020/21: 4,654 (Boys: 2,292 and Girls: 2,362)	
	2.3 Number of students accessing self-learning at least once weekly disaggregated by PRS/PRL and sex	3,368 PRS and 22,400 PRL	• Q2/2020: SY 2019/20 11-weeks Self-Learning Programme (SLP) (March to May 2020) Total: 21,563 (61,25% of the total) PRS: 2,505 (1,188 boys and 1,317 girls) PRL: 19,058 (8,730 boys and 10,328 girls) • Q3/2020: Attendance Summer Catch-Up Programme (July 2020): Total: 3,843 (40% of the total) PRS: 470 (225 boys and 245 girls) PRL: 3373 (1,910 boys and 1,463 girls) • Q3-Q4/2020: Accelerated Catch-up Programme (Sept & Oct 2020): Total: 26,115 (72% of the total) PRS: 3,148 (1500 boys and 1,648 girls) PRL: 22,967 (10,272 boys and 12,695 girls) • Q4/2020: SY 2020/21 Regular SLP (Nov & Dec 2020): Total: 36,292 (96,55% of the total) PRS: 4,355 (2,145 males and 2,210 girls) PRL: 31,937 (15,245 males and 16,692 girls) • Q1 2021 Total engaged in remote learning: 32,668 (87% of the total) PRS: 3885 (1910 males and 1975 females) PRL: 28,783 (13,677 males and 16,106 females) • Q2 2021 Total engaged in remote learning: 32,620 (87% of the total)	

			PRS: 3821 (1865 males and 1956 females) PRL: 28,799 (13,662 males and 15,137 females)	
	2.4 Cumulative drop-out rate (elementary and preparatory, sex (PRS/PRL))	Targets for SY2019/20 and 2020/21 as per UNRWA's Common Monitoring Framework	SY 2019-2020 - Elementary: % - PRS (male): 2.17 - PRS (Female): 1.26 - PRL (male): 2.43 - PRL (female): 0.68 - Preparatory: % - PRS (Male): 1.89 - PRS (Female): 0.77 - PRL (Male): 0.86 - PRL (Female): 1.39	
	2.5 Number of out-of-school PRS children identified and successfully referred to education pathways (UNRWA schools, ALP program, vocational training, etc.) disaggregated by sex	SY 2019/20 & 2020/2021 Referred: 25% of the cases identified Successfully referred: 15% of the referred cases	Q2 + Q3 + Q4 2020 (with repetition) TOTAL: 31,153 PRS: 2,541 M + 2,740 F = 5,281 PRL: 11,555 M + 14,207 F = 25,762 Other: 110 Q1: 0 Q2 2020 Total = 7157 PRS: 1392 (670 M + 722 F) PRL: 5748 (2270 M + 3478 F) Other: 17 Q3 2020 Total = 9,539 care call conducted through school counsellors PRS: 1,527 (722 M + 805 F) PRL: 8,012 (3,478 M + 4,534 F) Q4: 2020 Total = 14,457 care call conducted through school counsellors + partner referrals PRS: 2,362 (1,149 M + 1,213 F) PRL: 12,002 (5,807 M + 6195 F) Other: 93 (54 M + 39 F) Q1:2021	

			Total = 10,965 care call conducted through school counsellors PRS: 1,837 (Male: 899 + Female: 938) PRL: 9,128 (Male: 4,423 + Female: 4,705) Q2: 2021 Total = 8962 children identified and referred through care calls and back to school outreach volunteers PRS: 1582 (Male: 735 + Female: 847) PRL: 7300 (Male: 3429 + Female: 3871) Others: 80 (Male: 49, Female: 31)	
Outcome 3.PRS/PRL access to health services ensured	3.1 Number of PRS (and PRL) beneficiaries provided with medical examinations (curative consultations and preventive visits) in a calendar year	2020: PRS: 27,874 PRL: 186,486 2021: PRS: 26,132 PRL: 186,48	PRL: 156,813 ((60,602 M + 96,211 F) PRS: 15,304 (5,460 M + 9,844 F) 2021 data not available during the period of the evaluation as reporting takes place annually	
	3.2 Number of free-of-charge curative consultations (general clinic + chronic diseases) conducted per month (disaggregated PRL/PRS and gender)	2020: PRS: 8,064 PRL: 62,410 2021: PRS: 7,812 PRL: 62,410	PRL: Average per month: 40,915 (17,188 M + 23,727 F) PRS: Average per month 4,254 (1663 M + 2592 F) Summary of 2021: (Note that reporting included Q3 data) PRL: Average per month: 38,118 (15,985 M + 22,133 F) PRS: Average per month 4672 (1,808 M + 2,864 F)	
	3.3 Number of free-of-charge preventive visits (Antenatal, Postnatal and Preconception consultations) conducted per quarter (disaggregated by PRL/PRS)	32020: PRS: 926 PRL: 8054 2021: PRS: 903 PRL: 8054	PRL 2020 Total: Average Annual Figures per quarter: Antenatal care (ANC) visits: 3,441 Postnatal care (PNC) visits: 840 Preconception care (PCC) visits: 550 Total: 4,831	

			• PRS 2020 Total: Average Annual Figures per quarter: Antenatal care visits: 508 Postnatal care visits: 94 Preconception care visits: 75 Total: 677 • PRL Q1, 2021: Antenatal visits: 3,150 Postnatal visits: 617 Preconception visits: 184 Total Q1: 3,951 • PRL Q2, 2021: Antenatal visits: 4,011 Postnatal visits: 665 Preconception visits: 329 Total Q2: 5,005	
	3.4 Number of women with live birth who received at least 4 antenatal consultations per year (PRL/PRS)	2020: PRS: 424 PRL: 3,411 2021: PRS: 413 PRL: 3,411	• 2020: PRL: 2,594 PRS: 296 • 2021: Not available during the reporting period. Reporting will take place annually.	
	3.5 Number of women attending at least one postnatal care visit at UNRWA's Primary Health Care (PHC) centres per year (PRL/PRS)	2020: PRS: 409 PRL: 3,569 2021: PRS: 399 PRL: 3,569	• 2020: PRS: 377 PRL: 3361 • 2021: Not available during the reporting period. Reporting will take place annually	
	3.6 Number of UNRWA clinics and PRCS medical centres provided with PPEs, PRC Kits and/or cleaning and disinfection materials within the COVID-19 preventive measure	27 UNRWA Primary Health Clinics (PHC) and 8 external medical centres	• Number of UNRWA clinics provided with PPE and/or cleaning and disinfection materials: 27 • Number of PRS clinics provided with PPE and/or cleaning and disinfection materials: 0	
	3.7 Number of PEE distributed	24,290 PPEs (equal to the number of gowns to the distributed)	• Number of PPEs procured: 24,290 (equal to the number of gowns procured)⁸⁹	

⁸⁹ The number of PPEs is provided as equal to the number of surgical disposable gowns procured/distributed as a proxy and to facilitate reporting. The number provided in the QIN of Q4/2020 was slightly higher due to a mistake in the calculations.

			- Number of PPEs distributed to UNRWA clinics: 14,240 PPEs (equal to the number of gowns) - Number of PPEs distributed to PRCS clinics: 0 PPEs	
	3.8 Number of COVID-19 tests for Palestine refugees paid for by UNRWA disaggregated by gender and PRS/PRL	4,191	2020: 1,147 PCR testing paid by EUTF funds PRL: 1,124 (559 female + 565 male) PRS: 23 (15 female + 8 male)⁹⁰ 2021 (Q1-Q3): 423 PRL (179 female 244 male) 5 PRS (2 female and 3 male)	
	3.9 Number of COVID-19 related hospitalizations financed by UNRWA (at 90%) disaggregated by gender and PRS/PRL	107	- Number of COVID-19 hospitalization cases paid by UNRWA with EUTF funds since the beginning of the outbreak (2020): 352 PRL: 348 (199 M + 149 F) PRS: 4 (2 M + 2 F)⁹¹ 2021 PRL: 1136 (568 males and 568 females) PRS: 23 PRS (15 males and 8 females)	
Outcome 4. Prevention and protection response for Palestine refugees are strengthened	4.1 % degree of alignment of UNRWA Programmes with protection standards	47% (frequency of reporting: reported on once in Q1 2021)	43.5% (reported only once in Q1 and has not been updated due to delayed Protection Audit)	
	4.2 % of protection mainstreaming recommendations from internal protection audits achieved (disaggregated by partially and fully) implemented	44% (frequency of reporting: reported on once in Q1 2022)	47%	
	4.3 # of UNRWA staff members trained on protection disaggregated by sex	140 staff (for 16 months: 4 months in 2020 and all of 2021)	209 staff trained (79 men, 130 women)	
	4.4 # of cases supported through emergency protection cash, disaggregated by PRL/PRS and sex	4.4 52 cases (for 16 months: 4 months in 2020 and all of 2021)	Cumulative 2020: Cases covered with MADAD funding:	

⁹⁰ The variance with the figures reported in the QIN of Q4/2020 is due to the fact that at the time of reporting UNRWA had not received some invoices from hospitals and clinics corresponding to the services provided during December 2020. As new invoices were received the Indicator has been updated accordingly.

⁹¹ The variance with the figures reported in the QIN of Q4/2020 is due to the fact that at the time of reporting UNRWA had not received some invoices from hospitals and clinics corresponding to the services provided during December 2020. As new invoices were received the Indicator has been updated accordingly.

			16 families (cases) provided with emergency protection cash under MADAD in Q3+Q4 (1 in Q3 and 8 in Q4) • Q3/2020: 1 case (female PRL) • Q4/2020: 8 cases 5 PRL: (2 F+ 1 M + 2 transgender MTF) 2 PRS: (1 F + 1 M) 1 non-ID: (1 Male) • Q1/2021: 7 cases (35 family members in total: 21 female, 13 male, and 1 transgender person MTF. Out of the 27 persons, 15 were children. • Q2/2021: 7 cases (38 family members: 26 female, 12 male)⁹²	
Jordan Field Office Outcomes				
Outcome1: PRS meet their basic needs through the provision of humanitarian assistance	1.1 Percentage of PRS households reporting that the assistance provided, combined with family's other sources of income, is adequate to cover basic food and NFI needs for three months	12020: 40%, 2021: 40%	On average (Q1+Q2+Q3 of 2020⁹³): 13,8% of PRS surveyed responded that the cash assistance provided, combined with family's other sources of income, is adequate to cover their basic food and NFI needs. • Q4-2019 PDM⁹⁴ (Conducted in Q1/2020): 10% (31.6% Female-Headed/ 68.4% Male-Headed) • Q1/2020: (Conducted in Q2/2020): 12% (26.9% Female-Headed/ 73.1% Male-Headed) • Q2/2020: (Conducted in Q3/2020): 10.7% (22.6% Female-Headed/ 77.4% Male-Headed)	

⁹² We note that the Protection team in Lebanon used existing OCHA funding to support emergency cash assistance before beginning to use the MADAD funds. As such while the MADAD spending is behind track in terms of cases reached, this is due a deliberate decision on allocating of funds

⁹³ The PDM for Q4/2020 is not yet available.

⁹⁴ Added for information purposes only but not part of the calculations as it ref4/2019 and therefore outside of the timeframe of the project.

			• Q3/2020: (Conducted in Q4/2020): 18.7% (42.3 % Female-Headed/ 57.7% Male-Headed) • Q1/2021: (Conducted in Q2/2021) 14.5% (40 % Female-Headed/60% Male-Headed) • Q2/2021: (Conducted in Q3/2021) 11.3% (36.3 % Female-Headed/63.7% Male-Headed)	
	1.2 Percentage of PRS who report that the cash assistance provided has improved their living conditions (MS)	2020: 50% 2021: 50%	On average (Q1+Q2+Q3/2020): 67.9% of the PRS surveyed responded that the cash assistance provided has improved their living conditions (significantly and moderately). The remaining 32,1% responded that the cash assistance has not improved their living conditions at all or only slightly. • Q4/2019: 49,39% • Q1/2020: 66,27% • Q2/2020: 66.15% • Q3/2020: 71.28% On average (Q1+Q2/2021): 61% of the PRS surveyed responded that the cash assistance provided has improved their living conditions. • Q1/2021 PDM: 64% • Q2/2021 PDM: 58%	
Outcome 2: Prevention and protection response for Palestine refugees is strengthened	2.1 Percentage degree of alignment of UNRWA Programmes with protection standards	2020: Alignment with Agency's protection checklist 2021: Alignment with Agency's protection Checklist	• Total cumulative 2020 : 48% • Total cumulative 2021 (Q1 and Q2): 19%	
	2.2 Percentage of PRS children, women and adults identified as experiencing a protection risk provided with assistance (disaggregated by gender, age, disability, and protection risk, including general protection, child protection and GBV)	2020 100%	• Total cumulative 2020: 53,85% (96 cases): 113 individuals (54 women, 14 men, 24 girls, 21 boys, 0 PwD) were provided with services as below: • General Protection: 4 cases (1 Male, 2 Females, 0 girls, 2 boys, of which 0 were PwD) • Legal documentation issues: 15 cases (31	

			individuals 8 women, 11 men, 6 boys, 6 girls, including 0 PwD) • Child Protection: 15 CP cases (15 individuals: 10 boys, 5 girls, including 0 PwD) • GBV: 62 cases (62 individuals: 44 women, 13 girls, 2 men and 3 boys, including 0 PwD) • Total cumulative 2021: 154 cases, 154 individuals: (26 Male, 29 Female, 21 boys, 78 Girl, 2 PwD) were provided with services as below: • General protection: 32 cases (26 male, 6 female, 2 PWD). • Legal documentation issues: 0 • Child Protection: 40 cases (11 PRS; 6 boys and 5 girl) and (27 PRJ ;17 girls + 10 boys), 2 Ex-Gazan (1 girl +1 boy • GBV :82 cases (23 women, 55 girls, 4 boys) including 19 PRS, 62 PRJ, 1 Ex-Gazan.)	
Outcome 3: the effectiveness and efficiency of emergency programme delivery are improved	3.1 Percentage of service delivery implementation on plan per year	2020: 100% 2021: 100%	• Total cumulative 2020 : 73.7% • 2021 Q1+Q2 cumulative : 35%	
	3.2 Percentage of the grant's yearly utilization rate	2020: 100% 2021: 100%	• Total cumulative 2020 : 91,52% • 2021 Cumulative Q1+Q2: 74%	

Annex H: Evaluation Team Biographies

Naomi Blight, Team Leader

Naomi Blight has 13 years' experience in the international development sector and is an experienced evaluation and social development consultant with strong expertise on gender and vulnerabilities (particularly SRHR, GBV, HIV and gender mainstreaming), health, partnerships and across a wide range of development assistance themes.

Naomi is an experienced Team Leader, having led assignments for DRC, Save the Children, VSO, Girl Effect, and the Danish Family Planning Association and has served as the Deputy Team lead on a number of large evaluations for UN agencies. She is currently the Deputy Team Leader for the UNRWA Family Health Team Reform evaluation, was the Deputy and Interim Team Lead for the UNRWA GBV Prevention Framework and was a Senior Team member for the 2018 UNRWA MOPAN assessment, leading the case studies in both Jordan and Lebanon, and leading on the gender and protection analysis. She led a recent review of the DRC's work across the Triple Nexus, led the evaluation of the Asia Pacific Refugee Rights network and was involved in the DRC and IFRC Regional and country baselines.

Naomi has excellent analysis and writing skills and is well-versed in using a variety of research and evaluation methodologies and tools, with in-depth knowledge and understanding of their design. Having worked in both development and humanitarian contexts, she is able to work in multicultural and complex contexts, and she excels in engaging diverse stakeholders, including vulnerable groups, and safeguarding issues. Naomi has exceptional organisational skills and a proven ability to lead and manage the planning, information systems, logistical arrangements and M&E of multi-country projects and global evaluations.

Nur Abdelkhaliq Zamora, QA

Nur has 13 years' experience working on migration and refugee issues with a focus on the MENA region and is IOD PARC's technical lead on migration. Nur's consultancy experience includes leading, managing and conducting evaluations, the provision of technical expertise and research for clients including the European Commission, UNRWA, UNHCR, IOM, Danish Red Cross, Danish Refugee Council and Amnesty International.

Nur has conducted several consultancies of relevance to this assignment. She was Team Leader for the evaluation of UNRWA's MADAD II Project for Strengthening the Resilience of Palestinian Refugees from Syria in Jordan and Lebanon. She also led a Final Evaluation, Endline and Learning Consultancy for Danish Red Cross of their regional multi-sectorial programme for addressing the vulnerabilities of Syrian refugees and host communities in Turkey, Lebanon, Jordan, Iraq and Egypt also funded by EUTF. She was additionally Senior Expert in the Strategic Mid-term Evaluation of the EUTF for the European Commission.

Nur has extensive experience of working on refugee issues, including Palestinian refugees. She led a long-term consultancy for UNRWA for the design and roll-out of an Agency-wide GBV Prevention Framework; and has also led and participated in assignments with Danish Red Cross, Danish Refugee Council and UNHCR. She was recently Deputy Team Leader for the Strategic Mid-term Evaluation of the Facility for Refugees in Turkey for the European Commission.

Nur holds a PhD in Politics and International Relations from the University of Edinburgh, UK and is fluent in English, Arabic and Spanish.

Ima Bishop, Senior Evaluator

Ima is a multidisciplinary consultant specializing in migration and international protection. She has four years of experience working across international development, evaluation, and management consulting. Ima's primary expertise lies in forced displacement. She is particularly interested in integration, livelihoods and the cross-cutting issues of gender and protection. Ima's work focuses on the MENA region, and she is familiar with the region's migrations trends and protracted refugee situations, particularly the displacements arising from the Syria crisis.

Ima is currently the Migration and Refugee Expert on UNRWA's Evaluation of the Family Health Team Reform; she provides technical inputs on migration and refugee considerations and conducts remote data collection across the UNRWA fields. She is familiar with the EU Trust Fund in Response to the Syria Crisis and was the Migration Specialist on the Final Evaluation, Endline and Learning Consultancy for the Danish Red Cross's MADAD Programme. Ima led on the Jordan and Lebanon components of the evaluation including the assessment of the Palestinian Red Crescent Society's work with PRS and PRL in Lebanon.

Ima is an experienced researcher specializing in mixed methods. She is experienced in conducting complex migration research and evaluating multi-sectoral, multi-county programmes. She is proficient in both qualitative and quantitative data collection and analysis. Ima is a trained facilitator and aims to bring a participatory and transformative approach to her work. She is experienced in designing methodology and inclusive ethical approaches for engaging with refugee populations and has experience of tailoring these methods to remote data collection approaches.

Hana Asfour, Senior Evaluator

Hana's academic and professional experience over the past 15 years has focused on forced migration and gender. She completed a PhD in Health and Social Sciences in 2016 and a Master's degree in Applied Social Research with Specialism in Health in 2011 from the University of Warwick (UK). Her PhD topic focused on understanding the intersectionality of gender and citizenship on the livelihood strategies of protracted refugees through a case study of Palestinians in Jerash, Jordan.

In 2008, Hana became co-founder and head of research and M&E at Q Perspective, a private consultancy based in Jordan. She is also an independent consultant, and her work has focused on designing and implementing gender-responsive research and M&E work in the areas of forced migration, humanitarian assistance and sustainable human development with gender as a cross-cutting theme. She has experience in leading multi-country evaluations the MENA Region, South, East, and West and Central Africa and on programmes funded by the EU MADAD Fund, FCDO, and DFAT.

Prior to working with Q, Hana worked at the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) with a team to expand its economic security and ICT programme to include partnerships of more than 40 local, regional, and international stakeholders, and increase the programme's in-kind and cash contribution to 15 million US Dollars by 2007.

She also continuously seeks to build her capacities through various learning opportunities. Some of the recent relevant trainings that she has completed include a Masterclass in Process Tracing obtained in January 2021 by the UK Evaluation Society, and an International Program for Development Evaluation obtained in August 2019 by the World Bank and the University of Bern. She is an associate editor of the 'Journal of Internal Displacement' and a member of the UK Evaluation Society. Hana is fluent in English and Arabic.

Annex I: ROM and Evaluation Recommendations and UNRWA Response

Source	Recommendation	Response
Lebanon ROM	a. 'Criteria for vulnerability assessment dissemination among the beneficiary pool is needed – also to be commonly perceived by the target group of PRS'⁹⁵ b. 'Consider the revision of the allocated amount of Universal Cash Assistance – linked to the needs of the caseload and the cost of living of the country, according to the vulnerability of beneficiaries'⁹⁶ c. 'Consider combining the multi-purpose Universal Cash Assistance with other strategies to support resilience on the PRS e.g., referral mechanisms to NGOs to access small grants, Cash for work (CFW) interventions to receive livelihoods/professional trainings to complement the multipurpose cash assistance (MCA) to PRS families'⁹⁷	LFO undertook a socioeconomic survey, published in 2020. This was used to assess LFO's approach to multi-purpose cash assistance. However, the survey reflected similar levers of vulnerability and need to LFO's 2015 PRS socioeconomic survey and as such, the blanket-level approach to cash assistance was retained. In Lebanon, a Joint Vulnerability Assessment with was planned with WFP, UNCHR, UNICEF and UN Women as part of MADAD III, with the aim of informing ongoing programming. However, this was delayed due to Covid-19. In Jordan, JFO conducted a Livelihoods Rapid Survey for residents of KAP, to better understand the socioeconomic situation and needs. Findings have not yet been incorporated into cash assistance programming.
Jordan ROM		
MADAD II Evaluation	d. Adjust vulnerability criteria in Jordan to align with other countries and improve for Jordan. 'PRS and PRJ have very different needs and constraints'⁹⁸ e. Adjust multi-purpose cash assistance to account for PRS specific vulnerabilities and ensure cash assistance interventions are consistent and evidence based. Ensure they are aligned with cost of living in the country and align with previous allocated funds per head'⁹⁹ f. 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'¹⁰⁰	JFO operates two-tiers of cash assistance based on vulnerability. The Jordan ROM exercise found that the lower level of cash distribution does not cover PRS's basic needs. However, this challenge has not been addressed by UNRWA as the level aligns with estimates from the last Jordanian Household Expenditure and Income Survey (2010). Failure to review the level of assistance is a serious challenge for JFO as the survey is based on out-of-date data and does not reflect current realities of PRS in Jordan. Finally, to standardise cash assistance and ensure greater efficiency and effectiveness across fields, UNRWA committed to the appointment of a technical support function for cash assistance at regional level under MADAD. However, to date, the post has not been filled. This means that LFO and JFO operate independently regarding MADAD funded cash assistance.
Lebanon ROM	g. 'To reinforce the work with host communities and Community-Based Organisations (CBOs) to support integration and social cohesion'¹⁰¹	UNRWA has made good progress in promoting retention of children in UNRWA schools. The Back-to-School programme was funded through MADAD III and has enabled UNRWA to better understand the reasons why children may drop out of school as well as barriers to accessing education. In addition, UNRWA has established

⁹⁵ EUTF (2019) 'EUTF Syria – Lebanon ROM Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon'

⁹⁶ *ibid*

⁹⁷ *ibid*

⁹⁸ EUTF (2019) 'EUTF Syria – Jordan ROM Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon'

⁹⁹ *ibid*

¹⁰⁰ UNRWA (2020) Final Evaluation of EUTF Funded Project in Lebanon and Jordan MADAD II: Strengthening the Resilience of Palestinian Refugees from Syria in Jordan and Lebanon

¹⁰¹ EUTF (2019) 'EUTF Syria – Lebanon ROM Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon'

	h. 'To reinforce the retention of students currently enrolled in schools through specific programmes at schools (including learning and language support) and extra-curricular and recreational activities'¹⁰² i. 'Try to reduce the number of children per class and the implementing structure deployed: to reorganise budget allocations and to give priority to some of the activities'¹⁰³	partnerships with local organisations to provide outreach activities to out of school children and promote the retention of the most vulnerable. This has benefitted both PRS and PRL children. Project design originally included plans for strengthening PSS in schools through Music, Arts, English, sports, and recreational activities. Many of these activities could not go ahead due to Covid-19 but UNRWA has shown commitment in strengthening PSS and recreational activities using online counselling and engagement of children.¹⁰⁴ Transportation costs were raised as a barrier to access for children in the UNRWA Enrolment Campaign. MADAD III sought to address this by planning to cover transportation costs.¹⁰⁵ However, this has not been implemented fully as funding was re-purposed to support the Remote Learning Programme during Covid-19. As a result, transportation may be an ongoing barrier for vulnerable children when schools return to blended learning. The extent to which UNRWA can reduce the number of children per class size is constrained by funding. However, UNRWA has attempted to reduce this issue by using MADAD funding to maintain their numbers of staff, both teachers and school counsellors.¹⁰⁶
Lebanon ROM	j. 'Improve the monitoring mechanisms (including the PDMS of Universal Cash Assistance under the EUTF contribution) to provide evidence of the data analysis methodology and coordination with the field. Focus on the results-oriented approach and on data analysis than on a merely quantitative approach to report to donors. Be sure that specific numbers of PRS can be extracted both from E-health with response to all services offered and to EMIS, at least taking into consideration the EUTF reporting. Strengthen the monitoring mechanisms in place'¹⁰⁷	There are ongoing challenges in extracting PRS-specific information from UNRWA's databases. The Health Department must still manually disaggregate health data according to nationality. However, the challenges UNRWA faces in this area are well-noted as data systems have been designed for management across programmes, making it difficult to adapt systems to the needs of individual projects. UNRWA continues to face capacity issues for data analysis meaning that implementing responses on reporting challenges, particularly strengthening analysis and type of reporting has been challenging. In addition, there remains a lack of a uniform PDMS tool, with both fields implementing PDMS differently.
Jordan ROM	k. Add new results related to EUTF Results Framework into the project log frame¹⁰⁹	JFO has implemented recommendation 3 from the Jordan ROM exercise and amended the log frame to include indicators related to the EUTF Results Framework.¹⁰⁸

¹⁰² *ibid*

¹⁰³ EUTF (2019) 'EUTF Syria – Lebanon ROM Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon'

¹⁰⁴ UNRWA (2019) Project Proposal: Strengthening the Resilience of Palestinian Refugees from Syria in Jordan and Lebanon (Phase III)

¹⁰⁵ *ibid*

¹⁰⁶ *ibid*

¹⁰⁷ EUTF (2019) 'EUTF Syria – Lebanon ROM Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon'

¹⁰⁸ UNRWA (2019) Project Proposal: Strengthening the Resilience of Palestinian Refugees from Syria in Jordan and Lebanon (Phase III)

¹⁰⁹ EUTF (2019) 'EUTF Syria – Jordan ROM Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon'

Jordan ROM	l. Appoint a legal firm to assist with PRS legal cases ¹¹⁰ and strengthen the protection component in Jordan through 'sound and thorough coordination of all protection-related operations, including quality assurance, timely planning and monitoring and reporting' ¹¹¹	JFO took action to address protection-related recommendations. Anderson Law Firm was appointment to address issues faced by JFO in managing legal cases ¹¹² . Their role includes support to cases, outreach, and training activities for UNRWA staff on relevant legal issues, advocacy activities to support PRS in Jordan. Capacity building of UNRWA staff was delayed due to the Pandemic. Areas of focus for the capacity development include case management, GBV, how to support refugees in managing documentation and international legal frameworks covering protection.
MADAD I Final Evaluation	m. Provision and planning for multi-year funding over a 24-month period ¹¹³	This recommendation was implemented, allowing UNRWA to provide more consistent programming over 24 months. ¹¹⁴
MADAD II Final Evaluation	n. Undertake a review of existing Agency partnerships and an assessment of how these could be strengthened, particularly where they can provide expertise of services that are not available and/or under pressure within UNRWA ¹¹⁵	Under MADAD III, LFO began to strengthen their approach to partnership. The have appointment a Partnership Officer to manage partnerships and have tried to engage with partners around themes of their work. However, as discussed elsewhere in this report, there is not a strong Agency approach to partnership and communications with and leverage of partners needs to be strengthened significantly.
MADAD II Final Evaluation	o. 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 ¹¹⁶	As part of MADAD III, LFO did not engage in enhanced advocacy on PRS's right to work. As discussed above, during programme design UNRWA did not believe they were well-positioned to do this under the MADAD project due to Lebanon's declining socioeconomic context and labour market laws. JFO has not engaged on advocacy relating to access to legal status for PRS in Jordan.
Lebanon ROM	p. 'Advocate for greater access to the Lebanese labour market' ¹¹⁷	
MADAD II Final Evaluation	q. 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 mental health and psychosocial services (MHPSS) and protection services provision ¹¹⁸	This has been partially addressed. For example, JFO completed a Rapid Socioeconomic Study of the Effects of Covid-19 on Palestine Refugees in Jordan which included PRS as respondents. However, there is limited evidence to suggest that UNRWA has undertaken further formal or robust assessments of COVID-19's impact, particularly regarding interlinkages between sectors.
MADAD II Final Eval	r. Clearly communicate existing complaint mechanisms to beneficiaries and ensure they are consistently used and that beneficiary feedback loops are applied ¹¹⁹	Beneficiary complaint mechanisms remain a challenge for UNRWA. This evaluation did not find that relevant learnings from MADAD II in this area have not been incorporated.

¹¹⁰ *ibid*

¹¹¹ UNRWA (2019) Project Proposal: Strengthening the Resilience of Palestinian Refugees from Syria in Jordan and Lebanon (Phase III)

¹¹² UNRWA (2021) Progress Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III)

¹¹³ *ibid*

¹¹⁴ *ibid*

¹¹⁵ UNRWA (2020) Final Evaluation of EUTF Funded Project in Lebanon and Jordan MADAD II: Strengthening the Resilience of Palestinian Refugees from Syria in Jordan and Lebanon

¹¹⁶ *ibid*

¹¹⁷ EUTF (2019) 'EUTF Syria – Lebanon ROM Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon'

¹¹⁸ UNRWA (2020) Final Evaluation of EUTF Funded Project in Lebanon and Jordan MADAD II: Strengthening the Resilience of Palestinian Refugees from Syria in Jordan and Lebanon

¹¹⁹ *ibid*

	s. Reassess and streamline beneficiary complain mechanisms, including making all necessary provisions for vulnerable groups to have access to them and clearly communicate changes introduced to beneficiaries in a comprehensive manner¹²⁰	Across both the Lebanon and Jordan fields, 88% of those surveyed by the evaluation said they were unable to provide feedback and complaints on the UNRWA services. This experience was largely consistent in both fields, gender, and age. Of those who shared feedback or made a complaint, over 50% stated that their complaint was not addressed. This suggests that UNRWA has not sufficiently addressed this recommendation. While the majority of PRS interviewed had never made a complaint or provided feedback to UNRWA, amongst those who had there was a similar trend. While several reported that they had strong relationships with their social workers and raised complaints through this channel, UNRWA never addressed the feedback or complaint. Several suggested that phone numbers provided for feedback were non-responses and the majority did not know how feedback mechanisms worked or if they existed. Where beneficiaries had positive experiences, this was through a strong relationship with a social worker or school counsellor, suggesting UNRWA has not implemented consistent processes under MADAD III.
MADAD II Final Eval	t. 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	While JFO intended to implement these trainings, Protection Mainstreaming training did not take place due to the delay in recruiting the Protection Mainstreaming Coordinator. Some general training did take place with 833 staff trained on protection related matters. JFO has also developed a training plan for 2021 which includes training on protection-related matters such as data collection and reporting, protection, protection mainstreaming, child protection, GBV principles and guidelines, and case management.¹²¹
MADAD II Final Eval	u. 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	This recommendation has been incorporated and was anticipated before publication of the MADAD II Final Evaluation Report. Under MADAD III JFO's shared of funding was increased from 2.3 million USD (MADAD II) to 12.6 million USD, recognising the high dependency of PRS in Jordan on UNRWA's support.

¹²⁰ *ibid*

¹²¹ UNRWA (2021) Progress Report: Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon (Phase III)