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**External Monitoring and Evaluation Mechanism for the
European Union Regional Trust Fund in response to the
Syrian Crisis**

Outcome Evaluation of the European Union Regional Trust Fund in response to the Syrian Crisis

Final Evaluation Report

Vol. 1 – Narrative Report

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List of acronyms

3RF	Lebanon Reform, Recovery & Reconstruction Framework
AAI	Accelerated Access Initiative
BA	Bachelors
CBO	Community-based Organisations
CfW	Cash for Work
CG	Consultation Group
CP	Child Protection
CSO	Civil Society Organisation
DG	Directorate General
EC	European Commission
EQ	Evaluation Question
ESSN	Emergency Social Safety Net Project
EU	European Union
EUD	European Union Delegation
EUTF	European Union Trust Fund
GBV	Gender-Based Violence
GoJ	Government of Jordan
HQ	Headquarters
IDP	Internally Displaced Person(s)
IFE	Informal education
INGO	International Non-Governmental Organisation
IP	Implementing Partner
ISU	Implementation Support Unit
JC	Judgement Criteria
KPI	Key Performance Indicators
KRI	Kurdistan Region of Iraq
LPSP	Long-Term Primary Health Care Subsidisation Protocol
LWF	Lebanon Water Forum
M&E	Monitoring and Evaluation
MA	Masters
MEHE	Ministry of Education and Higher Education
MEL	Monitoring, Evaluation and Learning
MoA	Ministry of Agriculture

MoE	Ministry of Education
MoH	Ministry of Health
MoLA	Ministry of Local Administration
MoPH	Ministry of Public Health
MoSA	Ministry of Social Affairs
MoSD	Ministry of Social Development
MoU	Memorandum of Understanding
MSME	Micro, Small and Medium Enterprise
NAF	National Aid Fund
NDICI	Neighbourhood, Development and International Cooperation Instrument
NFE	Non-Formal Education
NMSWS	National Municipality Solid Waste Strategy
NPTP	National Poverty Targeting Program
NSPS	National Social Protection Strategy
NSSF	National Social Security Fund
OF	Outcome Framework
OM	Operational Manager
OMSWA	Office of Minister of State for Women's Affairs
PDofAF	Provincial Directorate of Agriculture and Forestry
PHC	Primary Health Care
PHCC	Primary Health Care Centre
PPE	Personal Protective Equipment
PSR	Palestinian Refugees from Syria
PSS	psychosocial support
QIN	Quarterly Information Note
RACE	Reaching All Children with Education
RDPP	Regional Development and Protection Programme
ROM	Results Oriented Monitoring
SDC	Social Development Centre
SMEB	Survival and Minimum Expenditure Baskets
SOP	Standards of Operation
SP	Service Provider
STC	EUTF Health Steering Committee
SWM	Solid Waste Management
TA	Technical Assistance
ToRs	Terms of Reference

TREF	Transition and Resilience Education Fund
TVET	Technical and Vocational Education and Training
UN	United Nations
USD	United States Dollar
WB	World Bank
WE	Water Establishments
WFP	World Food Programme

Executive Summary

Presentation of the evaluation

The Regional Trust Fund in Response to the Syrian Crisis (EUTF) was established in 2014 to provide a coherent aid response to the needs of refugees from Syria in the countries, internally displaced persons (IDPs) and host communities and their administrations, with a particular focus on resilience and early recovery. The objective is to reduce the pressure on countries hosting refugees by investing in six priority sectors (basic and higher education, livelihood, health, WASH, and social protection), providing both refugees and host communities access to critical services.

Focused primarily on Lebanon and Jordan, the Trust Fund has supported a wide range of countries including Iraq, Turkey and, to a lesser extent, Egypt, the Western Balkans, and Armenia. To date, the Trust Fund has mobilized a total of EUR 2.38 billion, including voluntary contributions from 21 Member States, Turkey, and the United Kingdom.

In March 2022, the EU Trust Fund in Response to the Syrian Crisis (hereafter EUTF) commissioned an outcome evaluation to inform on the relevance, effectiveness, and impact of the EU response to the crisis in the Southern Neighbourhood region, during the period 2014-2021, in line with the EC's political agenda for "a stronger Europe in the world". The evaluation formally commenced on 12th May 2022, the Inception Report was approved 1st July, and the Desk Report on 16th November. The evaluation team comprises of 4 senior experts, including the Team Leader, and 1 junior expert.

Purpose

The purpose of the evaluation is to assess the outcomes achieved by EUTF-funded interventions and identify lessons learned and possible gaps, to inform future programming processes planned as "Special Measures - Response to the Syrian Crisis", under the new EC financial instrument - Neighbourhood Instrument, Development, and International Cooperation (NDICI).

The geographic focus is on the two priority countries however references to EUTF actions in other countries, such as Turkey and Iraq, can also be found in this draft evaluation report.

The outcome evaluation also covers all EUTF sectors in line with the 'EUTF Strategic Outcome Framework' and the 'Results Framework' over the 2014 – 2021 period.

Methodology

The EUTF Strategic Outcome Framework 2021 along with eight Evaluation Questions are the guiding reference for the evaluation and mainly focus on the changes that have taken place rather than activities.

The data collection and analysis followed an iterative process across two phases: the desk phase (including an online survey, documentary review and consultations) and the verification phase (field trips to Lebanon and Jordan, remote interviews with key stakeholders in Iraq and Turkey).

Responses to Evaluation Questions (EQs)

EQ1: What are the main outcomes (expected and unexpected) of the EUTF that can be identified when comparing it to the current Outcome Framework?

The EUTF Outcome Evaluation has identified a range of expected and unexpected outcomes resulting from EUTF interventions. Some outcomes align with the EUTF Result Framework, including access to services and enhanced local capacities, but are akin to outputs. Others are in line with the Strategic Outcome Framework and relate to community behaviour change and policy change.

The evaluation finds that access to quality services has increased across all priority sectors, and the performance rate regarding service provision is high for all sectors except for the WASH sector.

Tangible outcomes are evident related to behaviour changes of refugees and host communities in so far that Syrian refugee families and vulnerable members of hosting communities are more likely to use services in all sectors. They have developed new skills, are more informed about available services and have built trust toward them.

Local capacities have been developed across all priority sectors, including enhanced Basic Education teachers' skills, network building among Higher Education institutions and with alumni, enhanced management skills of the water establishment, enhanced knowledge of social workers, and better response capacity to COVID-19 through trained health staff and enhanced health facilities.

At the policy level, new national strategies and plans have been defined and adopted across several sectors (education, WASH, social protection), and the enforcement of existent policies has been supported. Supported advocacy initiatives also contributed to influencing the policy agenda and passing new laws, especially within the protection sector.

EQ2: To what extent can EUTF outcomes be considered relevant to the EC political priorities 2021/24?

The main EU political priorities of the 2021-2024 period are (i) "the European Green Deal", (ii) "a Europe fit for the digital age", (iii) "an economy that works for people", (iv) "making Europe stronger in the world", (v) "promoting our European way of life", and (vi) "the democracy and the common European values". None of these priorities explicitly relates to the EUTF priorities, except to a certain extent the second EU political priority about "an economy that works for people", which can be linked to the livelihood priority sector of EUTF.

Despite these EU political priorities being set after the completion of EUTF, their consideration help demonstrate that the actions undertaken during EUTF can be useful to achieve the current EU political priorities. The themes of the environment, digital, the fight against discrimination as well as democracy were dealt with across all the EUTF priority sectors.

Some of the outcomes related to service provision across the priority sectors echo a few of the current EU policy priorities and can therefore be seen as positive outcomes. Among the EU priorities, "the European Green Deal", "a Europe fit for the digital age," and "promoting our European way of life" are areas where positive outcomes can be found, and digitalisation is by far where it is the most significant. Digitalisation has been promoted and supported to enhance information management systems in the health and education sectors or to facilitate relationships between WASH providers and families.

At the policy level, a few cases of outcomes related to "democracy and the common European values" could be found during the evaluation. In the WASH and the Higher education sectors, the policy dialogue was enhanced by specific mechanisms promoting the participation of the civil society.

EQ3: What are key factors that have influenced the successful/ unsuccessful achievement of EUTF outcomes?

The most significant factors that positively influenced the achievement of results in all sectors and the country of intervention are: the appropriate selection of Implementing Partners; the experience accumulated in the programme, learning from previous phases of multi-phase projects; the multi-sector comprehensive approach; the coordination with the sector relevant stakeholders; and the responsiveness of the EUTF Headquarter (HQ) to address the implementation challenges.

Given the specificities of the priority sectors, support to the non-formal education to help refugee students transition to formal education, the community engagement in the WASH and the Health sectors, the multi-component approach to fight against GBV, or the creative and responsive strategies

to restrictions on employment, are all instances of enabling factors that allowed the achievement of outcomes.

The factors that negatively influenced the achievement of outcomes are: the difficulties in registering implementing partners (IPs) and contracted non-governmental organisations (NGOs) by local authorities, especially in Jordan and Turkey; the COVID-19 pandemic affecting all countries, mainly in Basic and Higher Education, Social Protection, and Livelihood sectors; and the legal restrictions for refugees accessing the labour market and for benefitting from delivered related services, both in Lebanon and Jordan, affecting the Protection, Livelihoods, and the Higher Education sectors. Finally, Lebanon is by far the country that has presented the most challenges and negative factors hindering the outcome achievement, as it has been hit by the multi-faceted crisis.

EQ4: Is there a resulting negative effect that can be identified from analysing the EUTF outcomes?

In priority sectors such WASH and to a lesser extent social protection and livelihood, the conditions for identifying negative effects resulting from EUTF are not always met as the MEL systems developed by the IPs are not robust enough to correctly track positive and negative changes at the outcome level. In other sectors, such basic and higher education and health, adequate MEL systems and ongoing monitoring have allowed IPs and European Union Delegations (EUDs) to identify potential negative impact in the frame of the interventions.

EUTF-funded projects aimed to contribute to community tension prevention by improving access to services for all communities or by supporting projects specifically designed toward social cohesion. However, social cohesion is not considered to have improved over the period in Lebanon or in Turkey as stereotypes and hatred discourses have regularly been utilized in the political scene.

The evaluation could not demonstrate resulting negative effects, as no negative effects could be directly attributed to the projects supported by EUTF. However, several points of concern emerged during the evaluation regarding issues that are indirectly related to the EUTF. Even if the causes of these problems are beyond the control of the EUTF, they should nevertheless be taken into account as potential risk factors:

- A recurring reported concern is the perception of hosting communities of aid bias, whereby Syrians receive aid at the expense of hosting communities.
- The use of parallel system for social protections to refugees raises concerns over non-discrimination principles.
- In the education sector, most children and parents interviewed in **Lebanon** stated that they preferred the non-formal education (NFE), which provide not only quality education, but also sports/arts activities, psychosocial support (PSS), and an environment where children feel safe. Due to the efforts within the formal and non-formal education programmes, there has been a change in the behaviour and attitudes of Syrian refugee families, which have become more likely to enrol children into formal education. The situation is different in **Jordan**, where NFE was taken over by the Government, including the drop-out and catch-up programmes and no “competition” between formal and non-formal education has been detected.
- The increased dependency to international aid in the health sector in Lebanon resulting from the development of a subsidized system with no national budget available.
- In Jordan, concerns are raised by civil society organisations (CSOs) about the difference in the treatment between Syrian refugees versus non-Syrian refugees and other foreign workers.

EQ5: Is there any significant divergence between priority sectors in terms of emergence of EUTF outcomes? Which sectors have been particularly successful in achieving EUTF outcomes?

The achievement level in service access is positive for all sectors, the ratios being between 100% and 120%, i.e., beyond the expected targets. The WASH sector is the only exception, with a meagre output achievement rate of 17%, partly explained by the delays in the construction and rehabilitation of infrastructure impacting the population's access to water. The most successful sector is Livelihoods, with excellent results in Lebanon.

Regarding enhanced local capacities, the achievement level is mixed and varies according to sectors: The Education and Social Protection sectors have output achievement level exceeding the initial target. The health and the WASH sector have recorded an outcome achievement rate under 100%.

To some extent, the EUTF-supported projects are designed around the three levels of change of the EUTF Strategic Outcome Framework. The social protection sector singles out from the other sectors as being the most performing sector in each of the three levels of change.

EQ6: To what extent are the outcomes of EUTF likely to continue to have an impact after the end of implementation on target groups?

The conditions are partially in place in the EUTF priority countries to sustain, in time, the positive changes obtained in the capacities of local service providers and at the policy level.

The financial sustainability of the interventions hinges upon donor funding to ensure the continued delivery of services. In all the countries, financial engagements from beneficiary governments to keep funding interventions in the protection sector were very limited and the insufficient capacities of public service providers are highlighted as the main obstacle to sustain the outcomes obtained during the EUTF intervention. High-level government buy-in was found in Iraq (KRI) and in Jordan in the social protection sector, while in Lebanon government ownership is more complicated. More generally, the extent of the crisis that Lebanon is experiencing jeopardizes the sustainability of the obtained outcomes and the government's ability to intervene in all the sectors.

The donor community remains engaged and coordinated to sustain the provision of services, particularly in the education, the social protection, and the WASH sector. The higher education sector does not seem to be a priority within the donor community, and it faces specific negative factors (e.g. the high unemployment rate among host community youth who graduated from higher education and the highly increased tuition fees) impacting the overall sustainability of higher education interventions, and especially in **Lebanon**, where EU funding of higher education scholarship programmes is to be discontinued after EUTF. However, on a positive note, in **Jordan** the higher education interventions will continue to be funded beyond the end of EUTF, with the EU being one of the few donors who invested in the higher education sector quite successfully.

There has been an adequate level of coordination and cooperation from the public actors in both **Jordan** and **Lebanon** to facilitate the implementation and delivery of services in all the sectors, and the overall EUTF-funded interventions appear well integrated in the local institutional structures, which is conducive to building capacities of government counterparts. Despite an encouraging level of ownership of the outcomes by the national authorities in certain sectors, such as education and health, and increased capacities at the institutional and the public service providers' levels, major reforms must be carried out in others (social protection, livelihood, waste management, and health in **Jordan**) however they are not on the agenda of governments. There was wide consensus among interviewed respondents that there cannot be sustainable social protection or water access without a deep reform of the Lebanese state institutions, and the fight against GBV requires profound reforms and law enforcement in all the countries. In **Jordan**, health policy toward universal health coverage is needed to reform the hospital-centric system, characterized by the limited capacity of primary health care level, fragmented insurance schemes, and low affordability of services.

Recommendations

EQ7: Given the Outcomes achieved by EUTF and an often increasingly challenging external programme environment, what factors should be given greater consideration to enable broader impact and more sustainable solutions to the Syrian refugee crisis? - Recommendations

- Recommendation 1: Given the positive outcomes obtained in the sectors and the difficult and partially fulfilled conditions for sustaining them over time, it is necessary to build on the positive outcomes achieved to-date to improve/enhance and sustain them. This recommendation is a high priority so as not to lose the positive effects of these outcomes. Strategies and modalities initiated by EUTF should be pursued by the EUDs and the NDICI programming units at DG NEAR HQ.
- Recommendation 2: While the priority has predominantly been the access to services, the quality of these services should be taken into account more by NDICI Programming Unit DG NEAR HQ and EUDs. This recommendation is a medium priority as the continuity of access to services is key.
- Recommendation 3: Strengthening community involvement in future interventions is a high priority to allow sustained outcomes. This recommendation is addressed to potential IPs and should be highlighted in future calls for proposals. **In line with the localisation principle**, outreach activities fostering the communities' engagement led by NGOs have been a critical and a positive factor in the health, education, and the WASH sectors, not only to obtain their buy-in to supported projects but also to generate behaviour change leading to increased use of services.
- Recommendation 4: The EUTF had prioritised a humanitarian response in the early years with an emphasis on access to service. Subsequently, a development approach centred on building the capacity of service providers and of the public institutions in charge was adopted in the second phase of the EUTF in the context of a protracted refugee crisis.

While priority countries are currently experiencing a deterioration in their economic situation, the needs of national populations are increasing, and investment in strengthening national systems and information management system is a high priority, not only in terms of meeting needs but also from the perspective of the sustainability of EU interventions. This recommendation is addressed to NDICI Programming Unit DG NEAR HQ and EUDs to the partner countries and should be considered after EUTF-funded projects end.

- Recommendation 5: Despite the progress and outcomes made by EUTF in terms of policy changes, the evaluation also found, on the one hand, that the legal and legislative frameworks could be constraining factors in the achievement and sustainability of outcomes and, on the other hand, that when the legal framework was appropriate, it was not necessarily implemented. Accordingly, supporting the adoption and implementation of new policies in the target countries is recommended and should be considered by the NDICI Programming Unit DG NEAR HQ and EUDs to the partner countries after EUTF-funded projects end. This is a medium-priority recommendation as the conditions for policy change to occur remain uncertain and go well beyond EU interventions.
- Recommendation 6: Beyond the five clusters of recommendations formulated above, several recommendations specific to each sector must be considered with high priority by EUDs to the partner countries with immediate effect:
 - Basic education sector: Further support to enhanced coordination among donors to ensure adequate funding in a context of growing pressure on public schools.
 - Higher education sector: Support partnership and alignment of criteria and conditions with other similar scholarship programmes (e.g., the UNHCR-based DAFI Scholarship Programme) to increase consistency and efficiency of the interventions, and the focus

on “employment prospects” and the support to job-placement services for refugee and host communities’ graduates should be strengthened.

- Health sector: improving sustainability by continuing work on costing models related to health service packages is highly needed.

EQ8: based on the experience made by the EUTF, how can outcome orientation and results measurement be further strengthened and improved in future EU support mechanisms? - Recommendations

- Recommendation 7: Whereas a two-stage approach has allowed the programmers to incorporate lessons learned from the first generation of projects into the second one, the development of sectoral analysis and identification studies before the first round of support would ensure a greater focus on the outcome-oriented approach to the programming process.
- Recommendation 8: ROM missions, external evaluations, and portfolio evaluations should be consistently conducted, and at a timing that enables recommendations to be incorporated into the programming work.
- Recommendation 9: A more pronounced focus on outcomes within future negotiation process with IPs prior contracting by referring to the three levels of change and qualitative effects and giving longer time to respond to these calls and the project appraisal would be instrumental to reinforcing consideration for the outcome-oriented approach.
- Recommendation 10: To better consider the outcome-oriented approach, it requires work to define indicators that are more qualitative and centred on the actors and their practices and to determine "sources of verification" more demanding in terms of knowledge production. Baseline studies at the beginning of project implementation should - where possible and appropriate - be considered good practice and encouraged to better reflect qualitative aspects of target achievement.

Although it is not the responsibility of the EC to train potential implementing partners, EUDs, and NDICI programming units at HQ must increase their level of requirements in the selection of (follow-up) projects regarding the quality of projects and the related M&E systems designed.

1. Presentation of the evaluation

1.1. EVALUATION CONTEXT AND OBJECTIVES

In March 2022, the European Union Trust Fund in Response to the Syrian Crisis (hereafter EUTF) commissioned an outcome evaluation to inform on the relevance, effectiveness, and impact of the EU response to the crisis in the Southern Neighbourhood region, during the period 2014-2021, in line with the EC's political agenda for "a stronger Europe in the world".

The EUTF

The EUTF was established in 2014 to provide a coherent aid response to the needs of refugees from Syria in the neighbouring countries, internally displaced persons (IDPs) and host communities and their administrations, with a particular focus on resilience and early recovery.

The objective of EUTF is to reduce the pressure on countries hosting refugees by investing in six priority sectors, providing both refugees and host communities access to critical services. The EUTF priority sectors are Basic and Higher Education, WASH, Social Protection¹, Livelihood², and Health.

Focused primarily on *Lebanon* and *Jordan*, the Trust Fund has supported a wide range of countries including *Iraq*, *Turkey*³ and, to a lesser extent, *Egypt*, *the Western Balkans* and *Armenia*. To date, the Trust Fund has mobilized a total of EUR 2.38 billion, including voluntary contributions from 21 Member States, Turkey and the United Kingdom.

With the end of the EUTF mandate in December 2021, the EU response to the Syria refugee crisis is now being programmed under the new European Commission (EC) financial instrument, namely the Neighbourhood, Development and International Cooperation Instrument (NDICI), set up in the context of the Multiannual Financial Framework 2021-2027⁴.

The objectives and scope of the evaluation

The evaluation objectives consist of (1) assessing the outcomes achieved by EUTF-funded interventions, and (2) identifying lessons learned and possible gaps, including considerations on intervention modalities of partners, and taking into account local needs and national policies/plans on the response to the Syrian crisis, as well as the "nexus approach" where appropriate.

The nexus approach considers that humanitarian relief and development programmes are not serial processes, but all are needed simultaneously. This approach thus focuses on the work needed to coherently address people's vulnerability before, during, and after crises.

Lessons learned from this outcome evaluation should inform future programming processes planned as "Special Measures - Response to the Syrian Crisis", under the new EC financial instrument, namely the Neighbourhood Instrument, Development and International Cooperation (NDICI), set up as part of the Multiannual Financial Framework 2021-2027.

The scope of the evaluation is outlined in the Terms of Reference (ToRs) and has been refined in the inception phase. The geographic focus of the outcome evaluation of EUTF is on two priority countries –

¹ This outcome evaluation uses the term "social protection" in the same way it was used by the EUTF to assign projects to sectors of interventions. This means that "social protection" projects correspond to interventions designed to assist vulnerable and disadvantaged individuals and households in better managing economic shocks, and interventions aimed at offering women, children, and men in need of protection assistance a broad range of services ranging from psychological support, prevention of violence against children and gender-based violence and case management.

² This evaluation uses the term "livelihoods" in the same way it was used by the EUTF to assign projects to sectors of interventions. This means that "livelihoods" projects include projects whose ultimate purpose is increasing incomes through labour work. They include cash for work, projects promoting employability and support to micro small and medium enterprises.

³ The term "Turkey" will still be used in the report but this is not to ignore the new name of the state, Türkiye.

⁴ Council Regulation (EU, Euratom) 2020/2093 of 17 December 2020 laying down the multiannual financial framework for the years 2021 to 2027, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.LI.2020.433.01.0011.01.ENG&toc=OJ%3AL%3A2020%3A433I%3ATOC>

Lebanon and *Jordan* – where most efforts have been put in since 2014. References to EUTF actions in other countries, such as *Turkey* and *Iraq*, can also be found in this draft evaluation report.

The outcome evaluation also covers all EUTF sectors in line with the ‘EUTF Strategic Outcome Framework’ and the ‘Results Framework’ over the 2014 – 2021 period. The EUTF developed and adopted a dedicated EUTF Strategic Outcome Framework in 2021, (annex 1) in addition to a Result Framework in place since 2017. This Outcome Framework (OF) reflects the EUTF programming at the sector and country-level and provides an overview of the outcomes expected from the EUTF. The OF is built around three types of stakeholders or social actors and the respective levels of change:

1. Behavioural changes of refugees or host community members towards specific services that are provided to them.
2. Changes in intervention strategies of local organisations, providing services related to specific sectors.
3. Changes in national strategy, policy or regulation, promoted by national institutions.

The EUTF OF, including the relevant outcome statements and the quality progress indicators, were the guiding reference for the evaluation exercise, which mainly focused on the changes that have actually taken place rather than on the activities, and on the sectors.

1.2 METHODOLOGY AND APPROACH

Type of evaluation – outcome evaluation

The approach chosen to carry out the evaluation of EUTF is an outcome-based approach. The outcome can be defined as an observable and significant change performed by a stakeholder or a social actor, which has been influenced by an intervention. Outcome evaluation can be characterised by focusing on actors, as well as changes in behaviour and practice. It also aims to be systems thinking.

The outcome-based evaluation approach focuses on the contribution of the whole system of interactions between actors to all changes, anticipated and unanticipated. It also focuses on the reported behaviour of actors and apparent changes in attitude and practices. It recognizes that interactions between social actors evolve over time and that change in relationships is seen as an outcome.

Unlike conventional evaluations such as performance evaluation, outcome evaluation does not measure progress towards predetermined objectives or results, but rather first looks for evidence of what has changed ("results") and then, working backward, determines whether and how the interventions contributed to these changes among the main social actors. In this sense, outcome evaluation may seem very similar to impact evaluation, in approach, but differs significantly in methodology. While impact evaluations are typically designed around a counterfactual methodology to investigate cause and effect – developing an estimate of what would have happened in the absence of a programme or policy and comparing it to what really happened (the factual) – the outcome evaluation methodology is less complex and mainly investigates around actors identified by their intervention as potential agents of change.

The evaluation questions and the evaluation matrix

The ToRs do not define evaluation criteria, such as the DAC criteria traditionally used in the field of monitoring and evaluation. Instead, the ToRs proposes a total of eight Evaluation Questions (EQs) aimed to guide the evaluation exercise and around which the evaluation report is structured.

The EQs can be regrouped according to their very different nature. As shown in the table below, EQ 1 is an overarching question that is aimed to evidence the outcomes that fall under each EUTF priority sector. EQ2, EQ3, EQ4, EQ5, and EQ6 are questions that supplement and bolster EQ1 by looking at different analytical aspects of the outcomes, such as the determining factors, other types of outcomes

related to EU political priorities, divergence among priority sectors, and potential negative effects resulting from the outcomes.

EQ7 and EQ8 are recommendation-oriented questions. Consequently, the "recommendations" section of the report corresponds to the responses given to these two questions.

Core questions	More specific questions	Recommendation-oriented questions
EQ 1: What are the main outcomes (expected and unexpected) of the EUTF that can be identified when comparing it to the current Outcome Framework?	EQ 2: To what extent can EUTF outcomes be considered relevant to the EC political priorities 2021/24?	EQ 7: Given the outcomes achieved by EUTF and an often increasingly challenging external programme environment, what factors should be given greater consideration to enable broader impact and more sustainable solutions to the Syrian refugee crisis?
	EQ 3: What key factors (positive and negative) have influenced the achievement of EUTF outcomes?	
	EQ 4: Are there any resulting negative effects that can be identified from analysing the EUTF outcomes?	
	EQ 5: Is there any significant divergence between priority sectors in terms of emergence of EUTF outcomes? Which sectors have been particularly successful in achieving EUTF outcomes?	EQ 8: Based on the experience made by the EUTF, how can outcome orientation and results measurement be further strengthened and improved in future EU support mechanisms?
	EQ 6: To what extent are the outcomes of EUTF likely to continue to have an impact on target groups after the end of implementation?	

In order to answer the EQs, an evaluation matrix was designed during the inception phase of the evaluation. It proposes one or more judgment criteria (JC) as well as one or more indicators for each evaluation question. JCs are formulated as desirable statements that meet the EQ, and indicators should measure the veracity of statements. The indicators are the starting point for collection of data from primary and secondary sources. The JCs analyse all their associated indicators and provide a composite finding for use in answering the EQ.

The set of JCs and indicators for EQs 1 and 3 are broken down by EUTF priority sectors to reflect the specific logic and context of each. They also reflect planned outcomes relating to the Strategic Outcome Framework with a reference to each level of expected changes, e.g., the community level, the service providers level, and the policy level. Nevertheless, unplanned outcomes that can emerge in each priority sector are also considered by a dedicated JC.

The JCs and indicators for the rest of the questions apply equally to all sectors.

Data collection and analysis

The methodology of the data collection and analysis was designed during the inception phase. During the evaluation, including the desk and the verification phases, the evaluation team collected data from both primary and secondary sources, using a variety of data collection techniques. A triangulation

method for the collection and analysis of primary and secondary data was used to respond optimally to the evaluation questions⁵.

The main primary sources for this evaluation were individuals representing the stakeholders involved in the implementation of the EUTF interventions across all priority sectors, as well as third-party stakeholders who were not directly involved in the EUTF but were considered key actors of the priority sectors⁶. While a survey was conducted with the main implementing partners (IPs) (list in appendix) using an online questionnaire supplemented by follow-up interviews, semi-structured individual interviews were the main method of collecting data from primary sources.

The secondary sources are the documentation that the evaluation team used for the data analysis (Annex 2 – List of documents reviewed).

The data collection strategy (Annex 6 – Overview of the data collection techniques) consisted of gradually taking into account the different target groups in the evaluation scope, starting with the actors who are directly associated with EUTF, such as the EU Operational Managers (OM) and the implementing partners (Annexe 3 – List of implementing partners; and Annex 4 – List of OMs), then gradually considering other types of actors, such as the IPs' partners, and finally the key third party stakeholders of each sector, such as the local actors and the service providers as well as the national institutions. While some of these actors may have been supported by EUTF, they also brought knowledge of current practices and policies in force in their sector of intervention.

The data collection and analysis method occurred in an iterative process that unfolded in two phases: the desk phase and the verification phase⁷ (Annex 5 – List of interviewees during the verification phase).

Challenges

During the desk phase, the evaluation team was challenged by the initial limited availability of the IPs who were requested to respond to the online survey questionnaires and to have follow-up interviews with the evaluation team member. In both cases, the facilitation of the EU OMs was crucial to implement these activities. Also, the delays in implementing the online questionnaire resulted in an agreement with the EU upon a no-cost extension of the desk phase.

As regards documentation, no specific issue is to be reported regarding their availability. Strategic evaluations at the sector level and EUTF portfolio evaluations were the most informative documents as regards outcomes, compared to Quarterly Information Note (QIN) reports and Results Oriented Monitoring (ROM) reports, which rather inform on outputs.

Despite the limited reported documentary evidence on behaviour change outcomes (see section 2: Response to Evaluation Questions - EQ1), the verification phase gave the opportunity to gather and consolidate findings about behaviour change.

The verification phase generally took place under very good conditions, in particular thanks to the availability and facilitation of the OMs and EU staff in the delegations. In *Lebanon*, however, the change of Director General within the Ministry of Social Affairs led to a deadlock in the relationship with the European Union Delegations (EUDs). The meetings planned with this ministry and with the social development centres under its supervision could not be carried out. Nevertheless, the evaluation was able to draw on the first findings of the Third-Party Monitoring mission, commissioned by the EUD to examine the results and outcomes of several EUTF-funded projects related to supporting Social Development Centres.

⁵ Triangulation was done by cross-validating and deepening data from primary and secondary sources.

⁶ See in annexes the list of EU staff, implementing partners and organisations interviewed during the field trips to Lebanon and Jordan.

⁷ See Annex 6 for the details of the data collection and the analytical methods applied in this evaluation.

1.3. STRUCTURE OF THE REPORT

The evaluation report is mainly structured around the responses given to the various evaluation questions.

The first part will deal with the processing of questions EQ1 to EQ6, which essentially relate to the analysis of outcomes by priority sector.

Then comes a conclusion section structured by evaluation question and aimed at presenting an overall analysis of the outcomes of the EUTF, beyond the specificities of each priority sector.

The recommendations section corresponds to the responses to EQ7 and EQ8, providing proposals to guide the programming of future Syrian crisis EU responses while considering the specificities of each priority sector.

Finally, the lessons learned section will complement the recommendations by advancing cross-sectoral elements that could be mainstreamed in future programmes, provide a comparative analysis of IPs regarding their relative added-values, and present two case studies – In *Lebanon* and *Jordan* - giving a concrete example of how and to what extent the EUTF activities have led to outcomes.

2. Responses to Evaluation Questions

EQ1: What are the main Outcomes (expected and unexpected) of the EUTF that can be identified when comparing it to the current Outcome Framework?

EQ1 is the overall evaluation question that looks to understand what sort of outcomes the EUTF support in its entirety achieved. These include expected outcomes that correspond with those in the EUTF Strategic Outcome Framework (OF) or with the programming documents of supported projects and unexpected outcomes, which have emerged thanks to EUTF support, but which haven't been specified in logframes or the OF. Most of the outcomes evidenced by this evaluation are expected outcomes as unexpected outcomes have been more difficult to capture.

EQ1 Summary Box

The EUTF Outcome Evaluation has identified a range of expected and unexpected outcomes resulting from EUTF interventions. Some outcomes align with the EUTF Results Framework, including access to services and enhanced local capacities, but are akin to a certain extent to outputs. Others are rather in line with the Strategic Outcome Framework and relate to community behaviour change and policy change.

- The evaluation found that access to quality services has increased across all priority sectors, and the performance rate regarding service provision is high for all sectors except for the WASH sector.
- Tangible outcomes related to behaviour changes of refugees and host communities toward services are that Syrian refugee families and vulnerable members of hosting communities are more likely to use services in all sectors. These communities target groups have developed new skills, are more informed about available services and have built trust toward services.
- Local capacities have developed across all priority sectors, including enhanced Basic Education teachers' skills, network building among Higher Education institutions and with alumni, enhanced management skills of the water establishment, enhanced knowledge of social workers, or better response capacity to COVID-19 through trained health staff and enhanced health facilities.

- At the policy level, new national strategies and plans have been defined and adopted across several sectors (education, WASH, social protection), and the enforcement of existent policies has been supported. Supported advocacy initiatives also contributed to influencing the policy agenda and passing new laws, especially on the protection sector.

The outcome framework defined three types of change that were reflected in the evaluation matrix: change in behaviours and attitudes of beneficiaries, in capacities and strategies of service providers, and in national public policies. Each of these changes corresponds to a specific evaluation judgment criterion at the level of each EUTF priority sector. A more general outcome and judgment criterion related to access to quality service is added, which corresponds to one of the components of the EUTF Results Framework.

1) Access to service

This EUTF Outcome Evaluation confirms that access to quality services has increased across all priority sectors. The EUTF results reports document the evolution and progress made in this area⁸.

Table 1 – EUTF outputs related to access to service

	Total of beneficiaries		
	Targeted value	Current Value	%
Social Protection	483.654	574.264	>100%
Livelihood	1.146.913	1.122.910	98%
Basic Education	817.021	824.140	>100%
Higher Education	7.628	8.301	>100%
WASH	1.797.118	312.353	17%
Health	4.800.542	6.700.961	>100%

Source: Tenth EUTF Result Report

In general, the achievement level in service access is positive for the majority of sectors, the ratios being superior to 100%, i.e., beyond the expected targets, or almost 100% (livelihood). The WASH sector is the only exception, with a meagre outcome achievement rate of 17%, partly explained by the delays in the construction and rehabilitation of infrastructure impacting the population's access to water. These difficulties were less evident in *Iraq* than in *Lebanon* and *Jordan* (see EQ5). The targets are expected to be achieved by the end of the programme.

While these values demonstrate the achievement of outputs based on the activities implemented by the implementing partners, other documentation, including ROM reports and evaluation reports, point out the difficulty of determining to what extent outputs have translated into outcomes⁹. The desk phase found mixed evidence of the capacities of MEL systems of projects to properly track changes at the outcome level due to inappropriate indicators and projects designed around outputs. This finding applies to all the priority sectors except the health sector, within which the outcome approach is better adopted in the projects' design.

In the WASH sector, access to water is mainly considered from the supply point of view, and the infrastructure and rehabilitation work carried out, and not on the actual water use by the populations.

⁸ A comparative analysis by country and sectors is given for the EQ 5.

⁹ The evidence substantiating this finding is to be found in the sector-related matrices in the Annex 5.

The EUD to **Lebanon** commissioned a strategic evaluation of all the interventions carried out in the sector, including those of EUTF, and made it possible to identify specific outcomes in terms of access to water:

- Subscriptions have increased by 26% in the period from 2012 to 2020. The payment rate increased from 28% to 32% in the same period. The report says that “it is unclear however if these increases are due to EU interventions who have not systematically supported this”.
- Service hours have increased from 2 hours (h)/day (d) on average to 9 h/d on average. “As EU interventions were by large the most frequent interventions in this geographical area, this increase is certainly due to actions under the EU programme.”

These encouraging outcomes identified in the EU strategic evaluation of the WASH sector in **Lebanon** contrast with the meagre outcome listed in the EUTF Results Reports. This is explained by the fact that the strategic evaluation covers all EU interventions in the sector, including those supported by EUTF. Moreover, the evaluation indicates that it is sometimes difficult to establish a causal link between these interventions and the recorded changes in the sector.

In **Jordan**, EUTF interventions in the WASH sector are more diverse than in **Lebanon**, being either multisectoral with a small component on access to water or focusing on solid waste management (SWM). In the first case of the multisector project, the evaluation found that targeted household beneficiaries have been connected to the water network. In the second case of SWM project, still ongoing, the outcome identified by the evaluation corresponds to the project’s contribution to a strengthened labour-intensive and environmentally friendly collection of waste and processing of recyclables and organic waste in refugee camps and host communities. The project is characterized by a noticeable high standard of services in the beneficiary municipalities, and very good recycling rates in the camps (see case study n°2 – page 58).

In the **social protection sector**, the EUTF has provided cash assistance and social assistance to Syrian refugees and vulnerable members of hosting communities through a variety of means: In all the priority countries, cash support has been a critical modality, which was matched with social assistance services provided through different referral systems. Although both hosting communities and refugees were part of the target group since the beginning of the EUTF, initially the EUTF funded more humanitarian interventions, which naturally involved more Syrian refugees. The percentage of host community members receiving cash assistance has strongly increased during the EUTF life as clearly shown by comparing in time results reports.

The main expected outcomes found by this evaluation is that cash support component mitigated the long-term impact of the protracted refugee crisis and the deepening economic crisis on the most vulnerable. It also has immediate effects that meet the urgent needs of beneficiaries in terms of access to food and housing. These outcomes are associated with additional findings that limit the scope of the outcomes:

- The amounts of multi-purpose cash support for protection for Syrian refugees and for extremely poor and vulnerable members of host communities are not always considered sufficient to meet the basic needs of the target population.
- The basic needs of a large part of Syrian refugees (living below the survival minimum expenditure basket) in **Lebanon** and in **Jordan** are not met due to funding limitations. Despite additional funding provided for social protection (SP) in **Lebanon** indicators measuring well-being for Syrian and Lebanese point to a worsening of well-being conditions for both target groups, which was caused by the compounding effect of multiple shocks.

- While referral systems work properly when complementary services are provided within the same project, referring across services provided by different IPs was not always effective because each IP was reported to view their mandate independently.

The social protection sector also covers interventions on the provision of multi-faceted assistance in the framework of the fight against gender-based violence and child abuse. Syrian refugees and vulnerable host populations have had increased access to a wide range of services like cash support, psychological support, gender-based violence and child protection, case management, and the use of referral systems to complementary programmes and services. The evaluation noted that the availability of services provided by the EUTF-supported projects and the grantee partners, as well as the referral mechanisms, partly depend on the specific context of each country and the legal and institutional framework related to protection, already in place before the EUTF started.

Increased access to social protection services led to expected outcomes, such as the increased confidence and a sense of empowerment among beneficiaries. The scope of these outcomes is more limited in **Lebanon** where the difficult economic condition the country is experiencing is causing increasing anxiety among Syrian refugees and vulnerable members of hosting communities.

In the **livelihood sector**, beneficiary groups have had increased access to life skills and vocational training, often coupled with career counselling and/or direct employment activities through job placement and the creation of, or support for the creation of MSMEs (Micro, small and medium enterprises). Increased access to livelihood services led to expected outcomes, such as improved skills and qualifications of target groups.

With a few exceptions, achievements in terms of long-term employment are more limited, with some projects having created a high number of full-time jobs and others less¹⁰.

An unexpected outcome is that self-employment track is a preferred strategy of women, while it was promoted without a gender lens. Women considered it as more suitable to flexible working time, and safer as harassment over women can occur in workplace with men.

Short-term improved livelihoods opportunities were provided for both Syrian refugees and hosting communities' members through cash-for-work (CfW) schemes and in some cases by an allowance to beneficiaries for their participation in trainings or in apprenticeships and to cover transport costs. In this way, CfW projects promoted a conditional cash-transfer approach to livelihoods (whereby cash is provided upon the condition that beneficiaries take part in works or training programmes). The main expected outcome related to CfW is that a very high number of beneficiaries increased their income. CfW have become a crucial tool in the Syrian response and continues to be important in the current economic crisis in all countries, especially in **Lebanon**, where the current economic crisis limits the impact of more long-term economic job creation opportunities.

Nevertheless, the evaluation identified additional findings that limit the scope of these outcomes: the increase in income is limited to the period of CfW engagement, and the inclusion of women in CfW has proved particularly challenging since CfW tend to be used for interventions with a predominant male workforce.

In the **health sector**, targeted groups have had access to and use services of health facilities, which offer a wider range of better-quality services.

- The beneficiaries increasingly use services of primary health facilities which, besides consultations with a doctor, offer free access to vaccinations and some reproductive health services such as antenatal and post-natal care, and family planning. The other care is affordable.

¹⁰ See responses to EQ3 about the positive and negative factors to outcomes.

- Whereas healthcare costs are not pooled or subsidized in **Jordan**, EUTF interventions in **Lebanon** have reduced the patient's fee share. (See case study n°1 – page 57)
- In **Iraq and Jordan**, the planned immediate outcomes in improved access and quality of secondary and tertiary healthcare services were achieved as targeted hospitals benefitted from rehabilitated infrastructure and equipment.

While the **basic and higher education sectors** have reported an overall good performance in achieving “access” to education, serious challenges are observed in most countries, regarding “retention”, “quality education” and “learning performance”. Also, transfer from non-formal education (NFE) to formal education has been identified as one of the main bottlenecks.

Very limited internal data (from IPs and line ministries) are available on school retention, quality of education, and performance due to limited monitoring capacities and obstacles in data-sharing. However, some reports (World Bank among others) show a drastic decrease in quality education standards, learning performance and an increase of out-of-school children and school drops out due to a variety of reasons, including COVID-19 and the rampant economic crisis, especially in **Lebanon**, but also in **Jordan**.

In line with this, the evaluation has noted lower numbers of graduate from secondary education, interlinked with increased numbers of school drops-out in connection with the impact of COVID-19 and the economic crisis, leading to a decrease, in the case of **Lebanon**, on the number of applicants of Syrian origin to university degree scholarships (noted by implementing partners of EUTF higher education), as a proxy indicator. In **Jordan** the demand remains very high.

Specific measures were introduced in 2022 in **Lebanon** to mitigate the decrease of quality and retention during COVID-19 (increased homework support in public schools and summer schools). In **Jordan**, according to the interview with the line ministry during the verification phase, remedial education to compensate the educational gaps during COVID-19 is one of the main priorities.

Considerable transfer of children from private to public education leads to greater pressure on public schools. This has been detected in both **Lebanon** and **Jordan**; as there are more and more children from the host communities enrolled in public schools, they often do not fit in the morning shifts, so they have to enrol in some cases in the afternoon shift dedicated to Syrians refugees. In **Jordan**, the Ministry of Education (MoE) has designed a plan to build around 100 schools annually in the coming 10 years with the support of international donors, including the EU.

2) Behaviour change

Table 2 - Overview of outcomes related to behaviour changes

Sector	Potential behavioural outcomes observed	Hindering factors noted
Social protection	<ul style="list-style-type: none"> • Syrian refugee families more likely to use social protection services. • Both Syrian refugees and members of host communities have increased awareness of services provided by service providers (SP). Increase in awareness of SP services is higher among Syrian refugees than for members of host communities. 	<ul style="list-style-type: none"> • Beneficiaries’ behaviour changes not consistently measured.

<i>Sector</i>	<i>Potential behavioural outcomes observed</i>	<i>Hindering factors noted</i>
	<ul style="list-style-type: none"> • Positive reputation of SDCs and Women centres. • Increased self-esteem, well-being and use of coping techniques. • Behavioural skills to improve communication with children and manage negative emotions. • Deconstructed cultural stereotypes between communities. 	
Livelihood	<ul style="list-style-type: none"> • Improvement of skills and information on job opportunities. 	<ul style="list-style-type: none"> • Beneficiaries' behaviour changes not always measured yet. • Market regulations restrictive to refugees. • Persistent reluctance of refugees toward the formal job market.
Basic Education	<ul style="list-style-type: none"> • Syrian refugee families more likely to enrol children into formal education. 	<ul style="list-style-type: none"> • Beneficiaries' behaviour changes not been measured yet.
Higher Education	<ul style="list-style-type: none"> • Syrian refugee youth more likely to enrol into higher education institutions. • Better information of existing funding opportunities. 	<ul style="list-style-type: none"> • Beneficiaries' behaviour changes not been measured yet.
WASH	<ul style="list-style-type: none"> • Strengthened trust relationship between operators and users/beneficiaries until 2020, resulting in increasing number of subscribers. 	<ul style="list-style-type: none"> • Decreasing capacity of WE in service provision due to economic and energy crises.
Health	<ul style="list-style-type: none"> • Improvement availability of information on healthcare services available. • Increased trust relationship with primary healthcare providers. • Increased use of primary healthcare services (partially unexpected). 	<ul style="list-style-type: none"> • Beneficiaries' behaviour changes not been measured yet.

In the **Education sector**, a change has been noted in recent years, and due to the efforts within the formal and non-formal education programmes, in the behaviour and attitude of target beneficiaries: Syrian refugee families have become more prone to enrol children into formal education, rather than sending them to NFE learning centres, as it was the case in the first years of EUTF programmes. This

change is reflected in the increased numbers of enrolment and retention over the last years, mainly attributed to the positive outcome of community support activities, and information campaigns for refugees. However, the negative impact of COVID-19 and the current economic crisis (especially in **Lebanon**) is leading to increased numbers of school drops out, beyond the interventions control.

The Syrian refugees' attitudes, perceptions, and behaviours have also positively changed since the beginning of the EUTF implementation regarding enrolment and retention of youth in **Higher/ Technical Education** in all partner countries. The target groups of EUTF Higher Education interventions are well aware of the existing funding opportunities to enrol in BA, MA, and vocational training courses through the extensive outreach conducted in all partner countries. In addition, technical support and advice on registration procedures in some HE institutions in **Lebanon** and **Turkey** have been provided by some IPs to assist with eventual administrative obstacles that students might face (e.g., accreditation, etc.).

- Some IPs in **Lebanon** have pointed to a growing interest of Syrian refugees on vocational training vis-à-vis higher education (BA, MA). Due to the rampant economic crisis and the low prospects of employment, many potential applicants to BA/ MA degrees prefer to enrol in shorter training courses to obtain a faster return and employability in either the host countries or abroad.
- In **Jordan**, a slightly increasing interest of both Syrian and Jordanian students in some specific short vocational training (i.e., coding) has been noted due to the high demand in the labour market, although the number of Syrian applicants to BA and MA degrees within the scholarship programmes remains relatively high.

Concerning the WASH sector, the Syrian refugees' attitudes, perceptions, and behaviours are deemed to have positively changed in the period from 2014 to 2021 toward WASH services in response to the numerous outreach activities and the community-based mechanisms strengthening the trust relationship between operators and users/beneficiaries.

The level of implementation of these activities varies greatly among the supported projects: In 4 of the 7 projects selected in the evaluation portfolio, the IPs have successfully carried out actions to raise awareness, consult the communities, and set up mechanisms to improve the relationship between operators and users. In 3 projects, these planned activities could not be implemented due to delays caused by the COVID-19 pandemic or the infrastructure activities.

The number of subscribers remains an essential indicator testifying to the positive evolution of user behaviour and the improvement of the relationship with service providers, which has significant effects on the financial balance of the WE. While progress was made in **Lebanon** throughout 2018 and 2019 as a result of the projects supported by the EU Trust Fund, the number of subscribers has dropped drastically and the number of non-payers has increased since the beginning of the multi-faceted crisis in 2020. The crisis affected demand with a considerable drop in purchasing power, but also supply with a decreasing capacity of WEs to supply water, partially due to the electricity crisis.

As regards **the social protection sector**, the Syrian refugees' attitudes, perceptions, and behaviours have over time, positively changed toward the available services. The level of reluctance among refugees at the beginning of EUTF were due to social and cultural aspects and to a lack of information. Projects implemented a wide range of strategies to inform potential beneficiaries about social protection services, developing information campaigns and mechanisms based on a door-to-door approach, WhatsApp group, or in-centre awareness raising activities. When interviewed, UN Women highlights the positive reputation of the women centres they operate and the fact it is well-established among the communities.

Beneficiaries' behaviour change is not consistently and systematically measured. UN Women¹¹ is planning to launch in 2023 a gender sensitivity study. In other projects, the following outcomes were identified:

¹¹ "Strengthening the Resilience of Syrian Women and Girls and Host Communities in Iraq, Jordan and Turkey".

- Increase in terms of self-esteem, well-being and the use of coping techniques (European Feminist Initiative).
- The social cohesion components of EUTF-supported projects contributed, on the one hand, to increasing trust among and within communities by deconstructing taboos¹² and by adopting inclusive approach in service provision at the local level¹³, and, on the other hand, to empowering Syrian and Lebanese female adults with new behavioural skills to improve communication with their children, reflecting upon and better managing their emotions. Syrian and Lebanese children were also empowered with similar skills to better manage the negative emotional effects of bullying.

There are differences in awareness among refugees and members of hosting communities on opportunities offered by social protection services. While both target groups have increased awareness, a WFP survey in **Lebanon** revealed that increase in awareness on social protection programme was lower for Lebanese. According to non-governmental organisations (NGOs), overall, a large part of Lebanese remains unaware of social protection initiatives, differences among them and the reasons why their applications might not have been assessed or successful.

In the **livelihood sector**, refugees and hosting community members have improved technical and soft skills and information on job opportunities that in principle can help them to find an employment or to establish a business. However, in the context of a high unemployment rate, vocational training per se does not necessarily increase employment opportunities (e.g., Vet4All project in **Lebanon**: seven trained obtained a job with a minimum 3-month employment out of 697 trainees). Increase in skills led to higher increase in employment where strategic partnerships were developed with private companies.

The sectors where refugees can work are limited by labour market regulations in **Jordan** and in **Lebanon**. This has consequently limited the set of training courses provided to refugees. However, many interviewed stakeholders reported that refugees and members of host communities are sometimes less interested in employments in the formal market by fear of losing their cash assistance refugee status or and their chances to be resettled in another country (for refugees).

In the **health sector**, EUTF interventions have effected changes in behaviour and perceptions among the target groups, especially when it comes to seeking treatments in **primary healthcare facilities**:

- The beneficiaries use primary health care services increasingly.
- The beneficiaries are more aware that the services of the Primary Health Care Centre (PHCC) are affordable (in particular in **Lebanon**) and that medication is free of charge.
- People perceive PHCCs as trustworthy, with qualified medical staff.
- People report improvements in their day-to-day lives and improved knowledge of mental health topics.

There is a notable difference between **Lebanon** and **Jordan** in terms of refugees' awareness on conditions of access to health care services: In **Lebanon** EUTF projects are active at healthcare service providers level, while in **Jordan** the focus has been on higher governance/policy level and only recently extended to some public health service providers.

Demand for primary health care is increasing, which is an expected outcome as it results from the continuous EUTF supports action to increase the quality of PHCCs' services. The extent of the outcome is partially unexpected as the increasing demand in **Lebanon** is also due to the crisis, and the impoverishment of the Lebanese population in search for more affordable and accessible medical care that can be found at the supported primary healthcare centres.

¹² Youth Resolve project: World vision, CAFOD, Caritas Lebanon, Generations for Peace, Islamic Relief, Questscope.

¹³ Qudra project: GIZ, Enabel, AECID.

3) Enhanced capacities

The EUTF Outcome Evaluation found that local capacities have developed across all priority sectors, with the exception of WASH¹⁴. In the first period of the EUTF, funded WASH projects rather concentrated on infrastructure and rehabilitation. The capacity development component started being integrated in projects from 2018.

Table 3 – EUTF Outputs related to enhanced capacities

	Total number of key professionals trained in partner countries delivering services		
	Target value	Current value	%
Social protection	9.050	12.878	>100%
Livelihood	N/A	N/A	N/A
Basic Education	22.811	22.571	99%
Higher Education	N/A	N/A	N/A
WASH	12.411	9.058	73%
Health	16.614	25.442	>100%

Source: 10th EUTF Results Report

While the above values demonstrate the achievement of outputs based on the activities implemented by the implementing partners, other documentation, including ROM reports and evaluation reports, provides more outcome-related information highlighting the changes in the practices of services providers targeted by capacity development activities. These findings were verified and deepened during the verification phase and the field trips to **Lebanon** and **Jordan**. The main observations are made in the table below.

Table 4 - Overview of outcomes related to enhanced capacities

Sector	Potential capacity development outcomes observed	Hindering factors noted
Basic Education	<ul style="list-style-type: none"> Construction of new schools and/ or enhancement of school infrastructure. Recruitment of additional educational staff. Enhancement of teachers training. 	<ul style="list-style-type: none"> Protracted delays to complete construction.
Higher Education	<ul style="list-style-type: none"> Higher education institutions' regional network building. Strengthening of alumni organisations. 	<ul style="list-style-type: none"> Capacity development to HE institutions is not a priority.
WASH	<ul style="list-style-type: none"> The Water Establishments are equipped with decision-making tools, such as water quality monitoring plans. 	<ul style="list-style-type: none"> Lack of synergies with policy reform. Financial fragility of the water establishment.

¹⁴ A comparative analysis by country and sectors is given for the EQ 5.

<i>Sector</i>	<i>Potential capacity development outcomes observed</i>	<i>Hindering factors noted</i>
	<ul style="list-style-type: none"> The Water Establishments have the technical know-how to manage the water supply systems. 	<ul style="list-style-type: none"> Working conditions not conducive for human resources stability.
Social Protection	<ul style="list-style-type: none"> Enhanced knowledge of social workers and other civil servants about child protection and gender-based violence. New guidelines designed at the Ministry level. 	<ul style="list-style-type: none"> Lack of evidence available about changes in the service providers' practices and the application of ministerial guidelines. Social workers are underpaid and demotivated. Politization of the sector (political exploitation / manipulation).
Livelihood	<ul style="list-style-type: none"> Development of partnership with the private sectors. Developed new competency-based curricula by the Technical and Vocational Education and Training (TVET) public institutions. 	<ul style="list-style-type: none"> Economic downturn and lack of long-term employment opportunities. Legal restriction to access the job market for refugees.
Health	<ul style="list-style-type: none"> Long-term primary healthcare subsidisation protocol in Lebanon. Rehabilitated infrastructure and equipment for the secondary and tertiary healthcare providers in Jordan. Better response capacity to COVID-19. 	<ul style="list-style-type: none"> Need for improved vertical coordination capacity of the Ministry of Health (MoH) in Jordan.

In the basic education sector, and despite challenges faced regarding infrastructure and administrative bottlenecks, schools and other local education providers have been reported to develop their capacities and change their practices to provide refugee and host communities with greater access to education through (a) construction of new schools and/ or enhancement of school infrastructure; (b) recruitment of additional educational staff; (c) enhancement of teachers training. The following expected outcomes were identified:

- Teacher's training has shown to be relevant and conducive to improve the quality of education in the classrooms in the partner countries. In **Jordan**, Syrian Assistant Teachers (hired as incentive-based volunteers) have also received relevant training.
- EUTF is supporting public schools' infrastructure enhancement by equipping and refurbishing existing premises and constructing new schools in the partner countries. However, there are protracted delays. Out of 690 public schools targeted in the intervention, only 417 (60%) have completed construction, refurbishment and equipment works (results reporting, cut-off date September 2021).

- School rehabilitation is having a rapid impact on local communities in both **Lebanon** and **Jordan**. Host communities appear to be prouder of their local public schools subsequent to rehabilitation in both countries.

No unexpected outcomes could be identified, but new needs emerged. The construction of new schools is extremely urgent currently in **Jordan**, where apart from the demographic pressure on schools by the refugee communities, in 2022 approximately 250,000 students (local Jordanian) have moved from private to public schools due to the economic crisis, resulting in a drastic overloading of school premises. To address the problem, the Ministry of Education is currently working on building 100 schools per year for the next 10 years (JC 3.1.1). However, according to interviewed staff in line ministries, financial allocation of budget for maintenance of schools is going to be challenging. They currently rely on donor support.

Regarding the **Higher Education** sector¹⁵, limited capacity development of HE service providers has been noted in EUTF funded projects, where most efforts have been put on supporting Syrian refugees and host communities with scholarships to attend higher and technical education. However, some expected outcomes could be identified:

- Partnership with universities have been strengthened in **Lebanon, Jordan** and **Turkey** to support EUTF Higher Education sector interventions despite some initial hesitations at the beginning of the EUTF.
- The EU Regional Network of Alumni and Young Professionals was identified as the main participation and coordination mechanism for the higher education sector in the region, comprising representatives (students, graduates) from the HOPES, EDU-SYRIA, DAFI and SPARK programmes from **Egypt, Iraq, Jordan, Lebanon** and **Turkey**. Some interviewed stakeholders stated that national alumni networks might be more effective and relevant in the future rather than large regional platforms.

In the **WASH sector**, while table 3 (page 13) indicates that the reached target related to local enhanced capacities remains lower than the planned target, there has been an increase in training provided by EUTF to target groups. This is mainly due to significant efforts made in **Lebanon** to develop the Water Establishments' capacities. The Water Establishments have been equipped with decision-making tools, and water quality monitoring plans have been designed. The Water Establishments have the technical know-how to manage the water supply systems with all their components: wells, pumping stations, reservoirs, main conveyors, distribution networks, water meters bulk water, and in some Water Establishments, water meter consumers. Nevertheless, the effects of these results have been questioned insofar as these establishments cannot function properly and are in a situation of bankruptcy since 2020. Two factors are involved: (i) During the economic crisis, many qualified staff left in pursuit of better salaries. (ii) Capacity building and reform did not take place in synergy and capacity building has therefore not been very effective.

In the **Social Protection sector**, different strategies were devised to support local institutions in improving strategies and methods of interventions:

- Women-only centres were established in **Jordan, Iraq** and **Turkey**, and are run by UN Women¹⁶ to provide a mix of livelihoods and protection services to vulnerable women. While the partnership with the relevant ministry in **Jordan** was strong enough to ensure a continued operation in at least one of the centres after the project end this was not the case in **Turkey** and in **Iraq**.
- Social Development Centres (SDCs) were also supported with the collaboration of selected civil society organisations that operated within SDCs on Child Protection (CP) and Gender-based

¹⁵ Note that supported projects in this sector do not have a capacity development component reported to the EUTF Results Report.

¹⁶ T04.72 - Strengthening the Resilience of Syrian Women and Girls and Host Communities in Iraq, Jordan and Turkey.

violence (GBV)¹⁷. CP and GBV Case Management Systems are in place and the consolidated relationship between the SDCs and specialised INGOs operating in the same region is increasingly strained.

- SDCs in **Lebanon** have been supported (UNICEF¹⁸ and GIZ/EF¹⁹) to improve their performance and strategies of service delivery in the area of CP and GBV by promoting a so called “self-implementation modality” as opposed to civil society organisations (CSOs) running activities on the premises of SDCs. Nevertheless, this approach could not be effectively implemented as it faced several administrative bottlenecks, but social workers have been trained on CP and GBV, and other social protection methods. EUTF-funded projects implemented by INGOs in **Lebanon** have also developed action plans to improve capacities of SDCs but they did not give results since they were not endorsed by the Ministry of Social Affairs (MoSA).
- Capacities of frontline civil servants (policemen, health workers, midwives, psychologists, social workers, legal personnel) working with survivors of GBV have improved through trainings and guidelines and standards of operation in **Lebanon, Jordan and in Iraq**.

Ministries’ capacities were strengthened in **Lebanon** where a project promoted the establishment of a national observatory on gender under the Office of Minister of State for Women’s Affairs (OMSWA)²⁰. Technical assistance was provided to the MoSA and SDCs to improve their performance through a new registry for case management²¹. The vulnerability assessment system has significantly improved. The development of the MoSA data management system is not yet functional and the system developed by UNICEF cannot be handed over to the MoSA. New e-networking project recently supported²² should bridge the gap.

Capacity-building activities based on training were also provided to Jordanian institutions. Application of new methods deriving from the training could not be evidenced.

As regards **the livelihood sector**, local institutions and service providers have changed their strategies and methods of intervention with enhanced capacities, enabling refugees and host communities to improve livelihood opportunities. The following expected outcomes were identified:

- The promotion of self-employment and the development of strategic partnerships were effective strategies for employment creation. A widespread use of labour market assessment studies was also important to increase chances for training participants to find a job after a training.
- Changes occurred for some institutions, namely the Ministry of Agriculture (MoA) in **Lebanon** and the Provincial Directorate of Agriculture and Forestry (PDoAF) in **Turkey**, which have developed new vocational training strategies to match the job market demand better.
- IP reported to have strongly improved capacities where specific capacity development components were budgeted for (RDPP). This included development of gender strategy and anti-harassment strategy, SOP for many different processes, security strategy, whistle-blower strategy, digitalisation of payment management system.
- Technical and Vocational Education and Training (TVET) public schools in **Lebanon** have radically improved trainings by offering competency-based curricula (before the project curricula were mainly content based), involvement of third-party assessment (assessors are selected by private

¹⁷ T04.130 - "Strengthening access to protection, participation and services for women refugees, IDPs and host communities » - EFI, BDC, Tamkeen.

¹⁸ T04.189 - "Advancing Child Protection and Gender-Based Violence system strengthening”.

¹⁹ T04.200 - QUDRA 2: “Resilience for refugees, IDPs, returnees and host communities in response to the protracted Syrian and Iraqi crises”.

²⁰ T04.130 - "Strengthening access to protection, participation and services for women refugees, IDPs and host communities » - EFI, BDC, Tamkeen.

²¹ T04.189 - "Advancing Child Protection and Gender-Based Violence system strengthening " – UNICEF.

²² T04.253 - “Integrated Social Services Provision to Lebanese and Syrian Refugees communities in Lebanon” (ISOSEP) – AICS.

sectors), establishment of advisory boards, developed four new curricula (carpentry, PV installation, construction, dairy products).

A shortcoming in the expected outcome is that the Municipalities often lack the knowledge and readiness to play the role of leading CfW project.

The graduation approach²³ in the livelihood sector is usually pursued through cash assistance mechanisms, supporting target beneficiaries dependent on social assistance programmes to exit this type of funding and transition to durable economic opportunities. Where it has been implemented in *Jordan* (ILO/ UNICEF/ UNHCR²⁴) and *Lebanon* (Save the Children²⁵), it consists of several stages including profiling, skills development, job placement or self-employment support, and a graduation assessment.

- In *Jordan*, limited coordination among UN agencies, lack of context specific elements, and a flawed design caused lack of tangible results (substantial aspects of the project are currently being restructured).
- In *Lebanon* a pilot graduation programme is implemented by Save the Children with 1850 households (HH) (1300 HH are still retained the rest dropped). Graduation is measured through capacity to meet basic needs. The programme is delivered as per plan, but it is still too early to capture outcomes.

In **the health sector**, the projects improved and, to an extent, customised health care providers' capacity to match well the identified needs, both in *Lebanon* and *Jordan*:

- In *Lebanon* EUTF projects influenced a change of primary health service modality: a long-term primary healthcare subsidization protocol (LPSP) was developed - a comprehensive fee-based health services protocols package. This was done in close collaboration with the MoPH. Vertical coordination works well in *Lebanon* and the Ministry of Public Health (MoPH) has a full mandate to coordinate all health actors, including private.
- In *Jordan*, the real change at the level of local service providers can be seen only for the completed infrastructure project. There is a need for more vertical coordination in the Jordanian health sector, as the MoH has no real mandate to manage or oversee all service providers. There are signs of positive change in this area and an increase in the MoH's coordination capacity.

The adjustments of the health projects suitably included COVID-19 response, with an additional budget, which had positive effects on Personal Protective Equipment (PPE) supply, support for isolation centres/wards in PHCCs and Hospitals, infection prevention training facility and community levels, pre-hospital care, and infectious waste management.

4) Policy change

In terms of public policies and institutional frameworks of the different EUTF priority sectors, many changes have occurred during the EUTF period. New strategies and plans have been defined and adopted, although the direct contribution of EUTF in developing sectoral public policies is not always clearly evidenced.

²³ The graduation approach as adopted by the UNHCR can be defined as a sequenced and time-bound intervention that aims to help people living in extreme poverty build resilience and engage in sustainable livelihoods. "The approach begins by identifying the most vulnerable households and conducting a market analysis to identify viable livelihoods; providing time-bound cash assistance to support the family as the livelihood grows; savings to build resilience; skills training; and self-employment supported by seed capital or asset transfer to launch a livelihood activity. Coaching of participants is critical throughout to build self-confidence" (https://refugees.trickleup.org/wp-content/uploads/2017/09/2014_UNHCR_Graduation_Pilots_Newsletter_1.1.pdf).

²⁴ T04.235 – LEADERS. Promoting inclusive local economic empowerment and development to enhance resilience and social stability.

²⁵ T04.243 -"Sustainable Social Protection and Livelihood Solutions for Severely Vulnerable Households in Lebanon".

Table 5 - Overview of outcomes related to policy change

Sector	Potential policy outcomes observed	Hindering factors noted
Basic Education	<ul style="list-style-type: none"> Adoption of the General Education Plan 2021-2025 and development of the National Inclusive Education in Lebanon. National strategy Reaching All Children with Education (RACE) 2014-2021, implemented in 2 phases: 2014-2016 and 2017-2021. 	<ul style="list-style-type: none"> None.
Higher Education	<ul style="list-style-type: none"> The Higher Education Plan (2022- 2026) in Lebanon. 	<ul style="list-style-type: none"> In Jordan, limited interest in adopting new relevant policy on higher education. Limited policy work in Turkey and Iraq.
WASH	<ul style="list-style-type: none"> Indirect contribution to the revision of the National strategy and the Water code in Lebanon. 	<ul style="list-style-type: none"> Limited policy work. Lack of political will to enact the new strategies in Lebanon. Conflicting legal framework regarding water management.
Social Protection	<ul style="list-style-type: none"> In Jordan: (1) the implementation support unit (ISU) to roll out the National Social Protection Strategy (NSPS), (2) new strategy and action plan on child labour, (3) contribution to the implementation of the law on domestic violence. In Lebanon, (1) a first version of the NSPS approved, (2) approval of social grants for people with disability, (3) contribution to the approval of the sexual harassment law (unexpected). 	<ul style="list-style-type: none"> COVID-19 pandemic shifted government attention away from the development of new policies.
Livelihoods	<ul style="list-style-type: none"> Improvement of the legal framework of the TVET and the work based-learning system in Jordan and Lebanon. 	<ul style="list-style-type: none"> Limited policy work.
Health	<ul style="list-style-type: none"> Ministry of Public Health's Long Term Primary Health Care Subsidisation Protocol (LPSP) in Lebanon. 	<ul style="list-style-type: none"> Lack of intra-ministerial coordination with MoSA and the (National Social Security Fund (NSSF).

Sector	Potential policy outcomes observed	Hindering factors noted
		<ul style="list-style-type: none"> Lack of meaningful fiscal budget for Primary Health Care (PHC) in Lebanon.

The most obvious direct contributions of EUTF are in the social protection sector, the basic education sector, and the health sector:

Social protection sector

In **Jordan** advocacy activities led by CSOs were instrumental to promote policy changes for the development of a new strategy and action plan on child labour. Also, the implementation of the law on domestic violence was supported by the development of a training programme for magistrates. Substantial positive policy changes were achieved as a result of EUTF-funded projects to establish mechanisms to report labour law violations and to discuss labour law amendments to ensure that workplaces become free of all forms of violence and harassment. Policy documents were also adopted to address GBV and mainstreaming gender aspects with the social protection services of the Ministry of Social Development (MoSD). Also, the support provided by the EUTF was essential to roll out the NSPS.

In **Lebanon**, the UN drafted a social protection Strategy for **Lebanon**, which was approved in May 2022. The EUD plays an important role to lead the dialogue with the government and civil society on social protection and related issues through the consultative group (CG) of the 3RF, which the EU co-chairs along with the WB and the UN. The approval and implementation process of this Strategy is funded through EUTF. The NSPS is an important step towards a comprehensive roadmap for social protection. However, the approved strategy still needs to be redrafted by the relevant Ministerial Committee and Technical Committee in the light of changes requested by the Council of Ministers. Such changes also exclude non-Lebanese from the protection system.

EUTF-technical assistance provided also led to the formal approval of the social grants for people with disabilities. Given the absence of social grants within **Lebanon** this is very important step towards a more inclusive social protection system (social grant formal decision does not exclude categories of beneficiaries, like refugees). Furthermore, a law on the criminalization of sexual harassment and rehabilitation of victims was approved, to which EUTF project partners have contributed to with their advocacy activities, through the, formerly established National Gender Observatory. This is an unexpected outcome as the advocacy work of the Observatory was not initially planned toward that goal. The Observatory accompanied and contributed to the policy process launched by the Ministry of Women's Affairs.

In addition, technical assistance was provided to the Ministry of Public Health of **Lebanon** by an UNICEF project to develop new guidelines on child protection, which are now formally adopted.

Some changes were also found in **Iraq**, where the second National Action Plan for United Nations Security Council Resolution 1325 (2000) on women and peace and security (UNSCR 1325) was approved.

Basic education sector

Both **Lebanon** and **Jordan** have adopted relevant policy and plans specifically addressing the education needs of the influx of refugee children in their respective countries, with EUTF support and in coordination with the donor community, which is providing relevant funding to strengthen education.

In **Lebanon**, the 5-year Education Plan (2021-2025) was approved at the end of 2021 and developed by the Ministry for Education and Higher Education (the EU contributed with comments), addressing educational needs of Lebanese and non-Lebanese children. In addition, following the inclusive

education pilot initiative in selected schools (UNICEF-MEHE²⁶ with EU support), a National Inclusive Education policy and its implementation roadmap is currently being developed through EU support by a consultant under the auspices of UNICEF. This strategy intends to implement inclusive education to 'establish a culture of commitment to the education of all students, including students with disabilities in mainstream schools, as part of the policy, practice and responsibility of the Ministry of Education'.

Furthermore, a MoU between UNICEF and the MEHE was signed in May 2022 regarding the establishment and operational principles and guidelines of the Transition and Resilience Education Fund (TREF). This is the new instrument that is foreseen to fund basic education in **Lebanon**, aiming at accompanying the implementation of the general education 5-year Plan 2021-2025 of the Ministry for Education and Higher Education. Funding is expected to be managed by UNICEF with the EU as a main contributor with Germany.

In **Jordan**, the country's National Education Strategy (2018-2021), the main guiding document, has been adopted. An unexpected outcome is that after a midterm review conducted in April 2022, the strategy has been extended until 2025.

This strategy has brought the country closer to the goal of providing equal access to education for all. However, there is still a lack of capacity for the implementation of an inclusive education system in **Jordan**.

Health sector

Some of the supported projects had a clearly designed policy component to work on a model of health care that is better affordable and accessible to a wider beneficiary group, e.g., towards universal health care. The REBAHS model in **Lebanon** has been recently adopted in the new government-driven Ministry of Public Health's Long Term Primary Health Care Subsidisation Protocol (LPSP). This model has proven to be a potentially viable primary health care model for the country to ensure affordable primary care services for all communities, including refugees.

In **Jordan**, the Ministry of health established a Multi-Donor Account to offset the costs of consultation for Syrian refugees (80% of the foreigner's rate).

Cross cutting sectors

In many cases, there is a distinction between the policy dialogue led on the one hand and the support given to operationalizing public policies on the other hand. The national institutions have changed their national strategy to deal with the refugee situation, due to the participation of the donor community in general, and the Delegations of the European Union in particular through providing technical assistance, in the policy dialogue and the policy-making process.

This is notably the case in the social protection sector, in **Jordan** where the EU has provided technical assistance to the government to roll out the National Social Protection Strategy (NSPS). The new Strategy addresses social protection in a comprehensive way, and it represents a strong departure from the previously more charity-style approach. It also includes a graduation approach for social protection. However, the NSPS excludes non-Jordanians from the national social protection system.

In **Lebanon**, the MEHE recently adopted a national 5-year general education sector plan (2021-2025) which includes formal and non-formal education, and targets all children, Lebanese and not Lebanese. The EU was consulted and coordinated with UNESCO the comments from education donors.

Most of the projects supported under EUTF fell within the framework of the national strategies and aimed to support their operationalization by developing services. This is the case for the WASH sector, the basic and the higher education sectors, the social protection, and the livelihood sectors. However, in the basic and higher education sectors, efforts have been made at the end of the EUTF to support

²⁶ Ministry of Education and Higher Education

initiatives contributing to the design of new strategic plans. This is the case regarding the Education Plan 2021-2025 and Higher Education Plan 2022-2026 in **Lebanon**.

One unexpected outcome in the livelihood sector is noted: social entrepreneurship emerged as crucial sector in **Lebanon** to promote alternative business (to self-employment) for sectors with expected social impact. While social entrepreneurship was initially promoted as one of the possible tracks toward employment and self-employment, consultations and advocacy activities were conducted for a draft law in **Lebanon** in relation to the National Recycling strategy. However, given the current political context (caretaker government) the law is not expected to be approved in the near future.

EQ2: To what extent can EUTF Outcomes be considered relevant to the EC political priorities 2021/24?

EQ2 is a specific evaluation question that complements EQ1 as it aims to identify correspondences between identified outcomes (EQ1) and the main EU political priorities of the 2021-2024 period. These priorities are (i) “the European Green Deal”, (ii) “a Europe fit for the digital age”, (iii) “an economy that works for people”, (iv) “making Europe stronger in the world”, (v) “promoting our European way of life”, and (vi) “the democracy and the common European values”. None of these priorities explicitly relates to the EUTF priorities except, to a certain extent, the second EU political priority about “an economy that works for people”, which can be linked to the livelihood priority sector of EUTF.

Although these EU political priorities were set after the completion of EUTF, their consideration in EQ2 help demonstrate that the actions undertaken during EUTF can be useful to achieve the current EU political priorities. The themes of the environment, digital, the fight against discrimination as well as democracy were dealt with across all the EUTF priority sectors.

EQ2 Summary Box

Some of the outcomes related to the service provision in the EUTF priority sectors echo some of the current EU policy priorities - - and can thus be seen as positive outcomes. Among the EU priorities, “the European Green Deal”, “a Europe fit for the digital age”, and “promoting our European way of life” are areas where positive outcomes can be found, and digitalisation is by far where it is the most significant. Digitalisation has been promoted and supported to enhance the information management systems in the health and the education sectors or to facilitate relationships between WASH providers and families.

At the policy level, a few cases of outcomes related to “democracy and the common European values” could be found during the evaluation. In the WASH and the higher education sectors, the policy dialogues were enhanced by specific mechanisms promoting the participation of the civil society.

1) Services provided by local actors address the current political priority of the European Commission (‘EU Green Deal’, digital, democracy/gender equality.).

The EU priorities - (i) “the European Green Deal”, (ii) “a Europe fit for the digital age”, (iii) “an economy that works for people”, (iv) “making Europe stronger in the world”, (v) “promoting our European way of life”, and (vi) “the democracy and the common European values” - were defined after the design of the EUTF, and they are not at the centre of the EUTF-funded interventions. Some of the outcomes related to the service provision in the EUTF priority sectors echo some of the current EU policy priorities and can thus be seen as unintended positive outcomes. Among the EU priorities, “the European Green Deal”,

“a Europe fit for the digital age”, and “promoting our European way of life” are areas where unintended positive outcomes can be found, and digitalisation is by far where it is the most significant.

- The EUTF Outcome Evaluation shows that digital platforms and social media have been used as tools to improve **WASH** access and facilitate relationships between WASH providers and families. The use of digital tools was also promoted in different contexts and projects related to the **livelihood sector**, including labour rights violation reporting, vocational training, selecting farmer beneficiaries of in-kind assistance, supporting social enterprises. In Turkey digital transformation centres were established. Regarding the **health sector**, some supported projects have elements of digitalisation in terms of digitalising certain health registries and noting health information systems’ incompatibilities that need to be addressed. In the **education sector**, development has been observed in both *Lebanon* and *Jordan*, especially in building solid school information management systems replacing paper-based records, and administrative and statistical management. Moreover, due to COVID-19, digital tools have been designed and implemented not only within formal and non-formal education, but also within **higher education** to ensure remote learning.
- To a lesser extent, “Green deal” is also an EU priority where outcomes can be found. With regard to water management and solid waste management, and beyond the environmentally friendly nature of the projects developed in the **WASH sector**, specific considerations have been made, particularly concerning the promotion of energy solar to power the water sector. However, this was rather motivated by the energy crisis than by environmental goals. As regards the **livelihood sector**, some supported projects developing Cash for Work mechanism aimed to maintain forest resources in *Lebanon* or to reforest new areas in *Jordan*.
- Outcomes could be identified linked to the “Promoting our European way of life” priority, concerning gender equality. Most of the **social protection sector**-related projects reviewed were focused either on protecting women victims of gender-based violence or on child protection. For instance, specific actions were implemented in *Jordan* to provide institutional capacity development to address gender in humanitarian actions and to translate legal and policy frameworks into practice throughout the humanitarian coordination system and programme cycle. In the **health sector**, most projects address *inter alia* gender equality (e.g., affordable women’s health care).

2) National institutions have changed their national strategy, policy or regulation, setting priorities that echo EC political priorities.

At policy level, a few cases of changes related to EU political priorities could be found during the evaluation. One of them is about the participatory approach in the policy-making process that can be connected to “the democracy and the common European values”.

- In *Lebanon*, the new social protection strategy was developed following an intensive engagement with civil society, academia, and researchers.
- A Water Forum was established due to EUTF funding as a space for civil society participation and advocacy. However, it could not be evidenced that this forum played an influencing role, particularly in the revision of the national strategy, while the role of the donor community has been much more important.
- A higher education policy dialogue initiative has been supported, aimed at establishing a set of recommendations for helping the Lebanese higher education system to survive the next

challenging years. It was warmly welcomed and actively supported by the line ministries. The IP was asked to comment on the adopted five-year Higher Education Plan (2022- 2026) draft.

Another type of change is about the digitalisation which is considered in most of the national policy documents. Examples identified are:

- In **Lebanon** and in **Jordan**, the Ministry of Agriculture’s farmers’ registry is expected to be used to select farmers to provide assistance; the revised 2010 National Water sector strategy indicates that staff and knowledge losses are to be made up by digitalisation and a systematic approach; and the five-year Higher Education Plan (2022-2026) includes a digitalisation component, to some extent as a consequence of the situation created by the COVID-19, outlining a programme on digital internationalisation (Programme 10.3), established under strategic pillar 2 (priority area 8 "Improving the relevance and quality outcomes"). In addition, the new minister of health is trying to push forward the digitalisation agenda, to eventually move away from paper-based records and thus improve accountability and management of the supply of medication. Digitalisation, however, will take years to be fully implemented.
- In **Jordan**, there is a discussion with the MoH about upgrading the existing Hakeem system, to, in general, support the public health system and more specifically to progress towards a universal health care. Currently there is a lot of data, but it’s not utilised to reflect the features of the whole system, including different health centres and governorates. In addition to the health system there is also a platform developed by the Jordan Ministry of Labour to address and report labour rights violations.

EQ3: What are the key factors that have influenced the successful/ unsuccessful achievement of EUTF Outcomes?

EQ3 examines the factors that can be attributed to achieving the results identified in EQ1. These include both negative and positive factors. The evaluation analysed the extent to which the underlying assumptions upon which EUTF-supported projects were built were monitored during implementation, held true, and which of them turned into risks over time.

EQ3 Summary Box

The EUTF Outcome Evaluation identified the factors that positively influenced the achievement of results in all sectors and the country of intervention. The most significant ones are the appropriate selection of Implementing Partners, the experience accumulated in the EUTF, learning from previous phases of multi-phase projects, the multi-sector comprehensive approach, the coordination with the sector relevant stakeholders, and the responsiveness of the EUTF Headquarter (HQ) to address the implementation challenges.

Given the specificities of the priority sectors, support to the non-formal education to help refugee students transition to formal education, the community engagement in the WASH and the health sectors, the multi-component approach to fight against GBV, or the creative and responsive strategies to restrictions on employment, are all instances of enabling factors that allowed the achievement of outcomes.

The factors that negatively influenced the achievement of outcomes are the difficulties in registering IPs and contracted INGOs by local authorities, especially in *Jordan* and *Turkey*; the COVID-19 pandemic affecting all countries, mainly in basic and higher education, social protection, and livelihood sectors; the legal restrictions for refugees accessing the labour market and for benefitting from delivered related services, both in *Lebanon* and *Jordan*, affecting the social protection, livelihoods, and the higher education sectors. Finally, *Lebanon* is by far the country that has presented the most challenges and negative factors hindering the outcome achievement, as it has been hit by the multi-faceted crisis.

1) Factors successfully influencing the achievement of outcomes in the priority sectors

Several factors positively influenced the achievement of results in all sectors and the country of intervention. The first common factor is the appropriate selection of Implementing Partners (IPs) characterized by a high level of sector expertise and in-country solid integration. The appropriate selection of IPs, in most cases, positively influenced effectiveness.

The IPs also benefited from the experience accumulated in EUTF, learning from previous phases of multi-phase projects. Some of them have developed a global approach to meeting needs, addressing several priority sectors simultaneously.

The interventions in *Jordan* and *Lebanon* have been coordinated with all relevant stakeholders in the adequate fora, including the national authorities, in compliance with the country level sectoral policy frameworks.

The responsiveness of the EUTF HQ to address the implementation challenges and the acceptance of project no-cost extensions is also identified as having had a positive influence.

In addition to these positive factors common to all sectors (as reported above), there are also a set of enabling factors specific to each sector:

Education sectors

- Support to the non-formal education has contributed to encouraging access and preparing refugee students to transition to formal education.
- Providing access to higher education to refugees and vulnerable populations at large in the partner countries has added value itself due to (a) the high cost of education which usually makes it affordable to the most privileged; and (b) limited scholarship opportunities available for the underprivileged, which makes this type of interventions unique, investing in higher education as driver of change (interviews).
- Strengthening the capacities of line ministries and institutions in *Jordan* dealing with vulnerable host communities (i.e. the National Aid Fund – NAF) through high education programmes. During the current evaluation the NAF stated that their current operations are being influenced by the learning process of engaging with EDU Syria on higher and technical education, and in particular, in implementing the “graduation approach” with vulnerable Jordanian students, to transition out of poverty and achieve long-term financial stability, supporting their families. According to the NAF, approximately 80% of the graduated scholarship beneficiaries (Jordanian only) are getting job opportunities to raise the income of their families.

WASH sector

- the participation and buy-in of municipalities,

- the managerial profile of the WE manager and the availability of a predefined strategy providing a framework for any assistance project,
- the secondment positions as an instrumental capacity-building modality.

Social protection sector

- As regards the fight against GBV, the approach articulating the provision of services to victims, awareness-raising among men and communities, and the strengthening of the legal and judicial framework through advocacy, was conducive to women's protection.
- The collaboration between state structures, such as SDCs, and specialized CSOs has made it possible to offer a wide range of services to all vulnerable categories of the population, including women and children.
- The ability to identify women at risk and reach out to them is a key positive factor: This is the case of the partner in **Turkey** of UN Women and in **Iraq**, which rely on community work based on local civil society organisations (CSOs)/community-based organisations (CBOs) mobilisation and a peer-to-peer approach to disseminate information among the communities.

Livelihood sector

- Self-employment has been promoted as an alternative strategy in contexts of limited employment opportunities to adjust working hours to available time and to avoid potentially exploitative situations.
- Interventions based on partnerships with the private sectors caused important employment outcomes.
- In **Lebanon** creative and responsive strategies to restrictions on employment enabled income earning in second hand clothing (which is considered waste sector, that is a sector where refugees can formally work)

Health sector

- the community engagement in work towards health objectives through CBOs/volunteers has been conducive to increase the access to primary healthcare.

2) Factors influencing unsuccessfully the achievement of outcomes in the priority sectors

Some elements however have been noted to exert negative impact on the implementation and outcome level. These elements are sometimes specific to certain sectors or certain countries.

Among the negative elements common to all the countries, we can note that the registration and acceptance of IPs and contracted INGOs by local authorities have proven difficult to obtain. Significant delays both in the implementation of projects and in the materialization of their planned outcomes, were attributed to lengthy consultation and approval process required by the line Ministries for each individual partnership project.

In addition, the COVID-19 pandemic has affected all countries, mainly in the **basic and higher education, social protection, and livelihood sectors**. COVID-19 has posed new challenges to delivering project outputs, and also to convert those into outcomes. On the one hand, most of the protection and livelihood projects reported new strategies to deliver services (outputs) remotely, especially training, coaching, or awareness-raising sessions. Most of the actions have also included COVID-19 preventive measures as part of their planned activities, such as COVID-19 messaging, provision of COVID-19-related

psychosocial support or hygiene kits with basic protective equipment. On the other hand, additional support has been offered to mitigate the negative impact on the economic situation of many refugees, internally displaced people (IDP), and vulnerable host community families.

In the education sectors, COVID-19 has reported a negative impact at the output (attendance, retention, delays in the transition to online learning) and outcome levels (education performance, quality of education), due to the restrictions and closure of educational centres in all EUTF countries. In **Jordan**, as a consequence of the effects of the economic crisis and COVID-19, approximately 250,000 students (local Jordanian) have moved in 2022 from private to public schools, resulting in a drastic overloading of school premises. Currently, second shifts have been opened at schools for local Jordanian students. To address the problem, the Ministry of Education is currently working on building 100 schools per year for the next 10 years.

In **Lebanon**, it should be noted on the positive side, the swift adaptation of NFE partners to online education, with a rapid assessment conducted (LeARA), adaptation of materials, learning tools, distribution of equipment (tablets, SIM cards, bandwidth), resulting in a far higher attendance compared to formal education online.

The sectors of **protection, livelihoods, and higher education** are marked by a specific negative factor that limits the outcomes of the interventions: Legal restrictions for non-citizens accessing the labour market and for benefitting from delivered related services, both in **Lebanon** and **Jordan**. In **Lebanon** for example, Syrian refugees are technically allowed to work only in the agriculture, construction, and cleaning sectors. The EUTF actions in the education sector do not consider the legal restrictions of refugees to work in both countries thus the selection criteria of students or the selected BA/MA studies eligible for scholarships are not aligned with those restrictions, which has been intentionally done so to promote investment in human capital more broadly (HE opportunities are also aspirational and have an important psycho-social role) and not be led by a geographic (and possibly temporary) restriction. Education of university and TVET graduates is seen as an investment in the upcoming actors of the future reconstruction of Syria

In this context, innovations have been important in developing responsive strategies to restrictions on employment. Innovations were supported to promote social enterprises in **Lebanon** and to establish innovation centres in **Turkey**. The use of labour market assessments and partnerships with the private sector for hosting trained youths are also considered key strategies to increase the employability chances of trained beneficiaries. Self-employment was also promoted both as an innovative way to address the employment needs of vulnerable members of host communities and Syrians and to answer to a demand for a way out of employment conditions that are not considered decent enough for women.

More specific hindering factors can be found in each priority sector. For instance, in the **social protection sector**, the legal framework related GBV, which reflects the cultural barriers within the society, is one of the main hindering factors. While progress has been made in most countries, ratifying laws or enforcement mechanisms are lacking in many cases. Also, the legal framework is rather focused on the protection of the family than the protection of the victim.

Regarding **social cohesion**, the initiative capacities of the municipalities in **Jordan**, both from an administrative and financial point of view, are still too restrained by the centralized institutional

framework of *Jordan*. Also, volunteerism in *Jordan* is still poorly diffused, calling into question the sustainability of municipal projects based on community participation.

Regarding the **transition from social protection to self-sustained livelihood**, limited success of the graduation model in *Jordan* (UNHCR and ILO/ UNICEF) was also due to deficiencies in the design of the model, which lacks context specific elements: effect of tribalism on job creation dynamics, lack of a proper gradual phase out from cash transfer assistance in case of employment of refugees, lack of consumption support during training period, and also the fact that targeting refugees beneficiaries of basic needs assistance implies targeting people with very limited employability potential (i.e. disable and old people). A general lack of incentives provided by EUTF projects for companies recruiting graduation beneficiaries is another reason for limited employment opportunities provided. Finally, substantial segment of the National Aid Fund (NAF) and UNHCR cash assistance beneficiaries are already engaged in informal employment, making them uninterested in joining graduation programmes. Targeted beneficiaries are often reluctant to join the graduation programme as they fear losing their cash transfers.

Considering all the priority sectors, *Lebanon* is by far the country that has presented the most challenges and negative factors hindering the outcome achievement, as it has been hit by the multi-faceted crisis: political impasse, financial crisis; hyperinflation; public distrust, fuel-electricity scarcity, and the Beirut blast. A recurring problem in Lebanon has been the limited responsiveness of governments to validate projects and provide needed referral support. This has caused significant delays to the implementation of social protection projects and forced IPs to look for alternative strategies like using referrals from social development centres and municipalities rather than from the Ministry of Social Affairs in Lebanon. In the sector of education, limited resources, infrastructure, and capacities from the Ministry of Education and higher education’s side to organize Accelerate Learning Programme (ALP) cycles, a basic pre-condition to enable the transfer of students from non-formal education to formal education, have remained the main bottlenecks in facilitating enrolment of out-of-school children since 2019 to date, in addition to the shortcomings at MEHE’s distance learning strategy put in place that did not manage to reach out to the most vulnerable children. Finally, the price of food commodities in the Survival and Minimum Expenditure Baskets (SMEB) continuously increased (even food SMEB in USD). Despite regular increase in the transfer value of the cash assistance, the continuous increase in food prices have eroded the real value of the food assistance to beneficiaries and reduced the purchasing value of the already minimal food assistance.

EQ4: Is there a resulting negative effect that can be identified from analysing the EUTF Outcomes?

EQ4 aims to explore whether negative consequences have emerged from the provision of EUTF assistance. For that purpose, the ‘Do no harm’/ conflict sensitivity principle is to be taken into consideration.

EQ4 Summary Box

In priority sectors such WASH and to a lesser extent social protection and livelihood, the conditions for identifying negative effects resulting from EUTF are not always met as the MEL systems developed by the IPs are not robust enough to correctly track positive and negative changes at the outcome

level. In other sectors, such as basic and higher education and health, adequate MEL systems and ongoing monitoring have allowed IPs and EUDs to identify potential negative impact in the frame of the interventions.

While EUTF-funded projects aimed to contribute to community tension prevention by improving access to services for all communities or by supporting projects specifically designed toward social cohesion, social cohesion is not considered to have improved over the period in **Lebanon** or in **Turkey** as stereotypes and hatred discourses have regularly been utilized in the political scene.

The evaluation could not demonstrate resulting negative effects, as no negative effects could be directly attributed to the projects supported by EUTF. However, several points of attention emerged during the evaluation regarding issues that are indirectly related to the EUTF. Even if the causes of these problems are beyond the control of the EUTF, they should nevertheless be taken into account as potential risk factors:

- A recurring reported concern is the perception of hosting communities of aid bias, whereby Syrians receive aid at the expense of hosting communities. Some isolated frictions among communities due to the refugee context have been noted in **Lebanon**, and **Turkey**, where some interventions have provided financial support/ incentives or salaries in hard currencies (dollars in **Lebanon**, euros in **Turkey**) to staff teaching to Syrians while other teachers are paid in local currencies.
- The use of parallel system for social protections to refugees raises concerns over non-discrimination principles.
- In the education sector, the large majority of children and parents interviewed in Lebanon stated that they preferred the NFE / IFE centres, which provide not only quality education, but also sports/arts activities, psychosocial support (PSS), and an environment where children feel safe. Thanks to the efforts within the formal and non-formal education programmes, there has been a change in the behaviour and attitudes of Syrian refugee families, which have become more likely to enrol children into formal education. The situation is different in **Jordan**, where NFE was taken over by the Government, including the drop-out and catch-up programmes and no “competition” between formal and non-formal education has been detected.
- The increased dependency to international aid in the health sector in **Lebanon** resulting from the development of a subsidized system with no national budget available.
- In **Jordan**, concerns are raised by CSOs about the difference in the treatment between Syrian refugees versus non-Syrian refugees and other foreign workers.

In half of the priority sectors (**WASH, social protection and livelihood**), the EUTF Outcome Evaluation found mixed evidence of the capacities of monitoring and evaluation systems of projects to properly track positive and negative changes at the outcome level. The MEL system of projects supported in the health, basic and higher education sector are robust enough to be able to record potential negative effects. In the health sector, a third-party monitoring was commissioned by the EUD to Lebanon, covered the entire health programme during 2019-2022 and produced report provided tracking positive results. Nevertheless, the added value of the TPM mechanism remained limited due to the COVID-19 pandemic as no more field monitoring could be performed to substantiate desk review. Another TPM was commissioned in early 2022 by the EUD to **Lebanon** “to provide an overall independent assessment of the current and past performance of the EUTF social protection programmes, and to facilitate lessons

learned and best practices for accurate and objective feedback”. This evaluation was able to use on the first results of the TPM, but the mechanism was interrupted due to blockages in relations between the MoSA and the EUD that occurred from November 2022.

Social cohesion is not considered to have improved over the period in *Lebanon* or in *Turkey* as stereotypes and hatred discourses have regularly been utilised in the political scene. Nevertheless, the EUTF-funded projects aimed to contribute to community tension prevention by improving access to services for all communities. This is particularly the case with the development of infrastructure allowing a better access to services in the health, the WASH and the Education sector for both refugee and hosting communities. The Cash for Work (CfW) schemes also contribute to social cohesion since they are used to improve needed infrastructures at local level and both refugees and host communities’ members participate in CfW schemes. Some supported programmes developed components dedicated to social cohesion by taking into account two types of conflict or social tensions: inter-community tensions involving host communities and Syrian refugees and tensions within the host community linked to the lack of trust between citizens and authorities.

The evaluation could not demonstrate the resulting negative effects, as no negative effects could be directly attributed to the projects supported by EUTF. However, several points of attention emerged during the evaluation regarding issues and concerns that are indirectly related to the EUTF. Even if the causes of these problems are beyond the control of the EUTF, they should nevertheless be taken into account as potential risk factors:

- Nevertheless, in the **social protection and the livelihood sectors**, a recurring reported concern is the perception of hosting communities of aid bias, whereby Syrians receive aid at the expense of hosting communities. There are also reported concerns that aid could promote a prolonged presence of Syrians in hosting countries. This negative perception is perhaps more tangible in the Education sectors in *Lebanon* and *Turkey* in connection with the devaluation of the local currencies and in a context of progressive impoverishment of the local population due to the rampant economic crisis. Some isolated frictions from the local host communities towards refugees have been noted in *Lebanon*, and *Turkey*, where some interventions have provided financial support/ incentives or salaries to teaching staff in hard currencies (dollars in *Lebanon*, euros in *Turkey*). For example, the UNICEF cash-for-education intervention in *Lebanon* has mostly benefited families with children enrolled in second-shift schooling, mostly Syrian refugees, which in some cases has triggered some negative reactions and frictions from host communities (mostly Lebanese), whose children are enrolled in morning shift schools.
- In the **education sector**, the high quality of the IFE and NFE (in both *Lebanon* and *Jordan*) support may also have had an unforeseen adverse effect on integration or re-integration to formal education (sector evaluation). The large majority of children and parents interviewed in Lebanon stated that they preferred the NFE / IFE centres, which provide not only quality education, but also sports/arts activities, PSS, and an environment where children feel safe. They stated that all of these elements are not available in the public school system. In recent years, thanks to the efforts within the formal and non-formal education programmes, there is a change in the behaviour and attitudes of Syrian refugee families, which have become more likely to enrol children into formal education, rather than sending them to NFE learning centres (interviews). The situation is different in *Jordan*, where NFE was taken over by the Government, including the drop-out and catch-up programmes and no “competition” between formal and non-formal education has been detected.

- In the **health sector**, the REBAHS projects in *Lebanon* might have caused dependency, developing a subsidisation system for which no national funding is available.
- There is a dichotomy in how projects provide **social protection**, clearly separating interventions targeting the national systems and interventions targeting Syrian refugees through UNHCR. Both the draft NSPS in *Lebanon* (for which EUTF provided TA for the design) and the NSPS in *Jordan* (for which EUTF provided TA for the operationalisation of the strategy) exclude non-citizens from the national social protection strategy. All this is at odds with the 2019 EC Reference document (26) on Social Protection Across Humanitarian Development Nexus, which highlights that core humanitarian principles of social protection interventions include universality, equality and non-discrimination. This is not because the EUTF was used to fund intentionally discriminatory interventions. Rather, it is due to the fact that the political and legal framework in beneficiary countries tends to discriminate refugees.
As the Syria crisis enters its second decade, and with little likelihood of refugees returning to their original country, the continuation of the parallel humanitarian response for social protection of refugees is questionable. More harmonisation between humanitarian and institutional government support in the area of social protection would be desirable.
- In *Jordan*, concerns are raised by CSOs about the difference in the treatment between Syrian refugees on one side and the other non-Syrian refugees and other foreign workers on the other side, and to which the EU and the donor community pay limited attention, while their living conditions are as precarious as those of Syrians.

EQ5: Is there any significant divergence between priority sectors in terms of the emergence of EUTF Outcomes? Which sectors have been particularly successful in achieving EUTF Outcomes?

EQ5 Summary Box

Comparing the performance between the EUTF priority sectors initially requires the analysis of output achievement, in line with the EUTF Result Framework. Some summary findings include:

- The achievement level in service access is positive for all sectors, the ratios being between 100% and 120%, i.e., beyond the expected targets. The WASH sector is the only exception, with a currently meagre output achievement rate of 17%, partly explained by the delays in the construction and rehabilitation of infrastructure impacting the population's access to water. The targets are expected to be achieved by the end of the programme. The most successful sector is livelihood (127%), with excellent results in *Lebanon* (157%).
- Regarding enhanced local capacities, the achievement level is mixed and varies according to sectors: The education and social protection sectors have output achievement level exceeding the initial target. On the other side, the health and the WASH sector have recorded an outcome achievement rate under 100%.

The EUTF-supported projects are, to some extent, designed around the three levels of change of the EUTF Strategic Outcome Framework. The social protection sector stands out from the other sectors as being the most performing sector in each of the three levels of change.

1) Access to service

Looking at the most up to date EUTF Result Report data, possible divergences between sectors regarding output achievement can be observed. Graph 1 shows the level of achievement of the “access to service” output per country and sector, represented by the ratio between the current and target value and through the aggregation of indicators.

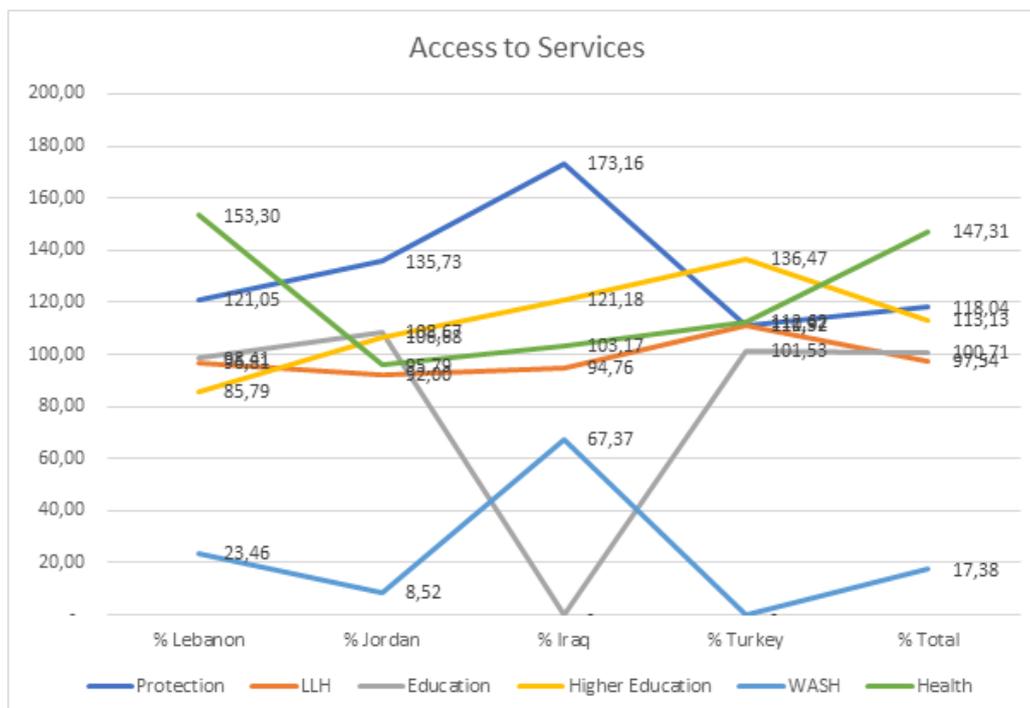
In general, the achievement level in service access is positive for all sectors, the ratios being between 100% and 120%, i.e., beyond the expected targets (No basic education project funded in *Iraq*).

The WASH sector is the only exception, with a meagre output achievement rate of 17%, partly explained by the delays in the construction and rehabilitation of infrastructure impacting the population's access to water. These difficulties were less evident in *Iraq* than in *Lebanon* and *Jordan*.

In terms of output delivery, the most successful sector is livelihoods with excellent results in *Lebanon*. The social protection, health, and education sectors have very good levels of achievement in terms of access to services.

- The social protection sector is driven by the outstanding results in *Iraq*.
- The health sector is driven by good results in *Turkey* and *Lebanon* while the level of achievement is less than 100% in *Jordan* and *Iraq*.
- The basic education sector shows good results overall, with over 100% target achievement in the majority of countries.
- Finally, the results of the higher education sector overall exceed 100% target achievement, except for Lebanon (85.79%).

Graph 1: Sectoral performances related to access to services



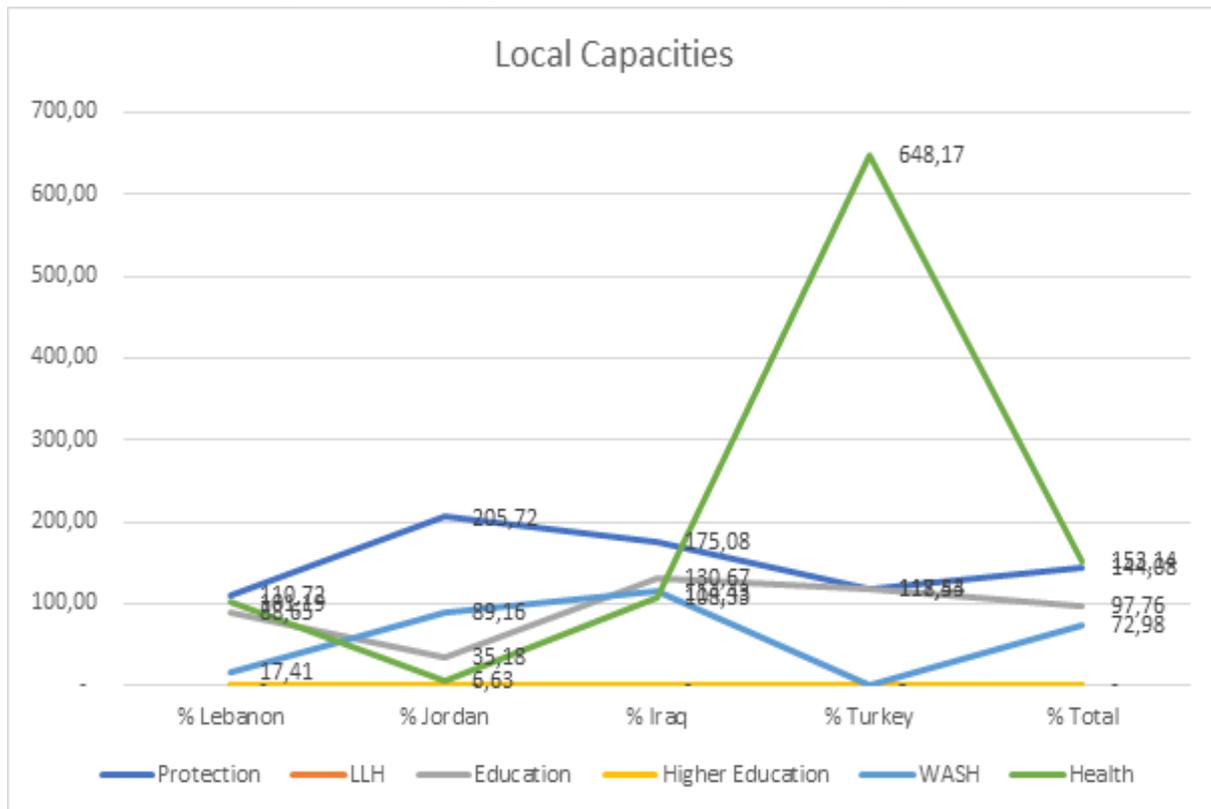
Source: Tenth EUTF Result Report

2) Local capacities

The graph below shows the level of achievement of the “local capacities” output per country and sector, represented by the ratio between the current value and target value and through the aggregation of indicators. The achievement level is mixed and varies according to sectors (Higher education projects did not have local capacities output indicators):

- The education and social protection sectors have output achievement level exceeding the initial target (no higher education projects were supported in *Iraq*). The social protection sector has been successful in *Iraq* and *Jordan* while Education has been successful in *Lebanon*, *Jordan* and in *Iraq* too.
- On the other side, the health sector has recorded an output achievement rate under 100%, despite outstanding performance in *Turkey*.
- The output achievement rate of the WASH sector is quite low, despite good performance in *Iraq*.

Graph 2: Sectoral performances related to enhanced capacities



Source: Tenth EUTF Result Report

3) Comparison among sectors in achieving EUTF outcomes

In terms of change in the perception and behaviour of beneficiaries, the performance of the different sectors seems equivalent insofar as the projects supported in each of them have integrated an information and outreach component making it possible to develop the propensity of target groups to use the services offered through increased trust in them. The social protection sector nevertheless

stands out from the other sectors as the heart of the proposed actions aims at behaviour change, particularly through developing skills and coping behaviours of people in need of protection.

Regarding capacity development, some sectors have shown themselves to be performing less than others, preferring an approach based on initially strengthening infrastructure and equipment – such as the education and the health sectors and the WASH sector. This is explained by the fact that the projects supported were more in line with humanitarian response logic, especially during the first tranche of EUTF projects. However, some sectors, such as WASH, took a new turn in 2018, by investing more in developing the service providers' capacities, for example the Water Establishments in *Lebanon*. Other sectors, such as higher education or livelihood, have not taken this approach, and capacity development has not been a priority. Again, the social protection sector stands out from other sectors insofar as the strategies developed within the EUTF seem to reconcile the imperative of immediate provision of services - not hesitating to support specialized CSOs to respond to specific needs – and the objective of sustainability of these services by strengthening the capacities of public social structures such as the SDCs. The consideration for the struggle against gender-based violence as one of the key themes of the protection sector is also based on the development of the skills of public actors from a cross-sectoral perspective.

In terms of changing national policies and influencing policy agendas, the social protection sector also seems to be in the lead compared to other sectors if we consider the number of outcomes obtained. This is mainly due to the implementation of the strategy that consists of a dual approach in providing institutional support through technical assistance and supporting CSO advocacy initiatives. In contrast, policy work has been minimal in sectors like WASH and livelihood. In the sectors of health and education (basic and higher), a few flagship initiatives focused on advocacy and influencing public policy stand out as exceptions.

EQ6: To what extent are the Outcomes of EUTF likely to continue to have an impact after the end of implementation on target groups?

EQ6 looks to know whether the EUTF outcomes are likely to continue impacting target groups after the end of implementation. Some assumptions, i.e., external factors that are out of EUTF control, are conducive to the continuity of the effects of EUTF intervention on the target groups. Among these assumptions were (i) the economic, social, and political stability, (ii) the level of ownership and resources engaged by public actors and institutions at local and national levels, during and after the implementation, and (iii) the current level of engagement and coordination of the donor community, as well as the level of involvement of the Governments in the donors' coordination process. In this regard, it is crucial to consider that EUTF operates in a very particular context. The institutional setting in each priority country and the governments' attitudes toward EUTF interventions' sustainability vary from one country to another, leading the EUD to develop specific approaches.

EQ6 Summary Box

The conditions are partially in place in the EUTF priority countries to sustain in time the positive changes obtained in the capacities of local service providers and at the policy level.

The financial sustainability of the interventions hinges upon donor funding to ensure the continued delivery of services. In all the countries, financial engagements from beneficiary governments to keep funding interventions in the protection sector were very limited and the insufficient capacities of public service providers are highlighted as the main obstacle to sustain the outcomes obtained during the EUTF intervention. High-level government buy-in was found in *Iraq (KRI)* and in *Jordan* in the social protection sector, while in *Lebanon* government ownership is more complicated. More generally, the extent of the crisis that *Lebanon* is experiencing jeopardizes the sustainability of the obtained outcomes and the government's ability to intervene in all the sectors.

The donor community remains engaged and coordinated to sustain the provision of services, particularly in the education, the social protection, and the WASH sector. The higher education sector does not seem to be a priority within the donor community, and it faces specific negative factors (e.g. the high unemployment rate among host community youth who graduated from higher education and the highly increased tuition fees) impacting the overall sustainability of higher education interventions, and especially in Lebanon, where EU funding of higher education scholarship programmes is to be discontinued after EUTF. However, on a positive note, in *Jordan* the higher education interventions will continue to be funded beyond the end of EUTF, with the EU being one of the few donors who invested in the higher education sector quite successfully.

There has been an adequate level of coordination and cooperation from the public actors in both *Jordan* and *Lebanon* to facilitate the implementation and delivery of services in all the sectors, and the overall EUTF-funded interventions appear well integrated in the local institutional structures, which is conducive to building capacities of government counterparts. Despite an encouraging level of ownership of the outcomes by the national authorities in certain sectors, such as education and health, and increased capacities at the institutional and the public service providers' levels, major reforms must be carried out in others (social protection, livelihood, waste management, and health in *Jordan*) however they are not on the agenda of governments. There was wide consensus among interviewed respondents that there cannot be a sustainable social protection or water access without a deep reform of the Lebanese state institutions, and the fight against GBV requires profound reforms and law enforcement in all the countries. In *Jordan*, health policy toward universal health coverage is needed to reform the hospital-centric system, characterized by the limited capacity of primary health care level, fragmented insurance schemes, and low affordability of services.

To answer this evaluation question, the evaluation team examined to what extent the conditions allowing the provision of funded services after the implementation of the EUTF are met. For this, three main criteria/ indicators were studied: (i) the level of economic, social, and political stability in each country, (ii) the level of ownership and resources engaged by public actors and institutions, and (iii) the level of engagement and coordination of the donor community. The findings are reported by sector as follows:

1) Basic and higher education

Funding from the national authorities has not been contemplated in the EUTF-funded project's design, thus the financial sustainability of the interventions hinges upon donor funding to ensure the continued delivery of services within the basic and higher education sectors to Syrian refugees and vulnerable communities.

In general, there is an adequate level of coordination and cooperation from the public actors in both **Jordan** and **Lebanon** to facilitate the implementation and delivery of basic education.

Post-EUTF interventions in basic education are expected to build on the accomplishments and delivered outputs achieved during the implementation years²⁷. For example:

- In **Lebanon**, a MoU between UNICEF and the MEHE was signed in May 2022 regarding the establishment and operational principles and guidelines of the Transition and Resilience Education Fund (TREF), the new instrument that is foreseen to fund basic education in **Lebanon** in a post-RACE context. Funding is expected to be managed by UNICEF. It aims at accompanying the implementation of the 5-Year general education sector plan 2021-2025. The TREF intends to build on the MEHE achievements to date as well as renew and strengthen further the partnership between the MEHE and UNICEF through the support of a sustained system shift, transferring focus in the coming years: (1) from planning and financing to reforming and implementing, (2) from sole focus on access to education to joint focus on access and quality of education, and (3) inputs into the system to results produced by the education system. The TREF is expected to be supported by EU and Germany, as well as FR, while some other donors might join (Norway, Finland etc.). It will provide more leverage in the strategic dialogue between MEHE and donors.
- In **Jordan**, the political ownership of the EUTF results by the government is quite strong, but its financial commitment to sustain the results is limited.
- The donor community remains engaged and coordinated to sustain the provision of services. In this regard, the EU is an important donor, with on average EUR 15 million budget support per year since 2016. This is the biggest education intervention in **Jordan** in the framework of the EUTF. While coordination among donors has been quite advanced since 2016, there is now a “joint venture” for education in which the most relevant donors, such as the US, Canada, Germany, and Norway, are involved. The EU is the only donor providing budget support to the Accelerated Access Initiative (AAI) national strategy, thus enhancing ownership and sustainability. In October 2021, the GoJ endorsed the second phase of AAI, through which, with the support from donors, will provide quality public education (formal) to an estimated number of 150,000 Syrian refugee children. According to the latest AAI progress report (December 2022), the target has been exceeded and currently 151,668 Syrian children are being provided access to formal education, and 5,696 Syrian children are enrolled into non-formal education. The support is foreseen to help in training new teachers, financing salaries for teachers and administrative staff, opening additional double-shift schools, supporting inclusive education, purchasing schoolbooks, providing tuition fees, and covering costs for operations, and equipment in these schools. The AAI 2.0 is implemented through a combination of mixed funding modalities. This includes funding from the AAI donor group comprised of the UK, the USA, Norway, Canada and Australia, whose resources are pooled together in an off-budget Joint Funding Agreement (JFA), along with direct budget support from the EU and off-budget earmarked support from Germany. Budget support in a nexus framework is quite exceptional and even though financial sustainability remains a challenge, a lot of work has been carried out to mainstream the refugee response into the national system, and the AAI mechanism has played an important role in that.

²⁷ These include the newly built/ refurbished school infrastructure, equipment, civil servants’ and teachers’ capacities, and information management systems.

- Most of the IPs consulted note relative and partial levels of sustainability of the higher education interventions. In particular, on the increased capacity of institutions (human resources and equipment, upgraded premises, etc), which in turn will ensure the sustainability of certain services.

However, there are many factors that exert a negative impact on the overall sustainability of higher education interventions: the high unemployment rate among host community youth who graduated from higher education; highly increased tuition fees for refugee students in recent years; the deteriorating economic situation following COVID-19 crisis in all partner countries; and the lack of a sustainable higher education funding scheme for refugees.

At the time of writing this report, there is an ongoing debate among donors on the relevance/pertinence of supporting Higher and Technical Education vis-à-vis the basic education sector in **Lebanon**. So far, the EU support to the scholarship programmes for bachelor and master's degrees, for the refugee population beyond EUTF, is expected to continue in **Jordan** and remain a priority until 2027 under the NDICI. In Lebanon and other EUTF target countries, only limited EU support in the HE sector, after EUTF, will be provided to develop TVET.

2) WASH

In **Lebanon**, the positive outcomes in access to water have been called into question since 2019 following the succession of the various crises that have hit the country. Sustainability issues mainly concern the regional water service providers or Water Establishments (WE) which are dependent on the improvement of the economic and political situation in **Lebanon** and their capacity to be recognized as reliable public institutions capable of supplying safe water and addressing environmental sanitation hazards. Their technical and engineering capacities have improved due to EUTF support but their capacities to perform accountability tasks (performance monitoring, collecting information, cleaning up customer and connection records, reading water meters and related billing) still need improvement. Above all, the financial situation of the WEs has strongly deteriorated and prevents them from delivering services. The water tariffs are not affordable anymore for poor households that have no resources in hard currency. In this context, the WEs are not financially viable, and this puts EUTF outcomes channelled through them at risk.

In **Jordan**, sustainability issues mainly concern the transfer of waste management operations from the INGOs/ donors to the municipalities. This would require further development in the decentralisation process in **Jordan**, by which the local administration/ municipalities would get more competencies. The long-term solution might be for the EU to provide incentives directly to the municipalities, to gradually take over solid waste management (SWM). In the absence of such institutional development, the sustainability of solid waste management mechanisms depends on the intervention capacities of INGOs and donor funding's availability.

3) Social protection

A continued social protection service hinges upon commitments from the donor community to keep funding social protection systems, especially for Syrians. The donor community appears engaged to keep funding interventions in the protection systems. However, this is not always the case for Palestinian Refugees from Syria (PSR), as the cash assistance component of UNRWA lacks any constant stable donors, given it is funded accordingly as donor pledges are received.

While financial engagements from beneficiary governments to keep funding interventions in the protection sector were very limited (the evaluation found only one case in *Jordan*), overall EUTF-funded interventions appear well integrated in the local institutional structures, which is conducive to building capacities of government counterparts. The formal establishment within MoSD of the implementation support unit of the NSPS in *Jordan* is a clear indicator of how well the support provided was embedded in the government systems.

However, the fact that international organizations in *Lebanon* have been the most significant players of social protection interventions, may have relieved the government from taking responsibility to finance such system and from making the policy decisions needed for its implementation. This has raised sustainability concerns. In fact, in case the state cannot commit to progressively take over the social protection policy then social protection assistance will have to be phased out when donors disengage.

This is in line with the results of the online survey among IPs, which shows that the great majority of respondents do not think that conditions are in place to sustain positive changes in the capacity of local services to provide social protection.

In *Lebanon*, there was wide consensus among interviewed respondents that there cannot be sustainable social protection without a deep reform of the Lebanese state institutions. Also, the main actors involved in the social service provision system (MoSA and SDCs) are severely affected by the current country situation, which is causing a lack of financial resources to maintain the positive changes achieved.

The sustainability of the outcomes resulting from the support to SDCs and the relevant ministries in the framework of the fight against GBV is in question where the legal and policy frameworks feebly implement interconnected service provision mechanisms to assist victims of violence. In *Jordan* and in *Iraq* the legal framework is more focused on protecting the family than in prosecuting the abusers. Combatting gender-based violence is not endorsed with a strong political will as the concept of gender is largely refuted in the EUTF targeted countries. Training sessions on GBV for civil servants were relevant but insufficient in number to enable public servants to implement new legal provisions and generate long-term change in practices.

High-level government buy-in was found in *Iraq-KRI* (RDPP project) and in *Jordan* (for the women-only centres and for the project promoted policy changes), while in *Lebanon* government ownership is more complicated given the increasingly volatile political context. Here an unresponsive government has meant that actors are losing access to national counterparts and entry points to decision makers.

The insufficient capacities of protection service providers are highlighted as the main obstacle to sustain the outcomes obtained during the EUTF intervention. The stability of the economic, political, and social environment is not conducive to a sustained provision of services and benefits. In *Lebanon* financial, economic, social, and political turmoil is undermining a continued commitment from government authorities.

4) Livelihood

A continued provision of services in the livelihood and protection sector hinges upon commitments from the donor community to keep funding CfW schemes, livelihood enhancement services, and promote employment and entrepreneurship.

The donor community appears engaged to keep funding interventions in the livelihood and protection systems.

At project level the evaluation found cases of interventions that will not be continued after the end of the project since a follow-up phase of the same projects are not in pipeline.

While financial engagements from beneficiary governments to keep funding interventions in the livelihood sector was very limited, overall EUTF-funded interventions appear well integrated in the local institutional structures, which is conducive to building capacities of government counterparts.

For more long-term job opportunities, much is expected from the private sector, whose willingness to invest depends also on a macroeconomic stability and peaceful environment, requirements that are currently not met in *Lebanon* and in *Iraq*. More precisely, the stability of the economic, political, and social environment is not conducive to a sustained provision of services and benefits in *Lebanon*. Here financial, economic, social, and political turmoil is undermining job creation endeavours. In *Iraq*, a massive inflation following the devaluation of the national currency in 2021 is affecting the country economy.

In *Turkey* and in *Jordan* the political and institutional context is stable. However, high unemployment rates among hosting communities (especially among youth and women) are a reason for concerns. Relaxation of constraints to access the labour market for refugees is consequently unlikely, especially in *Lebanon*.

High-level government buy-in was found in *Iraq-KRI* (RDPP project) in and *Jordan* (for the women-only centres and the project promoted policy changes). While government ownership is more complicated given the increasingly volatile political context in *Lebanon*. Here an unresponsive government has meant that actors are losing their access to national counterparts and entry points to decision makers.

5) Health

Awareness of the importance of primary health care as a major component of the national health system is becoming evident not only at the state level but also at the population level. This is most prominently related to the economic situation, and to a lesser extent the social and political situation in EUTF countries. In *Lebanon*, for instance, the political and economic situations are extremely difficult, but the deepening crises made impoverished Lebanese people discover primary health care that they can afford. In *Jordan* socio-economic conditions are deteriorating, while in *Iraq* the situation is unstable with the continuous threats of violence. In all cases, these countries do not provide for sustaining the effects of the enhanced primary health care upon the projects' completion.

In *Jordan*, the main factors affecting sustainability of EUTF health outcomes are the persistence of the hospital-centric system, with limited capacity of primary health care level, fragmented insurance schemes and lack of affordable services. Positive factors include awareness at the state level on primary health care as a major component of the system, as well as potential commitment regarding alignment with *Jordan's* Economic Modernisation Vision.

The projects are generally well embedded into the national structures to ensure commitment, but national budgets are insufficient to continue financing the services. For example, in subsidisation models, cost of service is divided into a fully affordable sum to be paid by patients while the rest should be borne by the line ministry – for which typically funds are insufficient.

In **Lebanon** there is a high level of coordination of work in health sector. There is EUTF Health Steering Committee (STC) that deals with overall EUTF health engagement in **Lebanon** - not organised project by project. All EUTF projects, through different partners, are dealing with primary health care centres, where UNICEF procured vaccines, WHO medication, IMC subsidisation. This steering committee serves as a forum that allows better coordination and has a role to follow up on the plan of action, based on the Key Performance Indicators (KPI). Its implementation is joint work of health stakeholders and all EUTF projects directly contribute to the KPIs.

There is also PHC Task Force that is working on envisioning PHC for the future. All stakeholders of PHC task force contributed to the development of the packages; lessons learned from different modalities were incorporated into LPSP. The trend in PHC Task Force discussions on potential improvements of the LPSP is a blend of payment models - fee for service and capitation models. It is clear that the current subsidisation model must run until the MoPH would be ready for a planned transition to another system. Regarding sustainability, the MoPH's stance is that no exit strategy is possible in the situation in which **Lebanon** is. EU commitment is there, e.g., through the NDICI instrument a new project in PHC is financed, so transition from EUTF to NDICI is smooth, in this case.

In **Jordan**, the capacity for coordination and project management in the MoH is improving. Recently established project management/ donor coordination unit within the MoH is involved in planning of international cooperation, e.g., is able to request the donors to cover the identified gaps and support the strategic objectives achievement. It is directly linked with the Minister, which enables its decision-making and power of governance. This is an important change in the MoH hierarchy from one year ago, as it improved the decision making, communication and coordination significantly. However, monitoring and evaluation are not yet well established. Improved coordination made a lot of difference in outcomes in health sector regarding infrastructure, primary health care, vaccines, non-communicable diseases, and notion of decentralisation.

Donor commitment for continued support is needed in **Jordan**. The MoH prefers to be closer to managing health funds (by the donors) and considers funds' flexibility important. In this sense, EU support to the MoH should be highly complementary with the Multi Donor Account, especially when EUTF will not be available for direct support. The EU plans to continue support through NDICI regional programming to a new programme for non-communicable diseases.

3. Conclusions

The conclusion section is structured by evaluation question, covering EQ1 to EQ6 as EQ7 and EQ8 are dedicated to recommendations. The conclusion section aims at presenting an overall analysis of the outcomes of the EUTF, beyond the specificities of each priority sector, and considering national contexts.

Related to EQ1: What are the main outcomes (expected and unexpected) of the EUTF that can be identified when comparing it to the current Outcome Framework?

1. The access of Syrian populations and host communities to services related to EUTF priority sectors has generally improved due to the various projects supported throughout the period. Improvement in access to services has mitigated the long-term impact of the protracted refugee crisis and the deepening economic crisis on targeted populations. There is an increasing demand for services, especially in the health and the education sectors. The increasing demand of primary health care services cannot be fully attributed to health projects' impact, as part of it comes from new beneficiaries who are, due to their decreased economic power, "discovering" affordable primary health care and available medication.
2. In terms of gender equality, considerable efforts have been made in all sectors, producing outcomes that must be sustained over time. However, the inclusion of women in Cash for Work has proved particularly challenging since CfW tend to be used for interventions with a predominant male workforce. In health projects women represent the majority of beneficiaries, as EUTF projects cover e.g. maternal and mother and childcare.

The gender issue remains extremely sensitive due to strongly entrenched cultural, political and social traditions in all the EUTF priority countries, in turn requiring innovative and subtle approaches to raising awareness. Regarding violence against women, the EUTF has contributed to improving the legal framework, but EUTF-funded projects have not been the main player in the priority countries due to a lack of structured strategy.

3. Great attention has been given to building the capacity of service providers. While new practices and methods have been initiated, the outcomes obtained lack sustainability due to the weak financial capacity of national public institutions to appropriate them and support them beyond the projects' lifetime.
4. The EUTF's direct contributions to policy reforms have been significant, though relatively weaker than those to the other change levels (behaviours of beneficiaries and institutions): a few flagship projects are worth mentioning in the area of health (*Lebanon*) or social protection (*Lebanon* and *Jordan*). Technical assistance to Ministries and support for the advocacy actions of civil society organizations have proven to be particularly decisive in advancing sectoral reforms, particularly in the protection the Health and the WASH sectors. The policy dialogue process is very long and involves a direct engagement of the EU and Member States, which goes beyond the framework of the EUTF. In some cases, like in Federal *Iraq*, the reforms have not taken place. In other cases, such as *Jordan* or *Lebanon*, while reforms have taken place, the capacity of governments to implement them is still limited, requiring continued support from technical and financial partners.

Related to EQ2: To what extent can EUTF outcomes be considered relevant to the EC political priorities 2021/24?

5. Even though the EU political priorities could not be intentionally pursued at the time of the interventions because they were not yet established, some of the identified EUTF outcomes echo them and can therefore be considered unintended positive outcomes. Correlations between the EUTF outcomes and the current EC priorities can be found within “the European Green Deal” (solar energy in *Lebanon*), “a Europe fit for the digital age,” and “promoting our European way of life” (promoting gender equality and fighting against GBV).

Related to EQ3: What are key factors that have influenced the successful/unsuccessful achievement of EUTF outcomes?

6. The accrued experience from previous similar interventions, the sector expertise of the implementing partners, and their knowledge on the ground are conducive factors to achieving the outcomes in all the priority sectors and all the targeted countries. Another enabling factor common to all sectors is the design of projects in coordination with national authorities, which supports reviewing and the implementation of national strategies and policies.
7. The EUTF has succeeded over the period of implementation, in articulating responses to humanitarian needs and more structural development needs: there has been an evolution in this direction between the first period of EUTF (2014-2017) centred on access to services, with support granted to a wide variety of organisations, and the second period (2018-2021) taking on the more structural dimensions of reforms and institutional capacities, with supports provided to a limited number of leading organisations. As such, the ROM missions and sector evaluations have been instrumental in informing the programming process by identifying the main lessons learned from the first support. In addition, many projects were multi-sectoral, aiming for a comprehensive response to the needs of the target groups. Integration of multi-sectoral interventions has not always proved successful. This is the case of the graduation model (from social protection to self-sustainable livelihoods) that still has to prove its effectiveness.

Related to EQ4: Is there a resulting negative effect that can be identified from analysing the EUTF outcomes?

8. The evaluation could not identify any resulting negative effects, as no negative effects could be directly attributed to the projects supported by EUTF. However, several points of attention emerged during the evaluation regarding issues that are indirectly related to the EUTF. Even if the causes of these issues are beyond the control of the EUTF, they should nevertheless be taken into account as potential risk factors.
9. In the health, basic education, higher education and WASH sectors, services are provided in a non-discriminatory manner to Syrian refugees and host communities, while for the social protection sector services are offered through separate and parallel mechanisms. However, using parallel systems for the social protection of refugees raises some concerns over non-discrimination principles. This is not because the EUTF was used to fund intentionally discriminatory interventions. Rather, it is due to the fact that the political and legal framework in beneficiary countries tends to discriminate refugees. Similarly, the current formal labour market access regulations discriminate Syrian refugees in *Jordan* and even more in *Lebanon*.

10. While most of the EUTF-funded projects equally addressed all communities and contributed to preventing tensions among them, a recurring reported concern is the perception of hosting communities of aid bias, whereby Syrians receive aid at the expense of hosting communities.

Related to EQ5: Is there any significant divergence between priority sectors in terms of emergence of EUTF outcomes? Which sectors have been particularly successful in achieving EUTF outcomes?

11. There is a high-performance rate regarding service provision for all sectors except for WASH. WASH service provision depends to a large extent on the construction/ modernisation of related infrastructure, which in many cases has yet to be completed. Regarding enhanced local capacities, the achievement level is mixed and varies according to sectors: The education and social protection sectors have output achievement level exceeding the initial target.
12. A good articulation in the supported projects of the various sectors between the three levels of changes (change in target groups' behaviour, in services providers' capacities/ practices, and in the policy/ legal framework) of the EUTF Outcome Strategic Framework is observed. However, there is significant room for improvement in considering outcomes in formulating projects and indicators, monitoring systems, and reports.
13. The social protection sector is the most performing sector in achieving outcomes.

Related to EQ6: To what extent are the outcomes of EUTF likely to continue to have an impact after the end of implementation on target groups?

14. With the exclusions of projects targeting only refugees (e.g., UNHCR and UNRWA), projects were well embedded in the government institutional structures, which is conducive for a continued provision of services.
15. In terms of opportunities and challenges across the four countries, it is possible to focus on more long-term interventions in *Jordan*, *Turkey* and *Iraq (KRI)* around protection and livelihoods of displaced communities. The *Lebanon* context remains far more difficult given the political and economic challenges.
16. In *Lebanon*, the collapse of the country's economy since 2019, leading to the impoverishment of the Lebanese population, has jeopardized the EUTF positive outcomes previously obtained in most sectors by further increasing needs, especially in the livelihoods, the social protection, and the health sectors. The stigmatization of refugees has increased and grown in political discourse without leading to increased incidents related to available services. Support for access to services in all sectors is still the priority and institutional support, although necessary, is less conducive to achieving outcomes due to the country's political instability.
17. In *Jordan*, the economic situation has deteriorated, but the outcomes in most sectors are more sustainable. However, this sustainability comes up against a lack of political will from the government, which wishes to keep the response to the protracted refugee crisis under the financial responsibility of the international community in the framework of the *Jordan Compact*. According to the government and the technical and financial partners, the main priority is developing access to decent employment opportunities for all and economic growth. The digital and the green economy are considered promising economic sectors and correspond to two EU political priorities.

18. With the Syrian crisis entering into the second decade and the refugee presence clearly protracting, ad hoc solutions in service provision and year-to-year and case-by-case financing need to evolve into a more structural framework for vulnerable citizens and refugees. Multi-year funding is needed as well as more harmonization between humanitarian and institutional government support. The EU has a catalytic role to play in pushing for the needed reform by shifting the narrative of donor intervention from the vulnerability of the country rather than on vulnerability of citizens.

4. Recommendations

The recommendations section corresponds to the responses related to EQs 7 and 8, providing proposals to guide the programming of future EU interventions as "Special Measures - Response to the Syrian Crisis", under the new EC financial instrument, namely the Neighbourhood Instrument, Development and International Cooperation (NDICI), set up as part of the 2021 Strategy - 2027 Multiannual Financial Framework.

EQ7: Given the Outcomes achieved by EUTF and an often increasingly challenging external programme environment, what factors should be given greater consideration to enable broader impact and more sustainable solutions to the Syrian refugee crisis?

EQ7 is a recommendation-oriented evaluation question. It discusses the factors leading to the outcome and, as such, follows from the previous questions in asking what would be the factors that should be given greater consideration to enable broader impact, given the unstable environment. This question primarily concerns how future EU-funded interventions should be designed to make them more likely to deliver outcomes, particularly in understanding risks and assumptions.

EQ7 Summary Box

Given the positive outcomes obtained in the sectors and the difficult and partially fulfilled conditions for sustaining them over time, it is necessary to build on the positive outcomes achieved to-date to improve/enhance and sustain them (recommendation 1). This recommendation is a **high priority** so as not to lose the positive effects of these outcomes. Strategies and modalities initiated by EUTF should be pursued by the EUDS and the NDICI programming units at DG NEAR HQ.

While the priority has been on improving access to services, the quality of these services should also be taken more into account by NDICI Programming Unit DG NEAR HQ and EUDs. This recommendation 2 is a medium priority as the continuity of access to services is key.

In line with the localisation principle, outreach activities fostering the communities' engagement, led by NGOs, have been a critical factor in the health, education, and the WASH sectors, not only to obtain their buy-in to supported projects but also to generate behaviour change leading to increased use of services. Strengthening community involvement in future interventions (recommendation 3) is a **high priority** to enable sustained outcomes. This recommendation is addressed to potential IPs and should be highlighted in future calls for proposals.

The EUTF had prioritised a humanitarian response in the early years with an emphasis on access to service. Subsequently, a development approach centred on building the capacity of service providers

and, in particular, of the public institutions in charge was adopted in the second phase of the EUTF in the context of a protracted refugee crisis. While priority countries are currently experiencing a deterioration in their economic situation, the needs of national populations are increasing, and investment in strengthening national systems and information management system (recommendation 4) is a **high priority**, not only in terms of meeting needs but also from the perspective of the sustainability of EU interventions. This recommendation is addressed to NDICI Programming Unit DG NEAR HQ and EUDs to the partner countries and should be considered after EUTF-funded projects end.

Despite the progress and outcomes made by EUTF in terms of policy changes, the evaluation also found, that the legal and legislative frameworks could be constraining factors in the achievement and sustainability of outcomes and, conversely, that when the legal framework was appropriate, it was not necessarily implemented. Accordingly, supporting the adoption and implementation of new policies in the partner countries is recommended and should be considered by the NDICI Programming Unit DG NEAR HQ and EUDs to the partner countries after EUTF-funded projects end. This is a medium-priority recommendation (5) as the conditions for policy change to occur remain uncertain and go well beyond EU interventions.

The analysis of factors to that should be given greater consideration was carried out by sectors. Convergences have been identified between sectors, making it possible to group and formulate the recommendations around 5 major clusters:

1. Building on the positive outcomes achieved to-date to improve/ enhance and to sustain them

Given the positive outcomes obtained in the sectors and the difficult and partially fulfilled conditions for sustaining them over time, it is necessary to continue investing in them. This recommendation is a **high priority** so as not to lose the positive effects of these outcomes. Strategies and modalities initiated by EUTF should be pursued by NDICI Programming Unit DG NEAR HQ and EUDs to the partner countries after EUTF-funded projects end.

- In the **health sector**, the close integration of planned outcomes with national/local policies and strategies has been a critical factor to achieving the outcome, especially in **Lebanon** where the REBAHS model has become a key element of the national LPSP. It is therefore recommended to continue developing health service protocols packages, and support work on costing models as a way toward achieving universal health.
- In the **education sector** (basic and higher), supporting the adoption and implementation of inclusive education policies in the partner countries should be continued as well as supporting the development of TVET in line with current labour market needs in the partner countries.
- In the **WASH sector** in **Lebanon**, the EUTF strategy focusing on operations and maintenance to guarantee the provision of services should be continued and the support to solarisation as part of the water/ energy nexus to address the electricity crisis should be expanded. In **Jordan**, it is recommended to continue the support to municipalities for the SWM with a CfW component and a graduation approach.
- In the **livelihood sector**, the development of strategic partnerships with private sector has been a key factor to increase access to employment and should thus be continued.

- Further investments are needed in programmes that integrate **protection with livelihood** interventions, either in integrated programming or through specific graduation models. The integration of protection components in graduation programming aims to ensure that participants are less impacted by protection concerns while seeking their livelihoods and moving towards self-reliance. Integrating protection within the graduation approach programme helps tackle the socio-economic and protection vulnerabilities of displacement-affected people (further promote graduation). Protection/graduation expansion should further allow for socio-economic assessments, context- and participants-specific market analyses, mentoring processes and livelihoods tools development.
- Based on the good practices in the **protection sector**, the use of development and humanitarian funds to support successful advocacy interventions is an approach that needs to be expanded.

2. Invest in service quality

While the priority has primarily been about access to services, the quality of these services should be taken more into account by NDICI Programming Unit DG NEAR HQ and EUDs to the partner countries after EUTF-funded projects end. This recommendation is a **medium priority** as the continuous support to guarantee access to services should remain the highest priority. For **social protection**, investing in improving the quality of services is recommended to have a strong system in place and to monitor better the services provided. IPs and CSOs have demonstrated to being a good entry point – in partnership with relevant ministries – for strengthening inclusive targeted social services programmes. In the **education sector**, investing in improving the quality of services will strengthen the retention in public schools.

3. Strengthen community involvement

Outreach activities fostering the communities' engagement have been a critical factor **in the health, WASH, and education sectors**, not only to obtain their buy-in to supported projects but also to generate behaviour change leading to increased use of services. Strengthening community involvement in future interventions is a **high priority** to allow sustained outcomes. This recommendation is addressed to potential IPs and should be highlighted in future calls for proposals.

- In the **health sector**, linking primary health care centres with the communities to create the demand, and in turn increase the capacity of the services providers to meet this demand should be pursued in future interventions.
- In the **WASH sector**, combining support to WEs' services operations with the social component that involves communities and municipalities is an approach that should be mainstreamed.
- In the **education sector**, supporting the involvement of local CBOs and CSOs in providing informal and non-formal education services in the communities should be continued.

4. Strengthen and support national systems and information management systems for more sustainable solutions

The EUTF had prioritised a humanitarian response in the early years with an emphasis on access to service. Subsequently, a development approach centred on building the capacity of service providers and, in particular, of the public institutions in charge was adopted in the second phase of the EUTF in the context of a protracted refugee crisis. While priority countries are currently experiencing a deterioration in their economic situation, the needs of national populations are increasing, and investment in strengthening national systems is a **high priority**, not only in terms of meeting needs but also from the perspective of the sustainability of EU interventions. This recommendation is addressed to NDICI Programming Unit DG NEAR HQ and EUDs to the partner countries and should be considered after EUTF-funded projects end.

- In the **social protection sector** and in *Lebanon*, further capacity building is needed to develop institutions that are capable of running the social protection system. Capabilities to run the National Poverty Targeting Programme (NPTP) and Emergency Social Safety Net Project (ESSN) programmes need to be transferred to the government. This also involves developing a system that uses all available databases for the social protection system.
- In the **health sector**, strengthening primary health care as an entry point to the health system, as well as the referral system and the related modules of the health information system, should be continued.
- In the **education sector**, it is recommended to strengthen the capacity development of educational staff and ensure adequate human resources, especially in those double-shifted public schools in need of additional support. Supporting further development and implementation of schools' information management systems to strengthen monitoring and evaluation capabilities of the education sector, data-driven decision-making, and overall accountability at line ministries is also a priority.
- Regarding the **WASH sector** in *Lebanon*, it is necessary to support the strengthening of the organizational structure of the WEs as well as better communication between the WEs, the Ministries, and the Municipalities. Support for collecting data concerning the identification, monitoring and use of water at the local level, i.e., the availability, production, distribution and use of water, should take priority.

5. Support the adoption and implementation of new policies in the partner countries

Despite the progress and outcomes made by EUTF in terms of policy changes, the evaluation also found, that the legal and legislative frameworks could be constraining factors in the achievement and sustainability of outcomes and, conversely that when the legal framework was appropriate, it was not necessarily implemented. Accordingly, supporting the adoption and implementation of new policies in the partner countries is recommended and should be considered by the NDICI Programming Unit DG NEAR HQ and EUDs to the partner countries after EUTF-funded projects end. This is a **medium-priority** recommendation as the conditions for policy change to occur remain uncertain and go well beyond EU interventions.

- In the **basic education sector**, enhancing regulatory frameworks for non-formal education in cooperation with the line ministries and ensuring adequate pathways from non-formal to formal education in the partner countries should take priority.

- Regarding the **higher education sector**, efforts to develop policies and TVET frameworks and curricula in line with current labour market needs in the partner countries should be enhanced.
- In the **health sector**, a coherent approach to planning, including targeting, alignment with relevant policy, coordination, and reporting, should be further developed. Close coordination with the Ministry in identifying and addressing the needs and gaps should be pursued.
- Regarding the **WASH sector** in *Lebanon*, support for the adoption of the application decrees and provisions of the new water law 192/2020 to enforce the reforms and remove ambiguities should take priority, and the revision of the municipality code for better coherence and complementarity with the water law should be advocated and promoted.
- In the **livelihood sector**, advocating in *Jordan* for relaxing specific constraints to enlarge the economic inclusion opportunities for refugees (e.g., allowing refugees to obtain a driving license, simplifying procedures for home business, enlarging the number of sectors where refugees are allowed to work, promoting financial inclusion) is highly needed.
- Advocating in *Jordan* for progressive access of refugees into national systems (i.e., in education, health, and protection service) through a gradual shift from parallel structures currently providing exclusive services to refugees should be considered.
- In the **protection sector**, new laws related to domestic violence have been passed in *Jordan* and *Lebanon*, and training sessions to the benefit of public agents from the judicial system and the health and the social service systems should be further developed based on experience and practices sharing approaches.
- **Cross-sectoral recommendation:** The good practices (see sub-section 5.2: good practices – page 51) related to the establishment of policy dialogue mechanisms with the participation of civil society should be replicated to other sectors and in future EU interventions in response to the Syrian crisis since it would contribute to meeting the EU's engagement toward civil society and the objective of mainstreaming its participation in sectoral dialogue²⁸.

6. Specific sector-related recommendations

Beyond the 5 clusters of recommendations formulated above and broken down by sector, several recommendations specific to each sector must be considered with **high priority** by EUDs to the partner countries with immediate effect.

- **Basic education sector:** continue support enhanced coordination among donors to ensure adequate funding in a context of growing pressure on public schools (transfer from private to public education) from the refugee and host communities due to the rampant economic crisis should be continued in all the countries.
- **Higher education sector:** partnership and alignment of criteria and conditions with other similar scholarship programmes (e.g., the UNHCR-based DAFI Scholarship Programme) should be considered to increase consistency and efficiency of the interventions. This is in the context of

²⁸ COM (2012)492 – « Roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations ».

limited funding opportunities for young students, especially from the refugee communities in the host countries.

In addition, the focus on “employment prospects” in either the host country, Syria or in third countries should be strengthened as well as additional support to job-placement services for refugee and host communities’ graduates.

- **Health sector:** improving sustainability (as a clearly identified gap) by continuing work on costing models related to health service packages is highly needed.

EQ8: based on the experience made by the EUTF, how can outcome orientation and results measurement be further strengthened and improved in future EU support mechanisms?

The EQ8 is also dedicated to recommendations and aims to know how outcome-oriented approaches could be better considered by the stakeholders and then to determine how tools and methods could be enhanced to better report on outcomes.

EQ8 Summary Box

Whereas a two-stage approach has allowed EUTF to incorporate lessons learned from the first generation of projects into the second one, the development of sectoral analysis and identification studies before the first round of support would ensure a greater focus on the outcome-oriented approach to the programming process.

ROM missions, external evaluations and portfolio assessments should be carried out consistently, and at a time that allows the recommendations to be fully integrated into the programming work.

A more pronounced focus on outcomes within calls for proposals by referring to the three levels of change and qualitative effects and giving longer time to respond to these calls and the project appraisal would be instrumental to reinforcing consideration for the outcome-oriented approach.

To better consider the outcome-oriented approach, it requires work to define indicators that are more qualitative and centred on the actors and their practices and to determine "sources of verification" more demanding in terms of knowledge production. Although it is not the responsibility of the EC to train potential implementing partners, EUDs, and NDICI programme units at HQ must increase their level of requirements in future calls for proposals and the selection of projects regarding the quality of projects and the related M&E systems designed.

The EUTF programming process has followed a two-step approach whereby responses to humanitarian needs were prioritised in the first round of projects and more structural and development-related interventions were considered in the second round.

- The example of the WASH sector in *Lebanon* is an illustration of this: the interventions supported were primarily focused on infrastructure initially, at the request of the authorities. The issue of service operations and management was only considered in 2019, following the first evaluations.
- In the higher education sector, there are two generations of projects, before and after the sector evaluation in 2018: (1) the first generation focuses on access/ graduation to higher/

technical education through the provision of scholarships, and the second generation focuses on the pathway from Higher/ Technical Education to the labour market.

- In the basic education sector, a better link with child protection was established after the evaluation of the BTF I (Back-to-future) NFE intervention in *Lebanon*.

Recommendation 7:

Whereas a two-stage approach has allowed EUTF to incorporate lessons learned from the first generation of projects into the second one, **the development of sectoral analysis and identification studies by the EUD OMs before the first round of support would ensure a greater focus on the outcome-oriented approach to the programming process.**

The two priorities identified in the WASH and higher education sectors, cited above as an example, could have been identified from the start, instead of being sequenced one after the other in two phases. The synergies between the two priorities identified could have led to efficiency gains and greater impact.

Recommendation 8:

With regard to EUTF programming cycles, the ROM reports and the evaluation reports, and especially the recommendations made therein, are therefore crucial for the EU OMs. The impact of these reports depends on their quality and their appropriate timing that would enable recommendations to be incorporated into the programming cycle. **ROM missions, external evaluations, and portfolio evaluations should be more consistently conducted, and launched at an appropriate timing by the EU OMs and the EUDs.**

Recommendation 9:

Finally, adopting the outcome-oriented approach depends on the quality of project formulation, logical frameworks, and indicators, and more broadly on the robustness of the supported projects' monitoring and evaluation system including, for example, a baseline study before implementation. In the case of EUTF, the evaluation shows overall low quality in how projects and monitoring and evaluation systems were developed, especially as regards the WASH, the livelihood and the social protection sectors. Baseline studies at the beginning of project implementation should - where possible and appropriate - be considered good practice and encouraged to better reflect qualitative aspects of target achievement. **A more pronounced focus on outcomes within the projects' selection mechanisms prepared by EUDs or NDICI programming unit, by referring to the three levels of change and qualitative effects, and giving longer time to respond to these calls and the project appraisal would be instrumental to reinforcing consideration for the outcome-oriented approach.**

Recommendation 10:

A greater consideration for the outcome-oriented approach also requires the capacity development of the implementing partners to design their interventions and prepare logical frameworks in line with an outcome approach that goes beyond activities and outputs. It requires the definition of indicators that are more qualitative and centred on the social actors and their practices and to determine "sources of verification" (to keep the terms associated with the logical framework) more demanding in terms of knowledge production, beyond simple activity reports. **Although it is not the responsibility of the EU to train potential implementing partners, EUDs, and NDICI programme units at HQ must increase their level of requirements in the selection of projects regarding the quality of projects and M&E systems designed.**

5. Lessons learned

5.1 COMPARATIVE ANALYSIS OF IPs AND THEIR RELATIVE ADDED VALUE

One of the factors identified for achieving the EUTF outcomes was the selection of implementing partners in the various priority sectors. The EUTF-funded projects were implemented by a wide range of partners (IP), mainly UN agencies, member state development cooperation agencies, and INGOs.

The evaluation makes it possible to draw lessons on the relative added value of the IPs, in relation to each other.

- **UN agencies** have been important partners of the EUTF. They have been used to serve accountability purposes when significant resources were mobilized for service provision and to provide technical assistance to ministries for policy reforms. UN agencies have a clear mandate in certain sectors and for certain categories of population and can easily mobilize needed expertise to provide technical assistance for the chosen reforms. For example, UNICEF implemented most of the formal education interventions through partnership agreements, as it is the case with WHO in the health sectors. Both agencies work closely with the line ministries in the host countries and have adequate leverage to influence the policy agenda, such as inclusive education, supported by EUTF. WHO is a normative agent, and other stakeholders working in the health sector follow its guidelines and protocols. Given the operational capacity of UNICEF, the agency has been a key IP in most of the EUTF priority sectors, not only in education but also in social protection, livelihoods, and WASH.

UN agencies are contracted by the EU through contribution agreements. Such typologies of contracts give EUDs limited prescription power to the UN Agencies over activities to be conducted with respect to other contracting agreements typically used with INGOs or technical assistance contracts. UN agencies often include field activities in EUTF-funded projects. While in some cases UN agencies present a clear competitive advantage for field activities where national and large-scale intervention are envisaged and where economies of scales make a difference in the unit costs of service delivery, UN agencies do not seem to have strong competitive advantage for more localized interventions at field level. In this regard, UN agencies conduct activities by contracting local CSOs or through government services. Each contracting level generates added management costs.

Finally, a disadvantage of the UN agencies as IP is that the EU's visibility is not sufficiently appreciated/ guaranteed despite the existing communication and visibility agreements. European values and policy goals can often be conveyed to the final beneficiaries with difficulty.

- **EU Member State development agencies** were used in cases of interventions where they are recognized for their specific technical expertise due to their long experience in specific sectors in the countries or the region (e.g., GIZ for vocational training, AICS for social protection). Given their easy access to European funding due to their status as development agencies of the Member States, these agencies may come together in consortiums on regional and multi-sectoral programmes, with a division of labour by country and/or by sector (Qudra, RSCP). The consortium configuration has the advantage of having comprehensive geographical and thematic coverage and the disadvantage of operating in silos with a lack of coherence between the different components of the interventions.

The agencies that position themselves in different sectors without being recognized for their specific expertise in each of them (AFD in WASH and social protection, or AECID on social cohesion and health) may give uncertain results and their added value is not consistently demonstrated.

- Finally, (I)NGOs were important IPs in all of the portfolio sectors. A distinction should be made between INGOs and CSOs (local).

CSOs are well positioned to conduct advocacy activities and to provide multi-level intervention encompassing services provision for final beneficiaries and policy changes through advocacy activities. Successful examples of such multi-level interventions can be found in the social protection sector since CSOs have specialised in certain themes – e.g., the promotion and protection of women’s rights and the fight against gender-based violence and child abuse, and the protection of migrants’ rights. CSOs like ABAAD in *Lebanon*, Tamkeen, Sadaqa, and AWLN in *Jordan*, are not IPs but local partners benefiting from cascading funding. The support granted is part of a long trajectory of advocacy actions, often carried out in coalition, and is complementary to other support that these organizations may receive from other programmes.

Due to a high level of skills and professionalism in the services provided to beneficiaries, these organisations sometimes take precedence over public structures, which suffer from a structural lack of resources. In the WASH sector, INGOs are considered to have less implementation capacity related to infrastructures than UN agencies or some Member State agencies such as GIZ.

INGOs are also well-positioned to provide direct services to final beneficiaries at the local level. Their added value lies in their capacity to engage with the local communities in partnership with local authorities, CSOs, and CBOs. This has been the case in all the priority sectors.

In the WASH and health sector, the outreach activities and the mobilisation of local communities carried out by the INGOs have been remarkable and have made it possible to improve relations with service providers and increase access to services.

In the education sector, non-formal and informal education services are mostly delivered by local partners (CBOs/ CSOs), either under the umbrella of international NGOs (e.g., BTF consortium in *Lebanon*) or UNICEF (in both *Lebanon* and *Jordan*). Due to their proximity and knowledge of the communities, the delivery of NFE services through local partners is found to be more efficient and conducive to enhancing the overall ownership and sustainability of interventions and promoting further development of civil society and service providers' networks.

In the higher education sector, the consortium implementation modality has been noted to contribute to the effectiveness and ownership of the interventions, as they encompass both INGOs and local and international HE institutions, facilitating the exchange of good practices and establishing a network across the region (e.g., the EU Regional Network for Alumni & Young Professionals). EDU Syria in *Jordan* is a good example of this type of consortia, encompassing international and local partners, including the German Jordanian University, Queen Rania Teacher Academy, *Jordan* University of Science and Technology, Yarmouk University, Mutah University, Zarqa University, Luminus Technical University College, the German Academic Exchange Service, and the Dutch Organisation for Internationalisation in Education.

5.2 OTHER GOOD PRACTICES TO BE MAINSTREAMED OR REPLICATED TO ALL SECTORS

The establishment of policy dialogue mechanisms promoting the participation of civil society (WASH, higher education)

While influencing the policy agenda has not been a priority in the WASH and higher education sectors, two EUTF-supported initiatives have worked to establish two policy dialogue mechanisms aimed at bringing together of the stakeholders of these sectors concerned and in particular civil society.

- Established in 2016 thanks to EUTF support to Oxfam, the **Lebanon** Water Forum (LWF) is a national event aiming to produce policy recommendations for the **Lebanon** National Water Sector Strategy and Ministry of Energy and Water Resources Law 221 of 2001. The objective was to address the scope and diversity of challenges regarding water service provision in **Lebanon**.

Stakeholders interviewed during the field trip agree that the Water Forum was a relevant space for policy dialogue which positively contributed to the revision of the national strategy. Civil society organizations involved in the sector were able to share with officials from the administration, the donor community as well as technical experts.

- In **Lebanon**, the HOPES-LEB led “Higher Education in Times of Collapse” initiative has been observed to be the most structured approach to policy dialogue on HE in the partner countries. These stakeholder dialogues, which took place between January 2022 and May 2022, sought to understand and engage with the varying perspectives within the sector, wherein all parties working within and constituting part of the higher and further education sector were invited “to the table”. These dialogues focused on three main aspects: (1) the perspective of higher and further education institutions; (2) the perspective of project implementers and organisations; and (3) the perspective of students. During the final event, attended by all most relevant stakeholders, including the Ministry of Education and Higher Education (MEHE), a set of specific recommendations was addressed to (a) higher and technical education institutions; (b) Higher Education programme and project Implementers; and (c) MEHE and international donors.

Despite limited effects on the public policy process, these two initiatives nevertheless remain good practices in the perspective of structuring a policy dialogue that aims to be inclusive. The replication of these practices to other sectors and in future EU interventions in response to the Syrian crisis would contribute to meeting the EU's engagement toward civil society and the objective of mainstreaming its participation in sectoral dialogue²⁹.

Capacity building budget allocation and TA for local IPs (RDPP)

The Regional Development and Protection Programme (RDPP) is the only EUTF-supported programme (social protection) that included a budgeted capacity development component for local implementing partners in **Lebanon, Jordan** and **Iraq**. This modality was hailed as extremely beneficial by the organizations interviewed, indicating that this modality had enabled them to develop strategies on

²⁹ COM (2012)492 – « Roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations ».

gender, security, prevention of sexual harassment, and discrimination, but also the development of Integrated Operational Management Information System focusing on case management.

Given the outcomes obtained through this modality in terms of capacity development, it is highly recommended to mainstream it in the future EU programmes in response to the Syrian crisis.

5.3 CASE STUDIES

Two case studies – Lebanon and *Jordan* – have been developed to give concrete examples of how and to what extent the EUTF activities have led to tangible outcomes.

Case Study 1 - Reducing Economic Barriers to Accessing Health Services in *Lebanon* (REBAHS *Lebanon*)

Background

The projects T04.54, T04.210 and T04.281 build on each other and are essentially a continued initiative to improve access to primary health services by reducing economic barriers; they are introducing models of subsidisation of Primary Health Care Centres (PHCC). With T04.281 a long-term primary healthcare subsidization protocol (LPSP) i.e. a comprehensive fee-based health services protocols package became available.

The projects are enhancing the capacity of a number of selected PHCCs to be included in the MoPH's network. The three REBAHS projects combined, eventually covered 75 primary health centres throughout *Lebanon* out of the total of 250 that are a part of MoPH network. They are providing a range of curative and preventive health care services, i.e. several health packages, developed as per international protocols, are integrated into primary health care services.

REBAHS model is based on four pillars: quality of care, equitable service delivery, affordability, and accessibility.

Access to services

Targeted groups – Syrian refugees and vulnerable Lebanese – have access and increasingly use primary health care services. PHCCs are offering a wide range of improved quality services, which are affordable due to being subsidised, have qualified medical staff who are earning the trust of patients, as well as availability of medication free of charge.

The international NGOs that implement the project aim to reduce financial barriers, improve coverage and overall quality of services. They have very good outreach, as they are community based over a wide geographical area. By working within the communities, they change the beneficiaries' attitude e.g. to seek health services in the PHCCs first. This is accomplished through health education by community volunteers, awareness raising, while maintaining quality services provision.

Service providers' capacities

Standardised conditions/criteria are established for registration with the MoPH network. REBAHS assists the PHCCs to register and get certified. Financial support is provided to subsidise patient consultations, access to diagnostics, and treatment. Staff and management receive support including capacity strengthening. PHCCs are responsive to the project support, willing to improve their services and expand structure – making improved response to community health needs. At PHCCs level capacity is substantially increased, to attend to the increased number of patients (approximately doubled).

There is an increase in network membership, mostly a result of own work of the MoPH, but they have no financial means to upscale. This is where support of the INGOs, completely embedded into the system, comes in. The increase in the number of PHCCs in this network, indicates also that the quality of services fits certain standards. In the late 1990s there were 17 members PHCCs network, in 2018 there were 160, with good geographical spread and much increased quality of services; now there are 250. An accreditation programme was introduced, and more programmes were included in primary health care (e.g., immunisation, reproductive health) i.e. integrated services are provided. If PHCCs are able to provide the services (with subsidisation) the (over)use of hospitals can be reduced, as people's basic needs would be addressed at primary health care level.

Policy change

The three REBAHS projects worked directly at both level of the MoPH and of primary health care centres that are a part of MoPH network. The MoPH took leadership in supporting through EU projects the developing the subsidisation models.

In the three REBAHS projects the subsidisation models, together with the MoPH were tried, tested, approved, and expanded as good models of subsidisation. A long-term primary health care subsidisation protocol is now available although dependent on donor funding. In PHCCs the beneficiaries have access to free medication upon consultation with a doctor - these models at policy (MoPH) level are a very important outcome. A costing model was developed so the MoPH now has standard operating procedures and protocols for health care centres, with costing attached.

LPSP is a national protocol that is securing equity in provision of PHC services. The Government owns the LPSP as a clear and transparent tool, to attract donors to the national PHC network platform and to use funds more effectively. Also, more allocation to primary health care under the same national protocol can be advocated for.

REBAHS work is continued through the new project, supported through NDICI instrument. It was designed in consultations with both EUD and the MoPH, using the lessons learned from previous phases while keeping the LPSP approach, which was piloted in the previous phase and has since further expanded.

Case Study 2 - EUTF support for an integrated Solid Waste Management system in Syrian refugee camps and neighbouring communities affected by the Syria Crisis

Background

Solid Waste Management (SWM) is a challenge for public services and local municipalities in **Jordan**. Key issues include dumping waste in non-engineered landfills, the absence of proper practices for solid waste collection and disposal, the increase of solid waste generation rates, which got worse with the refugee influx. SWM collection and disposal capacity is inadequate and under stress due to limited space and operational weaknesses of related systems. Targeted Syrian refugee camps (Za'atari and Azraq) rely entirely on international support for basic services, including SWM.

To improve the situation, the project combines social, economic, and ecological objectives. Labour-intensive waste management helps to minimize operating costs and to create income opportunities for the lowest income groups. With the exception of the Cash-for-Work (CfW), the measures are adapted to local conditions and capacities, while local ownership enables the adoption of the processes. The priorities of the project fully correspond to the needs of the targeted Ministry of Local Administration

(MoLA), Water Authority of *Jordan*, as well as to the needs of the end beneficiaries from the refugee camps and surrounding communities.

The project is ongoing, with SWM, livelihoods, and community engagement components running from the start and a sludge management component that was introduced later. The first three components are proving their contribution to the expected outcome: to strengthen labour-intensive and environmentally friendly collection of waste and processing of recyclables and organic waste in refugee camps and host communities. For the sludge management component, a more sustainable option than the current sludge trucking in Za'atari Camp is being explored, to be agreed with the stakeholders.

Access to services

Targeted groups – Syrian refugees and vulnerable Jordanians - effectively engage in SWM. SWM is working in two settings: in the refugee camps the project is fully managing SWM, while in the host communities is implementing complementary activities and coordination of SWM.

Access for vulnerable Jordanians and Syrian refugees to short-term job opportunities (CfW) in SWM services in refugee camps and host communities is ensured, therefore creating income opportunities. Cash Workers (both Syrian and Jordanian vulnerable beneficiaries) are engaged in SWM, and are earning income, which provides for their basic needs and also improves their self-esteem. The project smartly engages both, Syrian and Jordanian actors in SWM so that related conflicts are avoided, and Syrian refugees are involved in activities that visibly improve community services. Services are being improved, rather than deteriorating, following the Syrian influx.

Community engagement through the project has led to the change of behaviour, e.g. in Za'atari camp real ownership of the project is with the community – from previous unwillingness to work in the waste sector to currently having thousands of people on the waiting list to work in SWM. From an initial 5% of women among the beneficiaries there are now over 35%. Waste collection and recycling are effective, while using a labour-intensive approach to SWM. Although a similar effect could be achieved by using more machinery, engaging more workers is a deliberate choice, to create job opportunities for the beneficiaries. Refugees in (and out of) the camps benefit from a cleaner environment, as a result of a well organised SWM system. Those engaged in CfW report a real positive change in their lives – they are now able to use their relatively stable income for their current needs and even to plan their future.

Service providers' capacities

The project is supporting SWM capacities of the partner government stakeholders at both central and local level - with MoLA, in both camps, and in surrounding communities. SWM activities in the camps have evolved from an agency driven and fully subsidised system towards a community-led approach. The IP is also working with municipalities in Mafraq and Zarqa, while supporting the implementation of the National Municipality Solid Waste Strategy (NMSWS) with the relevant ministries, municipalities, and regional service councils.

The effects of SWM component (collection, separation and processing of recyclables and organic waste in refugee camps and host communities) are evident in visibly higher standard of services and the introduction of environmentally friendly small schemes in collaboration with CBOs in the beneficiary municipalities. As SWM in the host communities falls under the municipal responsibility, the project adds complementary services (e.g. recycling) and capacity building. The change of their technical capacity is visible in understanding the importance of recycling, improved SWM-related skills, as well as coordination. Cash workers also take some of the load off the municipalities. The two camps' separation

at source or in green centre are the most effective recycling schemes in *Jordan*. The camps can demonstrate to the municipalities and to MoLA that SWM at higher standards - the model established in the camps - is obviously working well. Solid waste is handled in a more environmentally and healthy way, however, keeping (and improving) these standards once the Jordanian administration takes fully over will depend on their capacities and their political will.

Policy change

The project is in line with the National Municipality Solid Waste Strategy (NMSWS) that is focused on developing and establishing an integrated and affordable municipal SWM system and implementation arrangements. To operationalise the NSWMS, regional SWM plans are developed, all EU financed. The development of local SWM plans through the project is directly linked with master plans of catchment/ service areas and to the NMSWS. MoLA is directly supported by this and other synergetic projects to implement the NMSWS. MoLA considers the project contribution in the development of local SWM plans important and in line with the wider policy.

Policy work is undertaken directly in the municipalities in Mafraq and Zarqa, while supporting the implementation of the NMSWS with the relevant ministries, municipalities, and regional service councils. However, even though the project is highly aligned with all relevant strategies, the aspect of infrastructure serving refugees/ camps does not enjoy high-level support and the solid waste management strategy of the government does not consider the refugee camps.

ANNEXES

ANNEX 1 – EUTF Strategic Outcome Framework

SOCIAL ACTOR	OUTCOME STATEMENT (AD/ Programme level)	THEMATIC SECTOR						
		More Syrian, IDP and host communities access Basic Education of good quality	More Syrian, IDP and host communities access Higher Education of good quality	More Syrian, IDPs and host communities get access to Livelihoods	More Syrian refugees, IDPs and host communities have access to medical care and Health services	More Syrian refugees, IDPs and host communities have access to safely managed water and WASH services	More children, women and adults from Syrian refugee', IDPs and host communities are Protected	More children, women and adults from Syrian refugee', IDPs and host communities access Social Cohesion programmes
INDIVIDUALS: Refugees, IDPs, host communities	Self-report of behavioural changes		Perception of youth/ students towards their career perspectives (T04.29, 166, 225, 220, 218)	Perception of people about their family economic situation (T04.249, 200, 229, 241, 52, 243, 205, 04.17)	Perception of people receiving mental health support about their daily functioning (T04.210, T04.281, 183, 21, 160, 212)	Perception of people about affordability of WASH services (T04.121, 100, 208)		Perception of beneficiaries towards community cohesion (T04.164)
	Change their behaviour seeking services	Status of attendance and retention among school aged children, taking into consideration the COVID-19 context			Perception of people about affordability of health services (T04.210, T04.74)			

		(T04.143, T04.172 and T04.245)						
	Make institutions accountable	Status of parents' engagement/ pupils value place in Education (T04.198)				Status of community engagement with the WASH providers/ institutions (T04.121)		
NATIONAL INSTITUTIONS: Sector ministries	Promote new regulatory frameworks towards sector reform			Status of new legislation improving access of refugees to the labour market (T04.249, 229, event T04.130, T04.292, event T04.164)			Status of the legislative review on child protection and of gender related laws (T04.189, T04.130)	

	Establish/ Apply new policy instruments	Status of the inclusive education policy (T04.257)	Status of policy recomm- endations to the sector (T04.220)	Status of Economic Develop. Policy unit advocacy influencing Social entre- preneurship (T04.235) T04.229	Status of policy reforms towards more affordable health care (T04.210, T04.74, T04.202)		Status of MoSA strategic plan (T04.189, T04.130, 243, 253, 292) Status of social information system at national level (T04.189, T04.130, 243, 253, 292)	
		Status of alternative learning frameworks (T04.143)		Status new labour and social security policies improving the access of refugees to the labour market (T04.249, T04.235)	Status of intergovern- mental referral paths (T04.181)		Status of gender and other social policy mechanisms to improve social protection (T04.189, T04.130, 243, 253, 292, T04.172)	
LOCAL INSTITUTIONS: Schools, universities, CSOs or private organisations, MSMEs, agricultural training	Report improved performance			Status of performance among targeted MSMEs/ cooperatives (T04.229, T04.235, T04.241, T04.76)		Perception of the community on the responsiveness of WASH providers/ institutions to the community (T04.121, 100, 208)		

providers, VTET institutes, PHCCs, Water establishments/ providers	Change/ Improve their intervention strategies	Status of school offer on inclusive education of public schools proposing inclusive education (T04.257, T04.143, T04.198)	Status of partnerships with private sector organisations and civil society organisations offering work placement/ internship opportunities (T04.220, T04.218, on jobs eventually T04.215, 241, 231, 205, 149)	Status of new services provided to businesses (social businesses or agricultural businesses) T04.229, T04.235, T04.241 T04.149 T04.23 Status of partnerships with private sector organisations and civil society organisations offering work placement/ internship opportunities (241, 231, 205, 149)	Status of institutional changes towards universal health care (T04.210, 281, 183, 74, 202, T04.181) Status of new coordination strategies between Community Based Organisation s, Primary Health Care Centres and Health Directorates (T04.210, 281, 74, 183, 181)	Status of Water Establishments applying good water management practice (T04.121, 100, 208) Status of the use of water quality monitoring plans (T04.90) Status of local WASH platform (T04.272, but very incipient, not included in list)	Status of social information system at decentralised level	Status of service provision (in terms of inclusive access) at municipal level for refugees
		Status of non-formal education centers offering non-formal education for children with					Status of new services provided by SDCs	

		learning difficulties (T04.198)						
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ANNEX 2 – List of Documents Reviewed

AVSI LEBANON					
Document name	Document title	Document type	Date	Author	Country
Annex_3 Life Skills Evaluation Final	Back to the Future II: Life Skills Program	Evaluation Report	29.11.2011		Lebanon
MR_Madad_T04.22_predecessor project	EUTF - ROM Report	ROM Report	mai.19	David Ruiz Crespo	Lebanon/ Jordan
T04.198_AVSI	N/A	Progress document	N/A	N/A	Lebanon
T04.198_MR_07.06.2021	EUTF ROM Report	ROM Report	07.06.2021	David Ruiz Crespo	Lebanon
UNICEF LEBANON					
Document name	Document title	Document type	Date	Author	Country
T04.143 MR 10.08.2021	EUTF ROM Report	ROM Report	10.08.2021	Ljuan Marko Gashi	Lebanon
T04.143_UNICEF	N/A	QIN	N/A	UNICEF	Lebanon
T04.143_AD Education LB amended	T04.143_AD Education LB amended	AD	N/A	UNICEF	Lebanon
T04.143_DoA	T04.143_DoA	DoA	N/A	UNICEF	Lebanon
UNRWA LEB JOR					
Document name	Document title	Document type	Date	Author	Country
T04.160_LB_MR_predecessor project	EUTF ROM Report	ROM Report	21.10.2019	Micol Briziobello	Lebanon
T04.212_UNRWA	N/A	QIN	N/A	UNRWA	Lebanon
OTHER (UNHCR Turkey)					

Document name	Document title	Document type	Date	Author	Country
ROM T04.116 MONITORING REPORT_28082020	EUTF ROM Report	ROM Report	28.08.2020	Fatma Nil Ayhan	Turkey
T04.116_UNHCR	N/A	QIN	N/A	UNHCR	Turkey
SECTOR EVALUATION					
Document name	Document title	Document type	Date	Author	Country
eutf_be_evaluation_report_final_17_dec_2019	Evaluation of EUTF-funded Programmes/ Projects on Basic Education	Evaluation Report	déc.19	Particip	EUTF Region
GJU JORDAN					
Document name	Document title	Document type	Date	Author	Country
ROM T04.29 GJU Monitoring report 06.04.2020	EUTF ROM Report	ROM Report	06.04.2020	Jan Helbich	Jordan
T04.166_GJU	N/A	QIN	N/A	GJU	Jordan
T04.215 ROM REPORT 28_09_2021	EUTF ROM Report	ROM Report	28.09.2021	Jan Helbich	Jordan
T04.215_GJU	N/A	QIN	N/A	GJU	Jordan
T04.29_GJU	N/A	QIN	N/A	GJU	Jordan
EUTF T04.116 interim narrative report	EUTF T04.116 interim narrative report	Interim Report	N/A	GJU	Jordan
DAAD NUFFIC CAMPUS FR LEBANON					
Document name	Document title	Document type	Date	Author	Country
ROM T04.11 REPORT Lebanon predecessor project	EUTF ROM Report	ROM Report	25.02.2020	José Serrano	Lebanon
T04.220_DAAD	N/A	QIN	N/A	DAAD	Lebanon

SPARK IRAQ					
Document name	Document title	Document type	Date	Author	Country
T04.218_SPARK	N/A	QIN	N/A	SPARK	Iraq
TF.MADAD.2020.T04.218_SPARK annual progress report Y2	TF.MADAD.2020.T04.218_SPARK annual progress report Y2	Annual Report	N/A	SPARK	Iraq
ANNEX 5_T04.218 Logical Framework_Updated	ANNEX 5_T04.218 Logical Framework_Updated	Logframe	N/A	SPARK	Iraq
SECTOR EVALUATION					
Document name	Document title	Document type	Date	Author	Country
EUTF Evaluation report - Final 9 Nov 2018	Evaluation of Madad-funded Programmes/ Projects for Higher Education	Evaluation Report	nov.18	Particip	EUTF Region
UNWOMEN REGIONAL & JORDAN					
Document name	Document title	Document type	Date	Author	Country
T04.249_UNWOMEN	N/A	QIN	N/A	UNWOMEN	Jordan
T04.72 TR MR_30.04.2019	EUTF ROM Report	ROM Report	30.04.2019	Dietmar Aigner	Turkey
T04.72_UNWOMEN	N/A	QIN	N/A	UNWOMEN	Turkey
UN Women QIN12. (Oct-Dec) 2020.EUTF T04.72	Programme Update	Programme Update	déc.20	UNWOMEN	EUTF Region
OXFAM LEBANON					

Document name	Document title	Document type	Date	Author	Country
T04.229_OXFAM	N/A	QIN	N/A	OXFAM	Lebanon
T04.229_Annex I_DoA	T04.229_Annex I_DoA	DOA	N/A	OXFAM	Lebanon
T04.229_Annex Ia_Logical Framework	T04.229_Annex Ia_Logical Framework	Logframe	N/A	OXFAM	Lebanon
DRC LEBANON					
Document name	Document title	Document type	Date	Author	Country
T04.241_DRC	N/A	QIN	N/A	DRC	Lebanon
T04.241 Annex I DoA	T04.241 Annex I DoA	DOA	N/A	DRC	Lebanon
T04.241_LINKED_Interim report_November 2021_signed	T04.241_LINKED_Interim report_November 2021_signed	Interim Report	N/A	DRC	Lebanon
ILO JORDAN					
Document name	Document title	Document type	Date	Author	Country
ILO Technical Note Health Insurance Bylaw in <i>Jordan</i>	Introduction of a social health insurance scheme under the SSC of Jordan	Technical Note	déc.21	ILO	Jordan
Official Gazette on agriculture workers	Official Gazette	Legislative document	14.03.2021	Gov. of Jordan	Jordan
T04.235_ILO	N/A	QIN	N/A	ILO	Jordan
GIZ REGIONAL					

Document name	Document title	Document type	Date	Author	Country
T04.200_GIZ	N/A	QIN	N/A	GIZ	EUTF Region
T04.200_ROM REPORT 26.04.2021	EUTF - ROM Report	ROM Report	26.04.2021	Micol Briziobello	Lebanon
MAG IRAQ					
Document name	Document title	Document type	Date	Author	Country
T04.52_MAG	N/A	QIN	N/A	MAG	Iraq
TF-MADAD-2017-T0452-2021 Outcome Harvesting	Outcome Harvesting Exercise –MAG	Outcome Harvesting	N/A	Particip	Iraq
UNDP TURKEY					
Document name	Document title	Document type	Date	Author	Country
T04.76_UNDP	N/A	QIN	N/A	UNDP	Turkey
T04.76_UNDP	N/A	QIN	N/A	UNDP	Turkey
FAO JOR LEB					
Document name	Document title	Document type	Date	Author	Country
T04.149_FAO	N/A	QIN	N/A	FAO	Lebanon/Jordan
T04.149_MR_16.07.2021	EUTF ROM Report	ROM Report	15/7/2021	Matteo Borzoni	Lebanon
GIZ VOC TRAINING					
Document name	Document title	Document type	Date	Author	Country

T04.231_GIZ	N/A	QIN	N/A	GIZ	Lebanon
4- Final AD (CLEAN)	4- Final AD (CLEAN)	AD	N/A	GIZ	Lebanon
VTE4all PO.08 - 2022_4 Progress - Progress & Plan 220530-Vf	VTE4all PO.08 - 2022_4 Progress - Progress & Plan 220530-Vf	N/A	N/A	GIZ	Lebanon
AFD AICS REGIONAL					
Document name	Document title	Document type	Date	Author	Country
MR T04.50 JORDAN 06.01.2020	EUTF - ROM Report	ROM Report	06.01.2020	Paulo Lamim	Jordan
ROM T04.40 Jordan MR 03.01.2022	EUTF - ROM Report	ROM Report	03.01.2022	Elmar Te Wildt	Jordan
ROM T04.40 LEBANON MONITORING REPORT 01.12.2021	EUTF - ROM Report	ROM Report	01.12.2021	Elmar Te Wildt	Lebanon
T04.40_AICS_IRAK	N/A	QIN	N/A	AICS	Iraq
T04.40_AICS_JOR	N/A	QIN	N/A	AICS	Jordan
T04.40_AICS_LEB	N/A	QIN	N/A	AICS	Lebanon
T04.50_ROM MQ_08.01.2020	EUTF - ROM Monitoring Questions	ROM Mon. Questions	N/A	Elmar Te Wildt	Iraq
STC					
Document name	Document title	Document type	Date	Author	Country
T04.243_STC	N/A	QIN	N/A	STC	Lebanon
T04.243 Interim report Narrative	T04.243 Interim report Narrative	Interim Report	N/A	STC	Lebanon
Annex 3- Disaggregated data	Annex 3- Disaggregated data	N/A	N/A	STC	Lebanon
SECTOR EVALUATION					

Document name	Document title	Document type	Date	Author	Country
final_eutf_llh_evaluation_report_22.07.2019	Evaluation of EUTF-funded Programmes and Projects for Livelihoods	Evaluation Report	juil.19	Particip	EUTF Region
IMC HEALTH					
Document name	Document title	Document type	Date	Author	Country
REBAHS II - MH Satisfaction Survey Report - Y2_Final	SATISFACTION SURVEY REPORT -MENTAL HEALTH	Survey	N/A	IMC	Lebanon
ROM T04.210 MR response 12.07.2021	EUTF - ROM Report	ROM Report	12.07.2021	Egbert Sondorp	Lebanon
T04.210 _IMC	N/A	QIN	N/A	IMC	Lebanon
T04.281 _IMC	N/A	QIN	N/A	IMC	Lebanon
T04.54_ROM REPORT_predecessor project	EUTF - ROM Report	ROM Report	16.04.2019	Andrew Mathieson	Lebanon
AISPO IRAQ					
Document name	Document title	Document type	Date	Author	Country
T04.18 ROM REPORT predecessor project	ROM Report	ROM Report	14.03.2018	Andrew Mathieson & Yarub Al-Shiraida	Iraq
T04.181_AISPO	N/A	QIN	N/A	AISPO	Iraq
T04.181_AISPO	N/A	QIN	N/A	AISPO	Iraq
WHO JORDAN					
Document name	Document title	Document type	Date	Author	Country

T04.202 ROM Report 23.08.2021	EUTF - ROM Report	ROM Report	23.08.2021	Abdul Al Azzeh & Rafael Eguiguren	Jordan
T04.202_WHO	N/A	QIN	N/A	WHO	Jordan
UNICEF LEBANON					
Document name	Document title	Document type	Date	Author	Country
T04.96 ROM REPORT_07.08.2019 final	EUTF - ROM Report	ROM Report	11.07.2019	Andrew Mathieson	Lebanon
T04.96_UNICEF	N/A	QIN	N/A	UNICEF	Lebanon
YMCA LEBANON					
Document name	Document title	Document type	Date	Author	Country
ROM T04.74 ROM Report 03092020	EUTF - ROM Report	ROM Report	03.09.2020	Egbert Sondorp & Osmat Azzam	Lebanon
T04.74_WHO	N/A	QIN	N/A	WHO	Lebanon
UNOPS JORDAN					
Document name	Document title	Document type	Date	Author	Country
T04.105 ROM Report_13.08.2020	EUTF - ROM Report	ROM Report	13.08.2020	Jasna Ljubisic	Jordan
T04.105_UNOPS	N/A	QIN	N/A	UNOPS	Jordan
ACF IRAQ					
Document name	Document title	Document type	Date	Author	Country
T04.183_ACF	N/A	QIN	N/A	ACF	Iraq
TF-MADAD2019T04.18 - Interim Narrative report - V2	TF-MADAD2019T04.18 - Interim Narrative report - V2	Interim Report	N/A	ACF	Iraq

TF-MADAD-2019-T04.183 rev Annex Ia Project description_ Addendum 2 TC	TF-MADAD-2019-T04.183 rev Annex Ia Project description_ Addendum 2 TC	DOA	N/A	ACF	Iraq
AECID JORDAN					
Document name	Document title	Document type	Date	Author	Country
T04.255_AECID	N/A	QIN	N/A	AECID	Jordan
EUTF AD <i>Jordan</i> Health	EUTF AD <i>Jordan</i> Health	AD	N/A	AECID	Jordan
TF-MADAD-2020-T04.255_1st Annual Report	TF-MADAD-2020-T04.255_1st Annual Report	Annual Report	N/A	AECID	Jordan
MEDAIR LEBANON					
Document name	Document title	Document type	Date	Author	Country
ROM T04.31 ROM Report 22.04.2021 (2)	EUTF - ROM Report	ROM Report	22.04.2021	Egbert Sondorp	Lebanon
T04.31_Medair	N/A	QIN	N/A	Medair	Lebanon
Annex I_A_LogicalFramework_T04.31_Medair		Logframe	N/A	Medair	Lebanon
Annex I_Description of action_T04.31_Medair	Annex I_Description of action_T04.31_Medair	DoA	N/A	Medair	Lebanon
LRC LEBANON					
Document name	Document title	Document type	Date	Author	Country
T04.227_LRC	N/A	QIN	N/A	LRC	Lebanon
SECTOR EVALUATION					
Document name	Document title	Document type	Date	Author	Country

h_eval_report_final_28.05.2020_submitted	Evaluation of Madad-funded Programmes/ Projects for Health	Evaluation Report	mai.20	Particip	EUTF Region
CISP LEBANON					
Document name	Document title	Document type	Date	Author	Country
ROM MR T04.100 10.05.2021	EUTF - ROM Report	ROM Report	10.05.2021	Rolf Reichert	Lebanon
T04.100_CISP	N/A	QIN	N/A	CISP	Lebanon
T04.100_CISP	N/A	QIN	N/A	CISP	Lebanon
T04.100_AD WASH LB amended	T04.100_AD WASH LB amended	Action Document	N/A	CISP	Lebanon
T04.100_DoA amended	T04.100_DoA amended	DoA	N/A	CISP	Lebanon
GIZ JORDAN					
Document name	Document title	Document type	Date	Author	Country
T04.208_GIZ	N/A	QIN	N/A	GIZ	Jordan
T04.208_GIZ	N/A	QIN	N/A	GIZ	Jordan
T04.208_ROM REPORT_07.06.2021	EUTF - ROM Report	ROM Report	07.06.2021	Jasna Ljubisic	Jordan
T04.208_AD WASH JO amended	T04.208_AD WASH JO amended	AD	N/A	GIZ	Jordan
T04.208_DoA	T04.208_DoA	DoA	N/A	GIZ	Jordan
ACTED LEBANON					
Document name	Document title	Document type	Date	Author	Country
T04.121_ACTED	N/A	QIN	N/A	ACTED	Lebanon

T04.121_ROM REPORT 29.03.2021	EUTF - ROM Report	ROM Report	29.03.2021	Jasna Ljubisic	Lebanon
TF-2018_T04.121 Annex I DoA	TF-2018_T04.121 Annex I DoA	DoA	N/A	ACTED	Lebanon
TF-2018_T04.121 Annex I LogFrame	TF-2018_T04.121 Annex I LogFrame	Action Document	N/A	ACTED	Lebanon
TF-2018_T04.121 Annex III Budget	TF-2018_T04.121 Annex III Budget	Budget	N/A	ACTED	Lebanon
T04.272_ACTED	N/A	QIN	N/A	ACTED	Lebanon
UNICEF LEBANON					
Document name	Document title	Document type	Date	Author	Country
T04.90 MR 04.06.2020	EUTF - ROM Report	ROM Report	04.06.2020	Rolf Reichert	Lebanon
UNICEF <i>Lebanon</i> Final EU WASH Report with Annexes_June Annexes June 2022	UNICEF T04.90 final report	Final report	June 2022	UNICEF	Lebanon
T04.90_UNICEF	N/A	QIN	N/A	UNICEF	Lebanon
Annex 1_DOA_EUTF-Madad_T04.90_Unicef wash leb	Annex 1_DOA_EUTF-Madad_T04.90_Unicef wash leb	DoA	N/A	UNICEF	Lebanon
AFD LEBANON					
Document name	Document title	Document type	Date	Author	Country
T04.206_AFD_GVC	N/A	QIN	N/A	AFD	Lebanon
T04.206_AFD_GVC	GVC Report	Final report	July 2022	GVC	Lebanon
NRC LEBANON					

Document name	Document title	Document type	Date	Author	Country
ROM T04.98 MR 10.05.2021	EUTF - ROM Report	ROM Report	10.05.2021	Rolf Reichert	Lebanon
T04.98_NRC	N/A	QIN	N/A	NRC	Lebanon
T04.98	NRC report	Final report	July 2022	NRC	Lebanon
SECTOR EVALUATION					
Document name	Document title	Document type	Date	Author	Country
Strategic Evaluation of EU Water and Wastewater Strategy in Lebanon	Strategic Evaluation of EU Water and Wastewater Strategy in Lebanon	Evaluation Report	April 2022	DT GLOBAL IDEV Europe S.L.	Lebanon
WASH Portfolio Evaluation Report-final to final-rev_clean_18_01_2022	Evaluation of EUTF-funded WASH Programmes/ Projects	Evaluation Report	Dec.21	Particip	EUTF Region
EFI REGIONAL					
Document name	Document title	Document type	Date	Author	Country
T04.130 ROM Report - Jordan 27.04.2020	EUTF - ROM Report	ROM Report	27.04.2020	Chris August	Jordan
T04.130 ROM Report Lebanon 24.04.2020	EUTF - ROM Report	ROM Report	24.04.2020	Chris August	Lebanon
T04.130_EFI_IRAQ	N/A	QIN	N/A	EFI	Iraq
T04.130_EFI_JORDAN	N/A	QIN	N/A	EFI	Jordan
T04.130_EFI_LEBANON	N/A	QIN	N/A	EFI	Lebanon
T04.130_Iraq ROM Report 30.03.2020	EUTF - ROM Report	ROM Report	30.03.2020	Elmar Te Wildt & Majid Fattah & Mohammed Raed	Iraq
UNICEF JORDAN					

Document name	Document title	Document type	Date	Author	Country
T04.172_UNICEF	N/A	QIN	N/A	UNICEF	Jordan
T04.245_UNICEF	N/A	QIN	N/A	UNICEF	Jordan
UNICEF Jordan SC189390 Human Interest Story	N/A	Success Story	N/A	UNICEF	Jordan
UNICEF Jordan TF-MADAD SC210007 Human Interest Story	N/A	Success Story	N/A	UNICEF	Jordan
KfW JORDAN					
Document name	Document title	Document type	Date	Author	Country
T04.112_AD Schools construction JO	T04.112_AD Schools construction JO	Action Document	N/A	KfW	Jordan
T04.112_DoA	T04.112_DoA	DoA	N/A	KfW	Jordan
UNICEF LEBANON					
Document name	Document title	Document type	Date	Author	Country
T04.189_ROM EUTF-Syria_MR_31.03.2021 (2)	EUTF - ROM Report	ROM Report	31703/2021	Micol Briziobello	Lebanon
T04.189_UNICEF	N/A	QIN	N/A	UNICEF	Lebanon
T04.189_AD Protection LB	T04.189_AD Protection LB	AD	N/A	UNICEF	Lebanon
T04.189_DoA amended	T04.189_DoA amended	DoA	N/A	UNICEF	Lebanon
STC LEBANON					
Document name	Document title	Document type	Date	Author	Country
T04.243_STC	N/A	QIN	N/A	STC	Lebanon

T04.243 Interim report Narrative	T04.243 Interim report Narrative	Interim Report	N/A	STC	Lebanon
Annex 3- Disaggregated data	Annex 3- Disaggregated data	N/A	N/A	STC	Lebanon
Annex 4- HEA outcome analysis report	Annex 4- HEA outcome analysis report	N/A	N/A	STC	Lebanon
AICS LEBANON					
Document name	Document title	Document type	Date	Author	Country
T04.253_AICS	N/A	QIN	N/A	AICS	Lebanon
T04.243 Interim report Narrative	T04.243 Interim report Narrative	Interim Report	N/A	AICS	Lebanon
Annex 3- Disaggregated data	Annex 3- Disaggregated data	N/A	N/A	AICS	Lebanon
Annex 2- SCRI Baseline Report	Annex 2- SCRI Baseline Report	N/A	N/A	AICS	Lebanon
RDPP REGIONAL					
Document name	Document title	Document type	Date	Author	Country
T04.164 <i>Jordan</i> MONITORING REPORT 20.12.2021	EUTF - ROM Report	ROM Report	20.12.2021	Dietmar Aigner & Nuno Faria	Jordan
T04.164 <i>Lebanon</i> MONITORING REPORT 25.11.2021	EUTF - ROM Report	ROM Report	25.11.2021	Dietmar Aigner & Nuno Faria	Lebanon
EUTF T04.164 Annex 1b Results Framework.docx	EUTF T04.164 Annex 1b Results Framework	RfW	N/A	RDPP	Jordan/ Lebanon
EUTF T04.164 Annex I DoA.docx	EUTF T04.164 Annex I DoA	DoA	N/A	RDPP	Jordan/ Lebanon

EUTF T04.164 Annex III Budget.xls	EUTF T04.164 Annex III Budget	Budget	N/A	RDPP	Jordan/ Lebanon
T04.164_MoFA	N/A	QIN	N/A	RDPP	EUTF Region
UNWOMEN JORDAN					
Document name	Document title	Document type	Date	Author	Country
T04.249_UNWOMEN	N/A	QIN	N/A	UNWOMEN	Jordan
T04.249 Madad 2 Annual Report 2021 31st May 2022	T04.249 Madad 2 Annual Report 2021 31st May 2022	Report	N/A	UNWOMEN	Jordan
T04.249 UN WOMEN ANNEX EN_Madad2 updated logframe_clean	T04.249 UN WOMEN ANNEX EN_Madad2 updated logframe_clean	Logframe	N/A	UNWOMEN	Jordan
TF Madad 2021 T04 249 Annex I DoA and Logframe (003) signed by DED Regner 24 Feb 2021	TF Madad 2021 T04 249 Annex I DoA and Logframe (003) signed by DED Regner 24 Feb 2021	DoA	N/A	UNWOMEN	Jordan
WFP LEBANON					
Document name	Document title	Document type	Date	Author	Country
T04.153 MR 12.05.2020	EUTF - ROM Report	ROM Report	12.05.2020	Micol Briziobello	Lebanon
T04.153_WFP	N/A	QIN	N/A	WFP	Lebanon
UNHCR JORDAN					
Document name	Document title	Document type	Date	Author	Country

T04.233 MR 12.01.2022	EUTF - ROM Report	ROM Report	12.01.2022	Paulo Lamim	Jordan
T04.233_UNHCR	N/A	QIN	N/A	UNHCR	Jordan
SUMAF (TURKEY)					
Document name	Document title	Document type	Date	Author	Country
SUMAF-TF-MADAD_2017_T04.58_WHO_Main Report_No 4_FINAL_CLOSED_22.10.2021	Main report WHO Action	Monitoring Report	22.10.2021	SUMAF	Turkey
TF-MADAD_2017_T04.30_DRC_FF_10-2019_01_Main Report_FINAL_21012020	Main report DRC Action	Monitoring Report	21.01.2020	SUMAF	Turkey
TF-MADAD_2017_T04.30_DRC_Main Report_FINAL_CLOSED_25.01.21	Main report DRC Action	Monitoring Report	25.01.2021	SUMAF	Turkey
TF-MADAD_2017_T04.30_DRC_Summary Report_FINAL_CLOSED_25.01.21	Main report DRC Action	Monitoring Report	25.01.2021	SUMAF	Turkey
TF-MADAD_2017_T04.32_CWW_MAIN REPORT_FINAL_CLOSED_09.03.21	Main report CWW Action	Monitoring Report	09.03.2021	SUMAF	Turkey
TF-MADAD_2017_T04.32_CWW_SUMMARY_REPORT_FINAL_09.03.21	Main report CWW Action	Monitoring Report	09.03.2021	SUMAF	Turkey
TF-MADAD_2017_T04.58_WHO_LM_12-2019_02_Main Report_FINAL_CLOSED_070220	Main report WHO Action	Monitoring Report	07.02.2020	SUMAF	Turkey
TF-MADAD_2017_T04.58_WHO_Main Report_FINAL_CLOSED_01.02.21	Main report WHO Action	Monitoring Report	01.02.2021	SUMAF	Turkey
TF-MADAD_2017_T04.58_WHO_Main Report_No 4_FINAL_CLOSED_22.10.2021	Main report WHO Action	Monitoring Report	22.10.2021	SUMAF	Turkey
TF-MADAD-2017_T04.70-ILO_Summary Report_Mission no 3_FINAL_CLOSED_11.11.2021	Main report ILO Action	Monitoring Report	11.11.2021	SUMAF	Turkey

TF-MADAD-2017-T04.58_WHO_LM_01_2019_01_Final_Submitted_22March_CLOSED	Main report WHO Action	Monitoring Report	mars.19	SUMAF	Turkey
TF-MADAD2017T04.58_WHO_FF_01-2019_01_Final_Report_Summary_26Apr_CLOSED	Main report WHO Action	Monitoring Report	avr.19	SUMAF	Turkey
TF-MADAD-2017-T04.68_TOBB_FF_01-2020_03_Main Report_FINAL_CLOSED_0405	Main report TOBB Action	Monitoring Report	2020	SUMAF	Turkey
TF-MADAD-2017-T04.76_UNDP_LM_0302-2020_Main Report_FINAL_1002	Main report UNDP Action	Monitoring Report	2020	SUMAF	Turkey
TF-MADAD-2017-T04.86_TOBB_SUMMARY_REPORT_FINAL_CLOSED_07.05.21	Main report TOBB Action	Monitoring Report	07.05.2021	SUMAF	Turkey
TF-MADAD-2017-T04_TOBB_MAIN_REPORT_FINAL_CLOSED_07.05.21	Main report TOBB Action	Monitoring Report	07.05.2021	SUMAF	Turkey
TF-MADAD-2017-T04-26andTF-MADAD-2017-T04-80-MonitoringReport-Responses-FINAL	N/A	Monitoring Report	N/A	SUMAF	Turkey
190301_TF-MADAD-2017-T04_68-TOBB_Main Report Final_CLOSED	Main report TOBB Action	Monitoring Report	N/A	SUMAF	Turkey
MADAD-2017-T04 72_UNWOMEN_LT_03-2020_01_Main Report_CLOSED_080520	Main report UNWOMEN Action	Monitoring Report	08.05.2020	SUMAF	Turkey
MADAD-2017-T04170_SCORE_09_2019_Main Report_FINAL_CLOSED_121219	Main report SCORE Action	Monitoring Report	12.12.2019	SUMAF	Turkey
ROM SUMAF DRC - TF-MADAD_2017_T04.30_DRC_Main Report_FINAL_CLOSED_25.01.21	Main report DRC Action	Monitoring Report	25.01.2021	SUMAF	Turkey

ANNEX 3 – List of Implementing Partners Interviewed

Sector	Organization	Country	Contact Person	Email
Basic Education	UNICEF	Lebanon	Sonia Hopkins	svilahopkins@unicef.org
Basic Education	UNICEF	Jordan	Gemma Wilson-Clark	gwilsonclark@unicef.org
Basic Education	AVSI	Lebanon	Walaa Dandachlii Chief of Party	maria.gaudenzi@avsi.org
Basic Education	KfW	Jordan	Vania Vega	vania.vega-ojopi@kfw.de
Higher Education	SPARK	Lebanon	Jeltsje de Blauw	j.d.blauw@spark-online.org
Higher Education	DAAD	Lebanon and regional	Dr Carsten WALBINER Project Director HOPES-LEB	walbiner@daad.de
Higher Education	German Jordanian University (GJU)	Jordan	Dhiah Aboutair	Dhiah.Aboutair@gju.edu.jo
Livelihoods	RDPP	Jordan/ Lebanon	Karin Eriksen	kareri@um.dk
Livelihoods	ILO	Jordan	Qais Qatamin	qatamin@ilo.org
-	DRC	Lebanon	Syma Jamil; Fida Abou Hassan; Alia Farhat; Ghinwa Haidar; Justine Cherrier	-
Health	WHO	Jordan	Chinara Aidryalieva	aidryalievac@who.int
Health	IMC	Lebanon	Gael Rennesson	grennesson@internationalmedicalcorps.org
Protection	UNICEF	Lebanon	Nisrine Tawily	ntawily@unicef.org
Protection	UN WOMEN	Jordan	Nidal Al Hajaj Iris Sawalha Hazar Asfoura	nidal.al-hajaj@unwomen.org iris.sawalha@unwomen.org hazar.asfoura@unwomen.org
Protection	GIZ/EF	Lebanon	Martin Linden (GIZ) Haikal El Abed (GIZ) Malake El Turk (EF)	martin.linden@giz.de haikal.elabed@giz.de malake.el-turk@expertisefrance.fr

ANNEX 4 – List of Operational Managers

Name	Country	Contact (e-mail)
Paola Pallotto	HQ	paola.pallotto@ec.europa.eu
Maxence Daublain	Lebanon	maxence.daublain@eeas.europa.eu
Wieke Waterschoot	Jordan	wieke.waterschoot@eeas.europa.eu
Maria Marti-Antonio	Jordan, Iraq AICS/ Lebanon AFD	maria.marti-antonio@ec.europa.eu
Maxime Montagner	Lebanon, Jordan, Iraq	maxime.montagner@ec.europa.eu
Roula Abbas	Lebanon	roula.abbas@eeas.europa.eu
Alessandro Budai	Turkey	alessandro.budai@eeas.europa.eu,
Orla Colclough	Lebanon	orla.colclough@eeas.europa.eu
Janik Marschall	Iraq	janik.marschall@ec.europa.eu
Cristina Mateu-Gallego	Lebanon	cristina.mateu-gallego@eeas.europa.eu
Emine-Guliz Ozmen	Turkey	emine-guliz.ozmen@eeas.europa.eu
Madhuri Severgnini	Lebanon	madhuri.severgnini@eeas.europa.eu
Ola Altibawi	Jordan	ola.altibawi@eeas.europa.eu
Michele Pierpaoli	Lebanon	michele.pierpaoli@eeas.europa.eu
Hazem Nassir	Jordan	hazem.nassir@eeas.europa.eu
Raluca Raduta	Lebanon	raluca.raduta@eeas.europa.eu

ANNEX 5 – List of interviewees during the verification phase

Full name	Organization	Sector	Country
Maxence Daublain	EUD Lebanon	Basic education	Lebanon
Atif Rafique	UNICEF	Basic education	Lebanon
Lisa Kim	UNICEF	Basic education	Lebanon
Alvaro Fortin	UNICEF	Basic education	Lebanon
Ghinwa Itani	UNICEF	Basic education	Lebanon
Cezar Al Fakih	UNICEF	Basic education	Lebanon
Soha Bou Chabke	UNICEF	Basic education	Lebanon
Fayza Saad	UNICEF	Basic education	Lebanon
Reem Badran	UNICEF	Basic education	Lebanon
Souad Al Sarra	UNICEF	Basic education	Lebanon
Maya Chmayaah	UNICEF	Basic education	Lebanon
Wala'a Dandachli	AVSI	Basic education	Lebanon
Oumnia Arab	AVSI	Basic education	Lebanon
Shadi Abou Abbas	TDH Italy	Basic education	Lebanon
Mariam Haidar	Nabad CBO	Basic education	Lebanon
Julie El Kfoury	WCH	Basic education	Lebanon
Roukaya Chakich	Al Ribat CBO	Basic education	Lebanon
Rabab Hakim	TDH Italy	Basic education	Lebanon
Mostafa Kassem	Al Anwar CBO	Basic education	Lebanon
Bassima Kassem	Al Anwar CBO	Basic education	Lebanon
Nadia Abou Zahr	Angelique Saliba Public School	Basic education	Lebanon
Elyse Joueidi	Angelique Saliba Public School	Basic education	Lebanon
May Hasbini	Al Moasat CBO	Basic education	Lebanon
Hoda Nakouzi	Al Moasat CBO	Basic education	Lebanon
Rasha Staytieh	Bqosta Association for Development CBO	Basic education	Lebanon
Dr Randa Hamadan,	MoPH	Health	Lebanon
Dr. Anas Almohtaseb	MoPH	Health	Lebanon
Dr Alissar?	WHO Lebanon	Health	Lebanon
or Edwina Zoghbi?	WHO Lebanon	Health	Lebanon
Gael Renneson	IMC	Health	Lebanon
Enguerrand Roblin	PUI	Health	Lebanon

Andrea Arslanian,	UNICEF	Health	Lebanon
Bhrigu	UNICEF	Health	Lebanon
Elie Dagher	Lebanese Red Cross	Health	Lebanon
Anna Chilvers	Medair	Health	Lebanon
N.N.	YMCA	Health	Lebanon
Stephanie Laba	UNHCR, Lebanon	Health	Lebanon
Rouba EL KHATIB	AFD, Lebanon	Health	Lebanon
Hazem Nazzel	EUD Lebanon	Health	Lebanon
Orla	EUD Lebanon	Higher education	Lebanon
Veronique Kazpard	Lebanese University	Higher education	Lebanon
Houssam Hajj	DG TVET	Higher education	Lebanon
Diana Hammoud	DG TVET	Higher education	Lebanon
Dr. Mazen el Khatib	MEHE	Higher education	Lebanon
Wael Mikdash	CIS College	Higher education	Lebanon
Alaa Malabawi	Beneficiary	Higher education	Lebanon
Charbel Yacoub	Beneficiary	Higher education	Lebanon
Abdelhak Shakhashiro	Beneficiary	Higher education	Lebanon
Alia Farhat	Al Majmoua	Livelihood	Lebanon
Dany Lichaa El Khoury	FAO	Livelihood	Lebanon
Leila Emerson	EUD Lebanon	Livelihood	Lebanon
Mohamed Anas Sabee	GIZ	Livelihood	Lebanon
Hovig Wannis	Oxfam	Livelihood	Lebanon
Rose Badawi	Save the Children	Livelihood	Lebanon
Myriam Sakkal	Save the Children	Livelihood	Lebanon
Rami Shamma	World Vision	Social cohesion	Lebanon
Hombeline Dulière	CAFOD	Social cohesion	Lebanon
Peter Mahfouz	Caritas	Social cohesion	Lebanon
Ghida Anani	ABAAD	Social protection	Lebanon

Rania Eghnatios	ILO	Social protection	Lebanon
Raluca Raduta	EUD Lebanon	Social protection	Lebanon
Sarah Hague	UNICEF	Social protection	Lebanon
Antonio Franco Garcia	UNICEF	Social protection	Lebanon
Pilar Domingo Vargas	WFP	Social protection	Lebanon
Marco Principi	WFP	Social protection	Lebanon
Antonie Renard	WFP	Social protection	Lebanon
Roula Abbas	EUD Lebanon	Social protection	Lebanon
Francesca Ballarin	Eurecna (TPM)	Social protection	Lebanon
Lamia Chamas	National Gender Observatory	Social protection	Lebanon
Boriana Jonsson	EFI	Social protection	Lebanon
Hovig Atamian and Mariam Abou Samar	Care International	Social protection	Lebanon
Fatima Shehadeh	Legal Action Worldwide	Social protection	Lebanon
Lea Moubayed	Oxfam	Social protection and Livelihood	Lebanon
Michele Pierpaoli	EUD Lebanon	WASH	Lebanon
Jihad Abdul Ghani	Oxfam	WASH	Lebanon
Wassim Daher	Water Establishment - South Lebanon	WASH	Lebanon
Michelle Jalkh	Swiss Cooperation	WASH	Lebanon
Elena Diato	GVC - Weworld	WASH	Lebanon
Tina Prihavec	EUD Jordan	all	Jordan
Gemma Wilson-Clark	UNICEF	Basic education	Jordan
Osama Naimi	UNICEF	Basic education	Jordan
Mohammad Kilani	UNICEF	Basic education	Jordan
Alaa Khaled Hasan	UNICEF	Basic education	Jordan

Ghaith al-Jalabneh	UNICEF	Basic education	Jordan
Naser N. Albetjali	BDC (Business Development Center)	Basic education	Jordan
Saleh al Qadi	Directorate of Education (MOE) - Zaatari Camp	Basic education	Jordan
Dala Al Issa	Hashmi Primary school for Girls-District 1	Basic education	Jordan
Khlood Qasim Al Samarah	Hashmi Primary school for Girls-District 1	Basic education	Jordan
Raba Al Hariri	Hashmi Primary school for Girls-District 1	Basic education	Jordan
Brihan Mohammad	Hashmi Primary school for Girls-District 1	Basic education	Jordan
Jumanh Al Balkhy	Hashmi Primary school for Girls-District 1	Basic education	Jordan
Na'lah Al Shra'a	Hashmi Primary school for Girls-District 1	Basic education	Jordan
Lamya' Al Khaldi	Hashmi Primary school for Girls-District 1	Basic education	Jordan
Rawan Al A'limat	Hashmi Primary school for Girls-District 1	Basic education	Jordan
Layali Al Omran	Hashmi Primary school for Girls-District 1	Basic education	Jordan
Khadeejah Al Bana	Makani Centre - Jabal Hussein	Basic education (BE)	Jordan
Amani Baik	Makani Centre - Jabal Hussein	Basic education	Jordan
Shorouq Abdel Raheem	Makani Centre - Jabal Hussein	Basic education	Jordan
Wieke Waterschoot	EUD Jordan	Basic and higher education	Jordan
Ola Altiwabi	EUD Jordan	Health	Jordan
Francesc Vila Pala	AECID	Health	Jordan
N.N.	Jordan Breast Cancer Programme	Health	Jordan
Ms. Hebah Yousef	Institute for Family Health	Health	Jordan
Ms. Aseel Farraj	Royal Health Awareness Society	Health	Jordan
N.N.	Our Step Association	Health	Jordan
Eng. Huda Ababneh	MoH	Health	Jordan
Dr Mohammad Hwarat	MoH	Health	Jordan
Dr. Anas Almohtaseb	MoH	Health	Jordan

Dr Chinara Aidryalieva	WHO Jordan	Health	Jordan
Waleed Arrar	Oxfam, Zaatari camp	Health	Jordan
Asma Sheker Allah	Oxfam, Zaatari camp	Health	Jordan
Mohammad Shushan	Oxfam, Zaatari camp	Health	Jordan
Maskoba Kassim Amad	Oxfam, Zaatari camp	Health	Jordan
Mohammad Mafed	Comprehensive Health Centre	Health	Jordan
Waad Waleed	Comprehensive Health Centre	Health	Jordan
Khriesat Salam	Clinic Staff	Health	Jordan
Rash Abu Mazeem	Clinic Staff	Health	Jordan
Hassan El Massaid	Beneficiary (patient)	Health	Jordan
Melek Faleh Shad	Beneficiary (patient)	Health	Jordan
Shafa Drazi	Beneficiary (patient)	Health	Jordan
Ahmad Mustafa	Beneficiary (patient)	Health	Jordan
Falah Odeh	Beneficiary (patient)	Health	Jordan
Esmir Ghassan	Health Clubs	Health	Jordan
Nesreem	Health Clubs	Health	Jordan
Hassan Alrhaba, Mayor	Municipality of Umm El-Jimal	Health	Jordan
Skilan Megeer	Jamil Tutunji Hospital	Health	Jordan
Khaled Al-Masalik	Jamil Tutunji Hospital	Health	Jordan
Mahmood Al-Jaboor	Jamil Tutunji Hospital	Health	Jordan
Ahmad Tahapsem	UNOPS	Health	Jordan
Lama Krajim	UNOPS	Health	Jordan
WHO - handover ceremony for cold room	Balqa health directorate	Health	Jordan
N.N.	trainees of Mid-level management, management vaccine	Health	Jordan
OLA AL TIBAWI	EUD Jordan	Health	Jordan
Ivan OVANDO-LACROUX	EUD Jordan	Health	Jordan
Jamela Abbadi	National Aid Fund	Higher education	Jordan
Dhiah el Diehn I. Abou-Tair	German Jordanian University	Higher education	Jordan
Eman Nayef Bakheet	Luminus Technical University College	Higher education	Jordan
Lina Zuhier Sheeha	Luminus Technical University College	Higher education	Jordan

Qais Shiyab	Ministry of Education	Higher education	Jordan
Abdelmajeed Shamlawi	Queen Rania Teacher Academy	Higher education	Jordan
Heba Abu Jbarah	Queen Rania Teacher Academy	Higher education	Jordan
Mahmoud Jazaar	Queen Rania Teacher Academy	Higher education	Jordan
Rula Saed	Queen Rania Teacher Academy	Higher education	Jordan
Shatha Nwasra	Beneficiary (scholarship)	Higher education	Jordan
Muhammad Al Mkahal	Beneficiary (scholarship)	Higher education	Jordan
Bayan AlHalabi	Beneficiary (scholarship)	Higher education	Jordan
Mohammed Feda Khaled Ahmad	Beneficiary (scholarship)	Higher education	Jordan
Marco Demilato	FAO	Livelihood	Jordan
Mohammad Hourani	Jordan river Foundation	Livelihood	Jordan
Nexear Al Suebi	Jordan river Foundation	Livelihood	Jordan
Hamzeh Shamaileh	Leaders International	Livelihood	Jordan
Dania Dirani	UNESCO	Livelihood	Jordan
Catherine Heim	UNESCO	Livelihood	Jordan
Ghaleb M.Hijazi	BDC (Business Development Center)	Livelihood	Jordan
Haikal El Abed	GIZ	Livelihood	Jordan
Zaid Al Qaisi	Enabel	Livelihood	Jordan
Mohammad Soub Esraa Khaleel	NET	Livelihood	Jordan
Ghadeer Khuffash Isra'a Awajan	Education for Employment	Livelihood	Jordan
Fatima Shawagfeh	World Vision	Livelihood	Jordan
Isabel Gonzalez	AECID	Social cohesion	Jordan
Mark Clark	Generation for Peace	Social cohesion	Jordan
Mary Horvers	EUD Jordan	Social protection	Jordan
Ilona De Zamoroczy	EUD Jordan	Social protection	Jordan

Ivan Ovando-Lacroux	EUD Jordan	Social protection	Jordan
Mays Abdeen	Ministry of Social Development	Social protection	Jordan
Katia Madanat	Ministry of Social Development	Social protection	Jordan
Sara Utaibi	Ministry of Social Development	Social protection	Jordan
Najwan Aldorgham	UNHCR	Social protection	Jordan
Veronique Kazpard	UNHCR	Social protection	Jordan
Emanuala Paoletti	UNHCR	Social protection	Jordan
Naief Alkawaldehy	UNICEF	Social protection	Jordan
Diala Al Amiri	Tamkeen	Social protection	Jordan
Zainab al Khalil	ARDD	Social protection	Jordan
Randa Naffa Lara Ayoub	Sadaqa	Social protection	Jordan
Samah Marmash	AWLN	Social protection	Jordan
Qais Qatamin	ILO	Social protection and livelihood	Jordan
Ayman Rabba	National Aid Fund	Social protection and livelihood	Jordan
Ibrahim Zekrat	National Aid Fund	Social protection and livelihood	Jordan
Jamela Sakameh	National Aid Fund	Social protection and livelihood	Jordan
Janet Al Tayyeb	Social Security Corporation	Social protection and livelihood	Jordan
Mohammad Mohydadeen	Social Security Corporation	Social protection and livelihood	Jordan

Abdulrehman Baroudi	UNICEF	Social protection and livelihood	Jordan
Nidal Al-Hajjaj Iris Sawalha	UN WOMEN	Social protection and livelihood	Jordan
Muwaqer community center Director and team		Social protection and livelihood	Jordan
Gender Focal Point	Ministry of Social Development	Social protection and livelihood	Jordan
Nesreen Ahmad	Clinic Staff	Health	Jordan
Jeltsje de Blauw	SPARK	Higher education	Iraq and Turkey
Janik Marchall	EC	Health	Iraq
Maria Marti	EC	Health	Iraq
Mathilde GENTY-COLMADIN	ACF	Health	Iraq
Guy Halsey	ACF	Health	Iraq
Raed Hussain, Letizia Fischioni, Lorenzo Colonna-Preti	AICS Iraq	Health	Iraq
Rasha Khlaif Alhusban	DRC	Health	Iraq
Janik Marschall	EUTF HQ Iraq	Higher education	Iraq
Veronica Quattrola	FAO	Livelihood	Iraq
Nakd Khamis	FAO	Livelihood	Iraq
Petr Kostohryz	Ministry of Foreign Affairs of Denmark	Social protection and livelihood	Iraq
Berkan Toro	UNHCR	Higher education	Turkey
Serpap Ozturk	UNDP	Livelihood	Turkey
Çağatay Çebi	FAO	Livelihood	Turkey

ANNEX 6 – Overview of the primary and secondary sources, and the data collection techniques

The desk phase

During this phase, a mix of several data collection activities were carried out, mainly around the first circle of actors, those who were directly linked to the EUTF.

- Step one: the IPs online survey

Based on priority sectors-related questionnaires were designed and validated during the inception phase. The online survey was launched in early July after overcoming some technical challenges with the SurveyMonkey software. In addition, due to the lack of availability of the IPs during the summer, several reminders and the support of the EU OMs were necessary to obtain responses from the IPs. This resulted in the extension of the desk phase duration including the delivery deadline of the draft desk report from XX to 5 October 2022.

While the response rate was 26% at the end of August 2022 – justifying the extension of the desk phase period – the rate reached 113% after the support of the EU OMs who had contacted the IPs to invite them to complete the proposed questionnaires. The number of organizations contacted, and the number of questionnaires completed per sector is higher than the initial targets (as shown in the table below). This was due to i) the lead IPs on regional projects also involved their staff in the various countries of intervention in providing responses; and ii) the lead IPs of in-consortium projects involved the other member IPs, whose contacts were not initially provided/available to the evaluation team. The number of completed questionnaires indicated in the table does not include the partially completed questionnaires that could not be processed.

The quality of the answers given to the questionnaires generally allowed sound processing and proved to be informative. The answers to the open questions were particularly informative, allowing respondents to clarify their views. On the other hand, the follow-up questions asking respondents to specify their choice of answers did not always prove to be very useful due to the small number of respondents.

	Initial Target		Responses until the extension request - 22/08		Response until the deadline - 31/08	
	number of organisations contacted	number of contacted persons (emails sent)	number of responding organisations	number of complete questionnaires	number of responding organisations	number of complete questionnaires
Protection and social cohesion	10	11	1	1	6	10
Livelihood	12	16	3	2,5	12	20
Basic education	5	7	2	3	6	8
Higher education	4	4	2	3	5	8
Health	10	10	6	5	10	15
WASH	6	8	4	2	7	11
MULTI-sectors	5	8				
TOTAL	52	64	18	16,5	46	72
	Response rate			26%		113%

Once the online survey was completed, the data were processed. Each senior expert incorporated the analysed data into the matrices at the indicators level, consolidating by triangulating the desk review findings.

- Step two: documentary review

In parallel with the launch of the online survey, a documentary review was carried out. A selection of key projects related to the EUTF priority sectors, including country or regional projects, has been made in coordination with the EU. The documents related to these projects were collected. Each senior expert including the team leader was assigned specific priority sectors to review the projects-related documents, including the logframes, the QIN reports, the EUTF Result Report, the ROM reports, the sector portfolio

evaluation and other types of evaluation such as sector-related strategic evaluation of all types of EU support. The list of reviewed documents can be found in annex 2.

The review process consisted of creating evaluation matrices for each priority sector, then providing a written evidence-based assessment for each indicator, taking into account the specificities of each country where the analysed interventions took place. The basis of this assessment was the data collected from key documentation.

➤ Step three: Consultations through individual interviews

A consultation with the various EU OMs in charge of the follow-up of EUTF-supported projects was conducted in parallel with the online survey. This consultation aimed at shedding light on the main outcomes in the sectors concerned and to better understand how project supervision, outcome monitoring, and approaches towards sustainability were based on the consideration of the context. Specific attention was also given to the donor coordination mechanism and to what extent national governments were involved.

After completing the online survey, follow-up interviews were conducted with some of the IPs to discuss their insights. The list of interviewed IPs can be found in annex 3. These interviews were informative as they helped contextualise the interventions and strategies based, most of the time, on previously supported initiatives. Finally, these interviews also obtained information on IPs' partners and information on key local and national organisations consulted during the verification phase.

The verification phase

During this phase, the evaluation team reviewed the findings of the outcomes and selected those to verify to increase their accuracy and credibility. The team subsequently substantiated the findings by collecting data from the primary sources, as listed above. These included stakeholders involved in the implementation of EUTF intervention, such as IP partners, sub-grantees, and national authorities, as well as stakeholders who have a more indirect relation with the EUTF (third party stakeholders) and could give sector-level insights, knowing one or more outcomes. This included other international donors, national institutions and other service providers. Five-day country missions to Lebanon and Jordan – the two EUTF priority countries in the evaluation scope – were carried out by each team experts.

Although no field missions were carried out in the other countries of intervention such as Iraq and *Turkey*, key informant interviews with the EU OMs, the IPs, and a limited sample of key players in the sectors concerned in these two countries were conducted. These interviews aimed to corroborate and discuss the data collected in the documentary analysis. The list of organisations consulted during the verification phase can be found in annex 5.

Data analysis

Each evaluator was responsible for the collection and analysis of data for one or two specific priority sectors. Each evaluator used the matrix and reported the findings at the level of each indicator, making a distinction by country. Evaluators triangulated all findings to ensure that they were objectively balanced and methodologically robust. The main findings were discussed between the evaluators and the team leader who provided feedback and quality control.

Once the indicators were completed, the evaluators then created a summary of the indicators per JC and provides an answer for each JC. The evaluators then responded to each EQ in turn – again, synthesizing the findings of the individual JCs as the basis for the analysis.