

REAL-TIME EVALUATION OF WORLD VISION'S RESPONSE TO THE SYRIAN CRISIS

8–27 MARCH 2014



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Contents

Abbreviations	iii
Executive summary	i
Main findings and conclusions.....	i
1. Introduction	4
2. The RTE process	4
3. The context in which World Vision is operating	5
4. Programme overview	6
4.1 Cash-based programmes	7
4.2 WASH	8
4.3 Children in Emergencies	10
4.4 Health	11
4.5 Advocacy and communications	12
5. Conclusions in relation to criteria.....	13
5.1 Timeliness	13
5.2 Effectiveness.....	14
5.3 Coverage.....	15
5.4 Relevance.....	16
5.5 Accountability.....	16
5.6 Connectedness and sustainability	17
6. Recommendations prioritised and actions planned.....	18
Annex 1: Terms of reference for the RTE of the World Vision Syria Response.....	20
Annex 2: Recommendations being addressed by the Syria Response countries.....	20
Annex 3: Strategic issues/questions and action planned.....	21

Abbreviations

ADP	Area Development Programme
ACAPS: SNAP	Assessment Capacities Project: Syria Needs Analysis Project
Category III	World Vision emergency Global Response declaration
CBO	Community-Based Organisation
CFS	Child-Friendly Spaces
CiE	Children in Emergencies
CRM	Complaints and Response Mechanism
CRS	Comprehensive Regional Strategy
DME	Design, Monitoring and Evaluation
DNH	Do No Harm
EPRF	Emergency Preparedness and Response Fund
FGD	Focus Group Discussion
GIK	Gifts in Kind
GOJ	Government of Jordan
GOL	Government of Lebanon
HEA	Humanitarian and Emergency Affairs
IDP	Internally Displaced Person
INGO	International Non-Governmental Organisation
ISIS	Islamic State of Iraq and al-Sham
ITS	Informal Tented Settlements
KII	Key Informant Interview
M&E	Monitoring and Evaluation
MOPIC	Ministry of Planning and International Cooperation
NFI	Non-Food Items
NRC	Norwegian Refugee Council
PDM	Post Distribution Monitoring
RRP6	Regional Response Plan Six
RTE	Real-Time Evaluation
SHARP	Syria Humanitarian Assistance Response Plan
SIRF	Syria INGO Regional Forum
SO	Support Office
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for Coordination of Humanitarian Affairs
WASH	Water, Sanitation and Hygiene
WAYCS	Women, Adolescent and Young Child Spaces
WFP	World Food Programme
WV	World Vision
WV in Jordan	World Vision in Jordan
WVL	World Vision Lebanon

Executive summary

The three-year-long conflict within Syria has negatively affected both people inside Syria and people in the surrounding refugee-receiving countries where World Vision is operational, such as Jordan and Lebanon. The negative economic, social and political effects on Syria, Jordan and Lebanon are documented in many UN and INGO reports, including those of World Vision. The RTE report does not repeat these earlier findings.

With a presence in Lebanon since 1975, World Vision began providing assistance to Syrian refugees in Lebanon in 2011. The programme expanded as the influx of refugees increased in 2013. The World Vision response in Jordan began in February 2013, and its response out of Turkey into Northern Syria began in March 2013. The World Vision partnership declared a Category III emergency with a Global Response in June 2013.

The Response goal is *'to alleviate suffering and improve the quality of life for refugees, IDPs and vulnerable host communities impacted by the Syrian crisis, with a particular emphasis on the needs of affected children'*.

Programmes implemented in all three countries to achieve the goal have focused on critical life-saving support and services including food, WASH and non-food items such as hygiene, newcomer and baby kits. Small-scale Children in Emergencies activities were supported in Jordan and Lebanon, and a significant health programme which includes safe spaces for woman, adolescent and young child spaces (WAYCS) as part of health centres was implemented in Northern Syria.

To assess the quality of World Vision's response to the Syria crisis, a real-time evaluation was conducted in the three responding countries from 8 to 27 March 2014. The RTE assessed the response against six criteria: timeliness, effectiveness, coverage, relevance, accountability and connectedness/sustainability.¹

Main findings and conclusions

Given the highly complex crisis environments in the three Response countries, World Vision is contributing significantly to meeting critical needs of Syrian refugees, IDPs and in some cases the needs of host communities. It is working in relevant sectors and has established good relations with the people it serves, local authorities, NGOs and UN agencies. The humanity and concern for people by World Vision staff is evident.

Timeliness

Staff in many parts of World Vision and external entities in Jordan said that World Vision was late with its response and its Category III Global Response declaration, which was made only in June 2013. It has since built capacity, funding and systems and is now achieving much in a timely and consistent way for the affected people World Vision serves despite the ongoing external challenges.

Effectiveness

The three countries are mostly achieving their plans in terms of the number of people reached² and the types of goods and services provided. The World Vision Syria Crisis Response teams, however, work in environments where humanitarian needs continue to outstrip the resources of the many humanitarian actors responding. Increases in new IDP and refugee numbers have slowed, but displaced people continue to arrive in World Vision operating areas daily. Conditions for many IDPs in Syria and refugees in Jordan and Lebanon are deteriorating as resources from international donors barely meet minimum needs. Conditions for host

¹ The criteria were defined by WV HEA Quality and Strategy Group and agreed with the WV teams responding to the Syria Crisis.

² The strategies for Jordan and Northern Syria planned to reach many more people, but government approvals hampered achievement in Jordan, and conflict constrained numbers that could be reached in Northern Syria.

communities in all three countries are worsening as IDPs and refugees live in areas with high rates of poverty and compete with host communities for scarce resources, including funding for jobs, housing, water and other services.

Programme effectiveness was hampered until internal capacity development caught up with World Vision's rapid programme expansion, which has taken time. All three World Vision programmes grew quickly, especially after World Vision declared a Global Response. This quick expansion was accompanied by staffing increases, staff technical capacity development, the adjustment of structures and the strengthening of systems. The systems strengthened include finance; logistics; human resources; communications and reporting; and design, monitoring and evaluation (DME). World Vision also started new programmes such as WASH, a programme which is now effectively being implemented in all three countries. In Lebanon World Vision had to adapt to new modalities for food distribution as paper vouchers were replaced with the use of electronic cards (e-cards), a change that was done well.

Improvements to system and structure are ongoing as expansion has continued throughout 2013 to March 2014. With donor funding expected to slow in 2014, adapting capacity to cope as resources become more limited will likely be as challenging. Pressure is mounting for humanitarian agencies to try to do more with fewer financial resources. This will require strategising to clarify how World Vision will manage resourcing and its programming in a context of extreme needs.

To improve effectiveness now, staff recommended that more cooperative arrangements among the three countries be put in place to make the Syria Crisis Response 'one Response'.

Coverage

In Lebanon, World Vision coverage is significant, with WV serving an estimated 56 per cent of the Syrian refugees in its main operational area.³ In Jordan and Northern Syria, World Vision is serving about 10 per cent of those in need: total number of people served is 382,000, and many of these are children. In Northern Syria, World Vision serves host communities and IDPs. In Jordan, the Government of Jordan (GOJ) requires 30 per cent of all INGO project beneficiaries must be Jordanian and has ensured that World Vision serves both host communities and Syrian refugees. In Lebanon, the Government of Lebanon (GOL) has set no such requirement, resulting in World Vision primarily serving refugees and donors continuing to primarily fund projects that serve only Syrian refugees, with limited programmes for host communities. However, WV Lebanon continues to lobby donors to support inclusion of vulnerable Lebanese communities within ongoing programmes.

Most people reached by World Vision are vulnerable, though there are challenges to targeting in Lebanon, where UN agencies fund World Vision's largest programmes and define targeting criteria. The UN-defined beneficiary selection process has raised questions about whether UN-funded WV programmes are reaching the most needy, especially as the situation is fluid and daily new refugees arrive who appear to be more in need compared to those who arrived in earlier times.

Relevance

In the three Syria Crisis Response countries, World Vision is meeting critical essential needs, including non-food items, food and WASH. It is working in relevant sectors and has established good relations with the people it is serving, local authorities, other NGOs and UN agencies. While programmes are relevant in Lebanon, they are not sufficient to ensure that those assisted are food-secure. In both Lebanon and in Jordan, programmes are not sufficient to ensure that people do not need to go into debt to survive. People's needs remain acute, and they are barely living at subsistence level. In addition, many affected people reported that they are going into debt to cover food and rent. At the moment World Vision is not doing rental assistance. Achieving impact in this Response is proving to be a challenge, particularly with Children in Emergencies (CiE) programmes, which have remained limited in scale and depth. Resourcing programmes is

³ The detailed RTE report on Lebanon, section I on coverage, gives an explanation of this calculation.

a challenge and a major issue for World Vision and other agencies, including the UN, in all three Response countries.

Accountability

Examples of good practice in some areas of accountability were found in each country though there is as yet no systematic processes in place to ensure adequate information provision, consultation, participation, and complaints and response mechanisms (CRM) for IDPs, refugees or host communities. 'Softer' types of interventions, such as protection, accountability (including ensuring consultation of affected people in programme design) or peace-building activities, are areas only now being planned and integrated. With limited integration of accountability mechanisms until recently, cases of exploitation of programme beneficiaries by members of the wider population are emerging in Lebanon.⁴

Connectedness/sustainability

The nature of the crisis in the three countries where World Vision has mounted a response has led to reactive programming that focuses on immediate needs, with little attention to the longer term until recently. The focus is primarily on providing essential basic needs and/or infrastructure, with little involvement of affected people in the work. Refugees and host community families have tended to be recipients of aid rather than partners in joint work that could benefit people in the short and longer term.

Recommendations

The four strategic issues/questions that participants prioritised as recommendations to action plan are as follows:

1. **Strategising for the future:** What is World Vision's longer-term vision for this Response?
2. **Staffing:** What can World Vision do to ensure that the Response has the required technically competent staff?
3. **Children in Emergencies:** What can be done to expand and strengthen CiE work in this Response?
4. **One Response:** What else beyond common reporting and advocacy work can be done to make this 'one Response'?

⁴ Ibid., sections 2 and 3 on food and non-food items, and section 4.1 (Cash-based programmes) of this report.

1. Introduction

World Vision's response to the Syrian crisis started in Lebanon in 2011. As the crisis escalated and internally displaced people in Syria and refugees in Lebanon and Jordan increased significantly in 2013, World Vision (WV) extended its operations. This included setting up a programme in Northern Syria managed from Turkey, carrying out a programme in Jordan to serve both refugees and affected Jordanians, and expanding its response operations in Lebanon. The goal of the programmes was *'to alleviate suffering and improve the quality of life for refugees, IDPs and vulnerable host communities impacted by the Syrian crisis, with a particular emphasis on the needs of affected children'*.

A real-time evaluation (RTE) of WV's response to the Syrian crisis was carried out 8–27 March 2014. The RTE focused on WV's work throughout 2013 through March 2014. The purpose of the RTE was to

- review the Response against established criteria and recommend immediate changes that can improve the emergency programme
- review in more detail CiE, cash programming and WASH approaches in urban and urban/conflict settings
- identify good practices to use more widely and weaknesses to address
- promote a learning approach within World Vision and among its partners.⁵

2. The RTE process

The RTE process included data collection in Jordan, in Lebanon and in Turkey for Northern Syria. It culminated with a multi-country reflection workshop in Amman on 25–26 March 2014. The WV-defined criteria of relevance, timeliness, effectiveness, coverage, accountability and connectedness/sustainability were used to formulate questions and data collection tools.

In each of the three countries, focus group discussions (FGD) and key informant interviews (KII) were used to collect qualitative data from a range of informants. These included beneficiaries of WV Response activities, specifically Syrian men, women, boys and girls in Jordan and Lebanon; Jordanian men in Jordan; and Syrian IDPs in camps in Northern Syria. In addition, in Lebanon we spoke to non-beneficiary Lebanese men, women, boys and girls. All of these discussions were in Arabic, and the identities of participants are confidential.

KIIs were conducted with external agencies. This included discussions with UN representatives at regional and national levels in Jordan and Lebanon, local and international NGOs across the three countries, municipal government officials in Lebanon and national government representatives in Jordan.

KIIs were conducted face-to-face with WV staff at field and national office levels and by Skype with senior WV staff at national, regional and global levels. In addition an electronic survey was administered that collected views from staff at national, regional, global and support office levels. A separate survey in Arabic was completed by staff based in Syria.⁶ FGDs, KIIs and surveys focused on understanding people's views of WV programmes.⁷ The numbers of people involved in these processes are summarised on the table below.

⁵ For more details on the RTE, see Annex I for the terms of reference.

⁶ Due to the security situation, Syrian staff participated in the survey or were interviewed by Skype. Only one staff member from Syria was able to cross the border into Turkey and be interviewed face-to-face.

⁷ The main questions used in FGDs, KIIs and the survey with informants were, What is WV doing well? What concerns is WV's work raising for people like you? What improvements does WV need to make to its work in this response to the Syria Crisis?

Table 1. Locations of detailed study

Type of participant	Jordan	Lebanon	Northern Syria/ Turkey	Region or Global	Totals
Syrian refugees and IDPs (beneficiaries)	48	109	6		163
Host community (those in Lebanon were non-beneficiaries)	4	48			52
External agencies including UN, local and INGOs, local and national level government	9	10	3	2	24
WV staff – KIIs	14	12	13	18	57
Staff reflection workshop	21	28	16	28	93
Surveyed – electronically			39	41	80
Totals	96	207	77	89	469

A document review for each country and the overall Response was completed. This included a review of WV plans; reports including post-distribution monitoring (PDM) reports and evaluations; and external reports on the crisis from UNOCHA, UNHCR, UNICEF and other INGOs, including ACAPS: SNAP.

Within each country, information from the various sources was triangulated during the analysis process and the findings presented for validation during in-country reflection workshops with staff. The findings, conclusions and recommendations from the three countries were then brought together and presented during a Syria Crisis Response workshop in Jordan on 25–26 March, with staff from country, regional and global levels (including staff from WV support offices) involved in the Response.

This report presents the main findings as validated at the workshop in Amman. It starts in section 3 with an overview of the current context in which change is constant. Section 4 presents an overview of the main WV programmes implemented in 2013 through March 2014. Section 5 provides the conclusions in relation to the criteria used to assess the quality of the Response while section 6 covers the strategic questions prioritised for immediate action. These questions serve as the main recommendations coming out of the RTE process.⁸

3. The context in which World Vision is operating

Across the three countries, the operating environment is complex and continues to change quickly. New refugees cross into Jordan and Lebanon daily. Refugees now arriving in either country are poorer than those who arrived in earlier times, with the majority of new arrivals having no savings or assets. Refugees who had resources when initially displaced have now depleted their resources and are adopting negative coping mechanisms.

As of March 2014, the cumulative number of Syrian refugees had reached nearly 600,000 living in Jordan and nearly a million in Lebanon, with both governments claiming there are many more refugees.⁹ IDPs inside Syria are estimated at 6.5 million, and the total population in need at over 9.3 million.¹⁰ Half of the affected population inside Syria and among the Syrian refugees are children. The Jordanian government tries to control and limit the numbers entering Jordan; the GOL has left its borders open.

In Jordan, 80 per cent of refugees are dispersed across the country, with only 20 per cent in camps. In Lebanon, refugees are dispersed, living in informal tented settlements (ITS), garages and collective shelters; the government has not approved the establishment of formal camp settlements. In both countries refugees

⁸ A separate set of annexes is available that provide the RTE reports for Jordan, Lebanon and Northern Syria and the action plans developed to address each strategic question.

⁹ See <http://data.unhcr.org/syrianrefugees/regional.php> for changes in refugee numbers as well as the UNHCR report 'Countries Hosting Syria Refugees: Solidarity and Burden-Sharing', background papers of the High Level Segment, September 2013, p. 5 and p. 9, which shows that refugee numbers were small in 2011 and 2012, soared throughout much of 2013 and have since slowed greatly for Jordan and only a little for Lebanon.

¹⁰ See UNICEF: 'Syria Crisis Monthly Humanitarian Situation Report 17 February–22 March 2014', for details.

are concentrated in areas with high levels of poverty. Trying to track and serve such dispersed populations is a challenge and financially costly.

Conditions are deteriorating for refugees in both Jordan and Lebanon and for IDPs in Syria, and vulnerability is increasing. In Jordan and Lebanon refugees are going into debt in order to survive and meet basic needs. In Syria the prices of all basic goods continue to increase, and livelihoods and services disappear. People inside Syria continue to move to escape the conflict. Syrian refugees within Lebanon move as rents increase and they try to find cheaper places to stay.¹¹ In all three countries families are resorting to negative coping mechanisms to survive. In Lebanon and Jordan, Syrian refugees spoke to the RTE team about families having to send their children to work and girls into early marriage.

Conditions for host communities are also deteriorating as refugees are concentrated in areas of Jordan and Lebanon where poverty levels are high. Competition for scarce resources (e.g. jobs, housing, water, electricity, education and health services) has increased. Local people continue to lose jobs to Syrians who are willing to work for one-third of the money or less. Rent inflation and a general rise in the cost of living is affecting local people and refugees. The competition for scarce resources seems most acute in Lebanon, where refugee numbers constitute 25 per cent of the population; this is within an already densely populated small country. All Lebanese informants spoke of increasing tension between Lebanese and Syrians, noting that it has reached 'boiling point'.¹²

In Jordan, strong government and a homogenous society make conditions more politically stable and secure compared to Lebanon, where the government is controlled by a number of political factions and the society is more diverse. Sectarian divisions in Lebanon mirror some of those in Syria, and the conflict at times spills over into Lebanon, increasing insecurity.

The Government of Jordan continues to subsidise bread and to deal with the refugee influx. It requires that 30 per cent of all INGO emergency project beneficiaries be Jordanian. The Government of Lebanon has not set such a requirement and, except for efforts by officials at municipal level, its response to the refugee influx is not as noticeable. However, it has kept its borders open to refugees.

In Northern Syrian areas where WV works, people are concentrated in urban areas surrounded by agricultural production zones that have been destroyed and production is not taking place. People are getting poorer, irrespective of whether they are displaced or have remained in their own community. The situation in Northern Syria remains bleak as frequent but irregular border closures with Turkey stop aid getting to those in need. The Islamic State of Iraq and al-Sham (ISIS) remains in control of the areas where WV programmes operate, and the current concern is that the regime will move north, potentially generating another wave of IDPs.

4. Programme overview

World Vision's main programmes during this Response are provision of non-food items (NFI) and gifts in kind (GIK); food; water, sanitation and hygiene; implementation of Children in Emergencies activities, including child-friendly spaces (CFS) and basic education; and advocacy. In addition a health programme which includes WAYCS (women, adolescent and young child spaces) is run in Northern Syria. Funding for programmes has largely come from multilateral UN agencies and bilateral donors, with limited resources

¹¹ The level of desperation reached by refugees in Lebanon was epitomised by a Syrian woman in Tripoli who set herself alight in front of UNHCR's office in March 2014, after trying and failing to obtain food assistance a number of times, <http://www.bbc.co.uk/news/world-middle-east-26773799>, accessed 2 April 2014.

¹² Conditions for both Syrian refugees and vulnerable Lebanese people are well documented in WV UK and WVL's July 2013 advocacy report *Under Pressure: the impact of the Syrian refugee crisis on host communities in Lebanon*. Since the report was published, the number of Syrian refugees in Lebanon has doubled.

coming from private WV sources.¹³ Continued resourcing for the crisis does not appear optimistic as only 14 per cent of the US\$6.4 billion UN appeal has been raised, and UN agencies are already trying to identify ways to reduce the number of people served.¹⁴

4.1 Cash-based programmes

What was done and is working

Using cash modalities is a relatively new approach for World Vision, particularly in urban and peri-urban contexts. In Lebanon, cash modalities underpin the food and NFI programmes, which are WV's biggest programmes. In Jordan, its use is new and a programme design whereby cash will be provided by e-card is near completion, so people can obtain NFIs, food and WASH support. In Syria, cash as a programme modality is not used due to security and market constraints.

WV's food programme sponsored by World Food Program (WFP) first used paper vouchers. Since November 2013 the programme has moved to the use of e-cards. E-cards are credited with cash monthly. The cash is conditional and can be used only to buy food in WV/WFP pre-selected shops. The programme serves an average of 132,000 people each month. ATM cards for unconditional cash for buying winterisation items (e.g. blankets, fuel for heating) are also provided to families. This UNHCR-funded programme began in November 2013 and will run through March 2014 for 23,000 families.

E-cards in Lebanon are appreciated by refugees as they are replenished electronically each month without people needing to go to distribution sites and collect anything, which they had to do when paper vouchers were used in 2013 or when in-kind distributions¹⁵ take place. This saves them money as they no longer have to pay for transportation to reach distribution sites.¹⁶ Beneficiaries said that the food e-cards provide timely support in obtaining food, which has a positive effect on the well-being and nutritional status of their children.

WV staff recommended that vulnerable Lebanese also be included in cash-assistance programmes and that needs-based criteria be defined, which would ensure their inclusion. Such changes to the food programme will require that WV seek resources from many other funders as UN agencies face funding constraints.

WV in Jordan is defining beneficiary selection criteria, which will ensure that cash support programmes reach the most vulnerable Syrian refugee and Jordanian host families. In Lebanon, however, cash-based programmes to date have served only Syrian refugees.

Issues arising from using cash are different in Jordan and Lebanon. In Jordan, it is taking time to set up an e-card based programme as the banking sector is unfamiliar with the use of e-cards for crediting cash to dispersed populations. Other alternatives for using e-cards are being explored to transfer cash quickly to refugees. In addition, ways to ensure that refugees are trained on the use of the e-card are being defined, as most Syrian refugees are not literate when it comes to modern banking.¹⁷

In Lebanon, refugees are satisfied with using cash modalities, particularly e-cards. However, the amount of money they receive monthly for food is insufficient to ensure food security. *'I sleep hungry for*

¹³ There are many donors funding the WV response, including WFP, UNHCR, UNICEF, UNFPA, UNOCHA, ECHO, DFID, AusAID, CIDA, OFDA, DEC, ADH, PMU, Government of Germany, Metterdaad, SHO, and ACF and WV offices of Australia, Austria, Canada, Finland, Germany, Hong Kong, Japan, Korea, Malaysia, Singapore, Switzerland, Taiwan, UK, and the US.

¹⁴ See <http://data.unhcr.org/syrianrefugees/regional.php> for details on the RRP6 appeal and funds raised to date and for the SHARP [http://fts.unocha.org/reports/daily/ocha_R32_A1044_4_April_2014_\(15_13\).pdf](http://fts.unocha.org/reports/daily/ocha_R32_A1044_4_April_2014_(15_13).pdf).

¹⁵ All three countries have completed in-kind distributions including food in Jordan and Northern Syria and NFIs in Jordan and Lebanon. NFIs have included hygiene kits, baby kits and other essential items like blankets and mattresses. See 180 day report for details.

¹⁶ This was a concern in both Jordan and Lebanon as refugees pay for transportation to distribution points to collect vouchers or in-kind goods. In Lebanon public transport was costing around US\$3 and in Jordan more; such a cost was not reimbursed.

¹⁷ Banks are not set up to do this for a large number of people, only for individuals. E-card systems failed because banks were unable to handle larger projects. That's why most banks are reluctant to do this now. ATMs are available only in urban areas and not peri-urban areas, where WV has quite a few programmes.

my kids to eat,' said one woman.¹⁸ Also, there were reports of shopkeepers exploiting refugees by increasing food prices and/or by taking all the cash on the e-cards as refugees do not know how to verify the total amount of money on the cards. As in Jordan, not all refugees in Lebanon appear literate about modern banking methods. Though Syrian refugees in Lebanon receive a brief training on e-card use when they first receive the e-cards, the training appears to be insufficient. This needs further verification to correct, especially as donors are discussing use of cash and e-cards for all interventions, including health and education.

In Lebanon, unconditional cash for winterisation is primarily used for paying rent. People are worried because this will end at the end of winter (the end of March). Many refugees reported they are going into debt to cover the cost of food and rent.

In addition, thousands of refugees in Lebanon are excluded from cash-assistance programmes of any kind. WFP and UNHCR define the beneficiary selection criteria and lists for the WVL-implemented programmes they fund. They redefined beneficiary selection criteria in October 2013 and reduced the case load by 30 per cent. While refugees were given the opportunity to appeal exclusion decisions, which many did, many refugees were not reinstated into programmes. People we interviewed said that excluded refugees were desperate. A further reduction in beneficiary numbers is being discussed by UN agencies, and WVL is working with other INGOs to ensure that a clearer needs-based definition of beneficiary selection criteria is developed and used by UN agencies and their implementing partners. Beneficiaries also pleaded for clarity on beneficiary selection criteria so that they understand why they are included or excluded from assistance.

'World Vision in Jordan does not make promises that it can't deliver. Staff are approachable and responsive.' (External)

Improvements needed

For Jordan and Lebanon the importance of continuing to assess the contextual appropriateness of cash as a tool was considered important by WV staff. Particularly in Jordan, capacity building for banks and beneficiaries is needed to enable them to use more advanced cash systems and ensure that beneficiaries are not exploited.

In Lebanon, besides clarifying beneficiary selection criteria and ensuring that those most in need are served, beneficiaries asked that the amount received monthly for food be increased so that they are food-secure.

4.2 WASH

What was done and is working

In all three countries WV is providing vital WASH support. WV is a significant actor in the sector in these countries, with over 211,000 people benefiting so far: 90,000 in Jordan, 21,585 in Lebanon, and 100,000 in Northern Syria.¹⁹

In Jordan WV has good relations with UNICEF, local partners and with the host communities that they work with on WASH. With good technical WASH specialists, WV has been the largest constructor of WASH infrastructure in Azraq camp, building septic tanks, showers and toilets which can serve 50,000 refugees once the camp opens.²⁰ In Za'atari camp drainage was completed. For host communities a new programme is just starting to be implemented on hygiene promotion and the rehabilitation of WASH facilities. This programme aims to benefit 3,078 households (about 21,000 beneficiaries) and 100 schools (about 60,000 children).

¹⁸ PDM reports found that about 70 per cent of refugees were spending more money than previously on food each month.

¹⁹ A detailed inventory of all WASH activities is provided in the WV I 180 day report. The report also details all the activities done for all other sector programmes.

²⁰ The Jordanian Government subsequently confirmed that Azraq camp will open at the end of April 2014. WV built WASH infrastructure for 3 out of the 12 villages in Azraq camp.

WV was said by its partners, including UN agencies, to base its work on assessments with both Syrian refugees and Jordanians and to spend time in the field. External informants said WV in Jordan staff are very professional and follow sector guidelines and WASH standards.

In Lebanon, WV is also a key WASH provider and is co-coordinating the WASH working group in Southern Lebanon with UNHCR. The WASH team has a good reputation for working cooperatively with other actors in the sector, including the water establishment at municipal and regional government levels. The team provides a holistic WASH intervention, which includes support on water provision, construction of toilets, waste management and hygiene promotion for refugees living in informal tented settlements in the Bekaa Valley, and a similar, though adapted, WASH approach to serve refugees living in collective shelters in the south.

Similarly in Northern Syria, WV is the largest WASH player. It has good relations and works with the water authorities, serving almost two entire municipalities with potable water. In IDP camps managed by the Norwegian Refugee Council (NRC), WV has distributed hygiene and baby kits and built WASH centres, providing IDPs with toilets, bathing areas and washing areas. Outside of the camps, WV has helped rehabilitate toilets and washing facilities in public areas for temporary settlements and is carrying out hygiene promotion activities. These WASH services benefit both IDPs and host communities.

The issues across the countries vary. In Jordan, Azraq camp has no refugees yet, so WV's work there has not benefited anyone to date. WASH in schools started late due to delays in approvals from the Ministry of Planning and International Cooperation (MOPIC), and WV had problems with the first contractor employed, who was not delivering on time. Jordanians perceive Syrians as using a lot of water in Jordan, which is a very scarce resource and, according to external informants, a concern needing to be addressed urgently.²¹

In Lebanon beneficiaries were mostly satisfied with WASH support activities, noting that the WASH team is responsive to the concerns they raise. The team is known within WV for continuously adapting its approaches to effectively meet the needs of refugees.

In Lebanon the most essential hygiene promotion messages still need to be defined and promoted, as many Syrian refugees don't seem to have basic hygiene and sanitation knowledge that would help them with living in densely populated ITS or collective shelter conditions (e.g. importance of hand washing, consequences of septic tanks overflowing and ways to conserve water so that pressure on municipal water sources where refugees live is reduced).

For Syria, resourcing and cash flow constraints for projects are a significant factor hindering progress in implementing WASH programme activities.

Improvements needed

In all three countries longer-term maintenance and the ownership or handover of WASH infrastructure will be important to plan. Campaigns to promote awareness of water conservation and hygiene will be important in Jordan and Lebanon, as will studies to understand and address the environmental and social consequences of the work as the crisis is protracted and refugee numbers large. Continued collaboration with local water authorities and the increase of water interventions to benefit both Syrian refugees and vulnerable host communities will be important ways to reduce tensions between these communities. For Syria, finalising WV registration in Turkey will facilitate WV's operations in Northern Syria as visa restrictions will be lifted, staff can stay longer in-country, and bank accounts can be opened to enable transfer of cash more easily, contributing to timely implementation of activities.

²¹ Jordan is ranked as the fourth most water-scarce country in the world. Refugee use of water causes delays in state water provision to Jordanians as demand outstrips supply. This has resulted in Jordanians rioting. See *Guardian* development network 'Jordanian hopes controversial Red Sea Dead Sea Project will stem the water crisis', <http://www.theguardian.com/global-development/2014/mar/20/jordan-water-red-sea-dead-sea-project>, accessed 20 March 2014.

4.3 Children in Emergencies

What was done and is working

In both Jordan and Lebanon child-friendly spaces (CFS) and remedial or accelerated learning education projects are implemented. In Jordan, WV activities benefit both Syrian refugees and host communities. This is not the case in Lebanon, where WV tried to encourage both Syrian refugees and Lebanese children to participate in CFS activities but Lebanese children refused.²² In Northern Syria, WV is supporting WAYCS (women, adolescent, youth and children's shelters). These are called women's centres and are attached to health centres. They provide a safe space for mothers and their children to discuss good practice in infant and maternal care. To date all these activities have benefited 257 children in Jordan, 2,843 children in Lebanon and 300 women and 75 infants in Northern Syria.

WASH, NFI and food support programmes in all three countries contribute to the health and well-being of children, as does the health programme implemented in Northern Syria. These programmes are family focused, benefit both boys and girls, and are valued by children and parents. In addition, Response advocacy work has focused on communicating the effect of the crisis on children and successfully encouraged greater support by donors to fund child-focused programmes, including education.

'WV needs to be more proactive and task someone to address CiE moving forward. WV also needs to think about CiE beyond CFSs, which is perhaps why it was a challenge to get off the ground.' (regional staff)

In Jordan, with UNICEF funding recently secured, the remedial education programme is poised to expand. Children said the remedial classes carried out so far have helped prepare them to enter the formal school system and improved their performance at school. Four CFSs are running. WV has drafted a CiE strategy with input from all WV staff and recruited a permanent CiE manager.

In Lebanon, children said they enjoyed the CFS and accelerated learning activities. Parents noted that children's activities have helped reduce children's anxieties caused by the conflict in Syria and relocation. Parents are involved in committees to ensure that activities are designed that they consider important, and recently CFSs were established within the ITSs, which can be run by Syrian refugees themselves.

The issue with the CiE programmes in all three countries is that they are relatively small and have taken time to set up. A full range of protection activities has not been integrated into this or other WV programmes. Funding has been a constraint as donors have focused more on funding immediate life-saving interventions – food, NFIs and WASH – and not interventions in education, health and protection. Technical capacity on CiE programming within WV has been lacking. WV has had to rely on internal private funding sources to start CiE activities.

In Lebanon parents and children are more concerned about having access to formal education as the Lebanese school system is unable to absorb all Syrian children.²³ In both Lebanon and Jordan, parents and children asked for classes of longer duration and greater focus on educational areas that will help children enter the formal school system. In Syria the controlling entity has restricted NGOs from implementing any CiE or child protection or education programmes.

CiE activities, especially CFS activities, aim to address the psychosocial needs of children in Lebanon and Jordan, important for children's long-term psychological well-being. However, within the CFS programme children receive only immediate child counselling support, with WV referring children needing more in-depth psychological support to other agencies. CFS activities tend to be of short duration, running for an hour a day. Especially in Lebanon, parents asked that the programme be longer and include as much

²² For historical reasons, the tensions between Syrian refugees and Lebanese in the Bekaa Valley are high. A strategy will be needed to identify whether Lebanese children and their families will agree to engage in activities with Syrian refugees.

²³ See UNICEF's situation report for 17 February–March 2014, which estimates that there are 300,000 Syrian children out of school in Lebanon, p. 8.

educational as play activity. Although the WV 180 day report gives examples of children benefiting from CFS activities, a deeper study is needed to verify whether CFS activities are able to reduce the level of trauma and anxiety that children have experienced due to this crisis or whether WV needs to introduce other ways of working that will be more helpful to traumatised children.

The Syria crisis staff in Turkey also feel bypassed when WV completes child well-being reports, noting that while WV has not involved children in Northern Syria in traditional CiE activities, children there benefit from the WASH and health programmes carried out, and staff consciously ensure that these programmes have a child focus.

Improvements needed

Within the three countries, we need to continue to ensure a child focus in all programmes and to strengthen partnerships with external stakeholders that support such efforts. We must also increase technical capacity and funding for child-focused work and ensure that CiE strategies are contextualised for urban and conflict contexts. It will be important to re-focus CiE so that the emphasis on traditional CiE activities, such as CFS and educational classes, are not the only activities counted.

We should give more emphasis to identifying and working with partners that are already working to improve the well-being of children; for example, in southern Lebanon municipal officials spoke of bringing Lebanese and Syrian children together monthly to improve relationships. How can WV work with interested municipalities to support such efforts? How can WV contextualise CiE and strike a balance between what WV does traditionally and the realities in this context and the needs of children?

4.4 Health

What was done and is working

Northern Syria is the only Syria Crisis Response location where WV is implementing a health programme. It serves 58,000 people, both IDPs and host communities.²⁴ The health activities are highly regarded by the people served, as well as by staff working in Syria and staff supporting the programme from Turkey. The staff in Syria and Turkey are qualified health professionals, and the dynamics within the team appeared to be positive.

'My son cut his finger while working on a construction site and we needed to treat him urgently. When we got to the hospital they refused to treat him because we didn't have IDs from UNHCR. All I could do is watch a pool of blood streaming from his non-existent finger and wonder, What did we do to deserve this?' (Syrian woman in Jordan)

The programme currently supports seven primary health centres, two mobile clinics and an ambulance. WV has also established a management information system that is generating hard data on the health conditions of people treated by each facility. This includes information on services provided under its antenatal programme and the WAYCS. The team is currently planning a nutrition survey and has been asked to lead the nutrition cluster based in Turkey.

The biggest issue is getting supplies, including medicines, into Syria. This is a challenge as the border closes when conflict flares. Certain donors have now said that drugs can no longer be purchased within Syria, so clinics now struggle to ensure stocks. The lack of registration within Turkey prevents WV from being able to buy medicines in bulk. The current health facilities are run in parallel with existing health facilities.

Improvements needed

We should continue to strengthen links with existing health structures in Syria through referral processes and finding ways to use existing facilities more. In Jordan and Lebanon, informants asked that WV consider

²⁴ Health beneficiary numbers were per the 180 day report, February 2014.

ways of supporting primary health care needs of women and children. In Lebanon, beneficiaries said that health interventions by other agencies are very limited; for example, UNHCR provides 75 per cent payment for health services in extreme cases only. Health care is all private in Lebanon, though some free service provision is available from church organisations and there is a weekly one-day clinic run by some municipalities, which WV potentially could support so that such clinics could expand their services to more refugees. In Jordan, Syrian refugees must be registered with UNHCR in order to be treated in GOJ health facilities, which are now struggling to cope with the level of demand.

4.5 Advocacy and communications

What was done and is working

This is one of the first times that WV has worked with UN agencies (UNICEF and UNHCR) on a common child-focused strategy during a humanitarian emergency. The ‘No Lost Generation’ strategy and public campaign with UNICEF, UNHCR, Save the Children and Mercy Corps aims to ensure that the children affected by the Syrian crisis are not forgotten and encourage donors to fund projects that will benefit children. Child and host family studies have been completed, and reports have been produced and disseminated widely to engage with key international donors, humanitarian actors within Jordan and Lebanon, and regional and global humanitarian actors.

As a result of the WV partnership’s involvement in the ‘No Lost Generation’ strategy and campaign, the Canadian Government awarded WV US\$5 million for child-focused programming. This funding was divided between WV in Jordan and WV Lebanon.

In addition, the WV advocacy team has played a leading role in the Syria INGO Regional Forum (SIRF) and actively engaged in RRP6 (UN Regional Response Plan no. 6) development, particularly by encouraging inclusion of ‘No Lost Generation’ priorities for child-focused programmes, as well as in the development of the UN-led Comprehensive Regional Strategy (CRS) for the Syria crisis, by representing SIRF on the CRS working group. UNOCHA and UNHCR both commented positively on WV’s advocacy coordination with them.

A number of advocacy reports, strongly supported by communications activities, were developed to raise awareness of issues affecting children among refugees and in host communities. Within Jordan and Lebanon these reports have been used to raise children’s issues with major humanitarian actors. The reports were also used by WV support offices and global capitals to advocate within their country contexts. These global advocacy efforts have raised WV’s profile, helped funding and encouraged media coverage of children’s issues related to the crisis. Staff across WV lamented the lack of change for Syrian children and the importance of continuing the advocacy and communications efforts now underway.²⁵

However, advocacy has been focused at a high national, regional and international level, and not at field level. In fact, staff at field level did not know what WV is doing on advocacy. There is limited engagement with local government structures on advocacy, except in terms of WASH. Advocacy is not focused on field-level priorities beyond encouraging donors to fund CiE and education activities.

Initially in Lebanon, the WVL advocacy team did its own work in relationship to the Response. There was no advocacy response strategy, and they received limited guidance until an advocacy response person was hired and developed an advocacy strategy for the Response. Funding and staffing for advocacy and communications work, particularly within each of the three responding countries, has remained limited, however.

Syria operations under opposition control are not covered in the ‘No Lost Generation’ strategy due to UN agencies’ constraints. As a result, WV programmes in Syria did not get funding allocated to its programmes from the US\$5 million Canadian Government grant. However, most of WV’s advocacy at the global level has

²⁵ A separate lessons-learned review of WV’s advocacy work for the response was completed in March 2014 which provides more details on the important work done, its limitations and need for further effort and focus.

focused on Syria, cross-border access and violations of children's rights as a result of the conflict. Syria-related operational issues are regularly addressed in key donor meetings, but WV's ability to advocate publicly about WV programme constraints inside Syria have been limited for security reasons. The silence on WV's work in Northern Syria is affecting internal and external awareness of the work, and staff said this has had a detrimental effect on fundraising by the team based in Turkey. While maintaining necessary security precautions, the team has requested more explicit mention of WV's work in Northern Syria in future advocacy and communication messaging.

Improvements needed

While acknowledging the importance of the multi-country advocacy work to date, all three countries are interested in more specific Response-related advocacy and communications work. In Jordan and Lebanon they would like advocacy to be more focused on local issues. They want to advocate with national governments and actors for longer-term solutions in areas such as livelihoods, protection and human rights. This would require additional staff working in Lebanon, Jordan and Turkey, focusing on local advocacy needs while coordinating closely with the regional advocacy officer. Generally, more work is needed to clarify the role of advocacy in responses.

Conclusions in relation to criteria

5.1 Timeliness

In Lebanon, an existing office and pre-existing relationships with communities, local authorities and community-based organisations (CBOs) facilitated Response start-up and gave WV an advantage. The Response also benefited from the WV partnership receiving and acting on information coming from WV.

Staff said that the late Category III declaration for all three countries negatively affected timeliness. WV responded prior to the declaration, though the response scale and the support provided by the partnership, including technical support, increased significantly only once a Category III was declared in June 2013. WV started establishing offices to mount a large-scale response in Jordan and Turkey/Northern Syria in February–March 2013, yet the Response declaration only came in June. This delay was credited with delaying funding; staffing; technical capacity development; the creation of systems, policies and structures; and, in Jordan, with affecting relationships with other humanitarian actors and sector programme opportunities. However, prior to the declaration a core team of experienced key staff were negotiating significant grants with key donors for the WASH and food sectors, which resulted in positioning WV well to respond.

In Jordan, with a late arrival, WV had to push hard to find space in the humanitarian arena. In Turkey, the lack of registration²⁶ has continued to slow down the Northern Syria Response as it limits ways of getting cash and other support into Northern Syria, with impacts on timeliness.²⁷ These issues indicate a lack of preparedness for such a response, especially the frequent staffing gaps for Turkey/Northern Syria and the lack of staff knowledge on how best to use and replenish the Emergency Preparedness and Response Fund (EPRF) in Jordan and Lebanon.²⁸

²⁶ It has also proven difficult for other INGOs to obtain registration in Turkey. Similarly, this has affected their ability to implement a timely and effective response.

²⁷ At the time of writing the RTE report, registration in Turkey was still not approved. The use of an old WV charter and turnover of response managers (four in the space of six weeks) resulted in inadequate management of this process. See WV RTE report 'Cross Border Response to the Syrian Crisis' for details on the registration process, annex 2, general issues.

²⁸ Please see Jordan RTE report for more detail on lack of knowledge on EPRF.

The time it took for WV to make the declaration and support Response scale-up by the partnership left WV staff participating in the RTE with the impression that WV fears risks and that its approval process is too cumbersome for responding quickly in these types of emergencies.²⁹

All three countries are now mostly implementing timely activities that meet people's needs.

Implementation speed has improved greatly as new staff were hired, other staff trained, and systems and structures adapted to meet the scale of the Response. In Jordan, WV implemented a timely distribution of nappies (diapers) for 12,084 children under two years of age and a timely drainage project in the Za'atari camp, which gave WV a strategic position in the camp and increased WV's profile. In Syria, 'World Vision's managers are flexible and because of this can provide good things for IDPs quickly,' said a member of the Syria staff. WV programmes in Syria continue to adjust its operations to need and to ground realities. In Lebanon, beneficiaries said that consistent and timely food support each month is helping them to maintain the health and nutritional status of their children and that WASH programme activities are done quickly. Efforts continue across the three countries to strengthen systems and structures to increase implementation speed and programme flexibility.

However, the speed of the response is hampered by external factors over which WV has limited control. They include insecurity, border closures, processes for approving proposals and government approvals for projects.

5.2 Effectiveness

Programmes in all countries have scaled up to meet increasing needs and have worked hard to ensure effectiveness, increasing staff, technical capacity and funding. Programme design and most of the fundraising has been done locally and in a short amount of time, with Lebanon alone going from a US\$6 million programme in 2011 to US\$14 million in July 2013³⁰ and US\$89 million in 2014. WV staff in the three countries have worked well with other agencies, collaborating locally with other humanitarian agencies to avoid duplication or overlap in services. External informants noted that WV follows sector working group recommendations when designing and implementing programmes. In Syria and Lebanon, the WASH sector has worked well with existing local authorities to respond to the needs of affected populations. Beneficiaries in Lebanon reported that the food e-cards have enabled them to provide food to their children. This has improved the nutritional status and well-being of their children. The advocacy team has produced good-quality work that has helped to make visible the consequences of the crisis on children's lives.

In Jordan, when it became clear that the Azraq camp would not open immediately, WV made alternative plans to respond in areas such as Za'atari camps, where there were urgent needs not being met, including drainage. Staff noted such adaptation to changing requirements by WV, which switched from paper vouchers to using e-cards in their WFP-funded food programme, and in Northern Syria where the team identified ways to make their programme more child-focused by setting up the WAYCS.

In Jordan and, less so in Lebanon, political stability has provided a context in which programmes can be improved over time, whereas in Northern Syria the ongoing conflict continues to have an impact on effectiveness. In all three locations, however, programme expansion has seen the strengthening of internal capacities to ensure effectiveness, and this is an ongoing process. For instance, WV held a learning event in July 2013 which identified internal structure and systems constraints on delivering quality programmes; many of them have since been addressed, including improvements to staffing numbers, technical capacity and systems in areas such as finance, supply chain management, communications and DME. Similarly, WV in Jordan has improved sector response effectiveness by hiring qualified staff (international and local) to ensure better-quality implementation. Security and finance systems have continued to adapt and improve, ensuring that thus far no major fraud or security incidents have occurred in this Response.

²⁹ The DEC 'Review for the Syria Crisis Appeal 2013' report October 2013 by James Darcy found a slow start up, a reluctance to commit and limited preparedness common cross INGOs, p.14.

³⁰ Reference Learning Event, World Vision Lebanon 16–18 July 2013 report, p. 9.

Still, staffing for the Response, while improving, has been a major factor hampering programme effectiveness. This was particularly the case for Response management, where turnover has been high; and staffing for key technical capacity areas such as CiE, education, cash-based programming, accountability, DME, logistics and finance has been a challenge. Visa restrictions in all three countries have constrained recruitment of specific types of international staff, especially staff from Africa.

With limited technical capacity in monitoring and evaluation (M&E) in the early phases of the Response, essential input for managers' decisions was lacking. This has affected the ability of the Response to assess programme impact and determine the most appropriate strategic directions to take. In Syria, WV set up some parallel structures in the health sector, though this is now being addressed.

Similar to timeliness, external factors over which WV exerts limited control have also had an impact on programme effectiveness. These include the rapidly changing context in which the number of those affected continues to increase, restrictions by local government entities in Jordan and controlling entities in Syria on the types of activities that can be implemented, and legal constraints to obtaining long-term work permits for international staff, thus requiring staff to enter on temporary visas.

5.3 Coverage

Given the scale and complexity of this crisis, coverage is impressive. WV has provided supported to over 382,000 beneficiaries (90,000 in Jordan, 192,000 in Lebanon and 100,000 in Syria). Support is provided for families, and many programmes, including the WASH programmes, are designed to be child-focused, resulting in WV serving a significant number of children.³¹ The scale of need, however, continues to exceed available resources and the capacity of the various humanitarian actors to meet.

'We are unable to cope with the scale of need and meet all important needs.' (staff in Syria)

In all three countries WV is working in geographic areas with high concentrations of people in great need. WV offices are collaborating with other humanitarian agencies to ensure good coverage, which is a better practice. In Syria and Lebanon, WV is reaching a large number of people in its areas of operation. WV has beneficiary vulnerability criteria for selecting people in Jordan and Syria, and both country programmes include interventions with IDPs or refugees and host communities. In accordance with the government requirement in Jordan, 30 per cent of WV's target population for projects are vulnerable Jordanian people. In Lebanon, WV is reaching a large number of Syrian refugees (56 per cent of refugees in the Bekaa Valley) and defines selection criteria for some programmes; however, for its largest programmes funded by UN agencies, criteria are defined by the UN funding agencies. WV's work has focused on serving vulnerable refugees, with little done so far for vulnerable host communities.

In Jordan, WV has chosen some new areas where needs are high, especially areas with vulnerable host communities. WV's largest funded programme was WASH infrastructure in Azraq camp, which hadn't yet opened at the time of the RTE.

In a non-linear response, identifying the most vulnerable can shift and change; the situation is not static. In Lebanon, WV is likely reaching the most vulnerable, but selection for its biggest programmes with WFP and UNHCR is based on those organisations' criteria, which makes it difficult for WV to verify that selection is based on need. In addition, the fluid environment makes it challenging to identify the most vulnerable, particularly as the scale of need is huge. Still, WV engages in inter-agency advocacy activities to address policy-level decisions within UN agencies on refugee registration, vulnerability criteria, targeting and a monitoring framework.

'WV is the only actor doing food and that's the biggest need at the moment.' (Partner NGO on WV's work in Northern Syria)

³¹ A current Operational Imperative of WV is that *World Vision will respond to the needs of at least 20 per cent of disaster-affected children in any crisis in which World Vision is active and secure 10 per cent of available institutional donor funding.* WV has done a detailed calculation of beneficiaries in relation to each sector programme that shows that at least 65 per cent of beneficiaries are children. Findings are likely similar for Jordan and Northern Syria, but such data was not shared with the RTE team.

In Lebanon, humanitarian agencies are implementing specific sector programmes in assigned geographical areas, and therefore refugees are receiving services from different agencies (e.g. shelter support from one agency, health from another), with WVW having no say over the quality of work done by others.

In Syria, WVW works in areas of great need though might not be present in the most vulnerable areas because of security, which limits access. WVW's coverage is small compared to the needs. Activities are constrained due to the insecure environment. There are concerns that as the situation deteriorates, small coverage may increase tensions between communities. 'We are unable to cope with the scale of need and meet all important needs,' said one staff member.

5.4 Relevance

Programmes in Syria, Jordan and Lebanon are relevant, but need is great and not all priority needs are being covered. Beneficiaries, externals and staff said WVW is doing well in providing essential basic needs that cut across sectors. 'We are addressing needs of the most vulnerable, and providing a range of sectorial responses,' said a staff member. However, basic needs are growing within refugee/IDP communities as well as among vulnerable host communities, so all WVW activities are appreciated. The challenge has been to meet the needs of new arrivals while meeting the evolving needs of those who have been refugees over a longer period. In addition, many beneficiaries and various surveys report that rental assistance is an area of great need. WVW is not providing rental assistance.

All three country programmes meet basic NFI, food and WASH needs. Jordan and Lebanon provide CiE support through CFS and/or educational activities, and in Northern Syria WVW provides basic primary health care services. Most donors and support offices (SOs) have been flexible and allowed adjustment to programming to meet relevant needs. Both in Northern Syria and Jordan, WVW has addressed sector gaps that other agencies had not yet covered. There was good advocacy positioning to highlight the effects of the crisis on children, with four WVW-led reports³² and one joint 'No Lost Generation' partner report³³ documenting and widely communicating the situation of the affected children to regional and international humanitarian actors.

The programmes in Jordan and Lebanon are not holistic. They focus on addressing immediate needs and struggle to address underlying issues. Vulnerable people in both countries are concerned about rising debt and livelihoods. 'If you help me get work, I'll cover the costs of everything,' said one Syrian refugee in Lebanon. A significant cause of debt for Syrian refugees in both countries is continuing rent inflation, yet WVW does not provide rental assistance. WVW programmes are not yet providing assistance to vulnerable host communities, which is also a challenge for the longer term and is likely to increase tensions with refugees. In Jordan, providing livelihood support programmes for Syrian refugees is against government policy. Also, adapting CiE activities to meet the needs of large numbers of children and implementing activities that are of greater benefit to them has been a challenge. Obtaining funds for CiE, recovery or longer-term development programmes in either country is not easy.

5.5 Accountability

All three countries have some good examples of accountability practice, although information provision, consultation, participation and CRMs have yet to be systematised in this Response. Country-specific contexts have played a role in how accountability is being integrated into the Response. For instance, in Jordan the Ministry of Planning and International Cooperation (MOPIC) does not allow agencies to approach communities prior to the ministry approving projects. This makes consultation before project

³² *Under Pressure: The impact of the Syrian refugee crisis on host communities in Lebanon* (July 2013); *Stand With Me: Ending the War on Syria's Children* (November 2013); *Stand With Me: Children's Rights, Wronged* (January 2014); *Stand With Me: Our Uncertain Future, child-led report* (March 2014).

³³ *Education Interrupted: Global action to rescue the schooling of a generation*, UNHCR, UNICEF, Save the Children and World Vision (December 2013).

implementation starts impossible. Yet WV staff said they inform beneficiaries about new programmes when they start implementation, and they take into consideration beneficiary concerns and suggestions as they seek to improve their programmes over time.

In Jordan and Lebanon, staff are respected and trusted by the people they serve and by external actors.

Assistance in all three countries appears to be provided impartially. In Syria, WV staff provide information to and consult with IDPs on programme design, though the insecure situation within Northern Syria did not allow the RTE team to verify the views of Syrian people regarding how WV staff engage with them. In Jordan, local partners said WV coordinates very well with them and involves partners in project design. In Lebanon, beneficiaries said that WV staff treated them respectfully. WV has hotlines and help desks for beneficiaries to provide feedback and ask questions about activities. The WV CiE team has done well in consulting parents about activities to be carried out with their children.

‘What I like about WV as well is that they were compliant with the criteria that we ask NGOs to consider before designing their projects, such as avoiding duplication and including host communities in their projects.’ (GOJ)

In Syria, staff were provided with a training package that included instruction on the Red Cross/Red Crescent Code of Conduct, Do No Harm (DNH) and Humanitarian Accountability standards,³⁴ though this one training was not sufficient to ensure in-depth knowledge of these subjects. The WV staff in Syria share information with beneficiaries in both WASH and health programmes, and IDPs were consulted in the design of WASH centres in the camps. Monitoring and accountability staff were recruited in October 2013. The team did well to contextualise accountability within their urban and conflict setting (e.g. IDP kits in Syria were labelled with the contents so that recipients would be clear about their entitlements).

‘World Vision staff are helpful and organised and treat us with respect.’ (man in Bekaa, Lebanon)

Accountability was not prioritised at the start or in early stages of the Response, and it is taking time to integrate across the Response. Particularly at the start of the Response, beneficiary consultation was lacking due to the rapid pace of programme design in order to obtain funds and respond quickly. Technical capacity, staffing and funding gaps have also hampered the establishment of accountability systems.

In Lebanon, the limited focus on accountability is one reason why beneficiaries are not clear about their entitlements. ‘People are not clear about criteria or benefits, which makes them vulnerable to exploitation,’ one Lebanon staff member commented. However, the changing definition of beneficiary criteria by WV’s main UN funders also has not helped WV to be able to communicate criteria to beneficiaries clearly.

In both Jordan and Lebanon, refugees and host communities said there was limited consultation and participation by them in defining and implementing existing programmes. In all three countries, protection and peace-building work is not yet integrated into programmes, including into beneficiary accountability processes. The slow recruitment of DME and accountability staff has delayed the establishment of accountability systems and meant that it is not possible to demonstrate to teams the impact of applying a programme accountability framework, although the negative consequences of not having such a framework are appearing.

5.6 Connectedness and sustainability

WV is implementing some activities with longer-term programming in mind. Within the three countries, examples of programmes that build, supplement and reinforce existing structures that can be sustained beyond the Response include the WASH projects in schools in Jordan, the work with the water establishment in Lebanon and work with municipal water authorities in Syria to supply water in two

³⁴ Code of Conduct for The International Red Cross and Red Crescent Movement and NGOs in Disaster Relief, <http://www.ifrc.org/en/publications-and-reports/code-of-conduct/#sthash.Mptmhrfq.dpuf>; The Do No Harm Framework, <http://www.cdacollaborative.org/programs/do-no-harm/>; <http://www.hapinternational.org/pool/files/2010-hap-standard-in-accountability.pdf>.

municipalities. Also, the WASH infrastructure in Azraq camp, once it opens, is built to meet the longer-term WASH needs of refugees. Plans are being defined for expanding these more sustainable interventions, though they are not yet implemented.

In Syria, while much is being built and structures are being reinforced, the outcome of the conflict will have an impact on whether they are sustained. This is also the case for the health management information system linked to the primary health care centres and mobile clinics that WV has helped to establish. This system potentially could be replicated and used more widely in the future.

Most activities are focused on meeting immediate needs, handing out goods and providing services. This is also the priority focus for donors, UN agencies and affected populations. In both Lebanon and Jordan, WV employs the capacity of local stakeholders, such as CBOs or teachers. They are hired on the basis of existing skills and on a sub-contracting basis. A specific strategy to strengthen the skills of CBOs and purposely develop them is not yet defined. So far the skills development of such partners has been ad hoc.

The varying outlooks on the future affect thinking about longer-term development. WV in Jordan is registered but entirely dependent on Response funding from external donors. The WV team in Jordan is not clear on the WV partnership's long-term position on Jordan, which makes it difficult to plan and fundraise for longer-term development work. WVJ is a well-established office that will continue regardless of the Response and thus has the foundation to consider longer-term programming. The office in Turkey does not have registration and is entirely dependent on the Response for funding. The uncertainty about how long WV will continue working from Turkey and whether it will register and work from Damascus, plus the volatile situation in Northern Syria, make planning for the longer term a challenge, particularly as there is uncertainty about whether the regime will take over the North.

While WV is starting to look forward, thinking about longer-term and more sustainable programming and pre-positioning to provide long-term assistance is hindered because the donor landscape for support to either development or Response work is not clear. In Jordan, the current strategy does not include plans to respond to the needs of new refugees while simultaneously addressing the long-term needs of refugees who have been in the country for a long time; this focus is partly due to MOPIC requirements. In Lebanon, the strategy highlights the importance of longer-term programming and of integrating the Response within area development programmes (ADPs). A business plan is currently being drafted to operationalise this as the new strategy was agreed only in December 2013. This plan is expected to close the current gap between the ADP strategy and the Response operational plan.

6. Recommendations prioritised and actions planned

RTE team members worked with in-country teams to identify improvements that country response teams in Jordan, Lebanon and Turkey/Northern Syria are acting on or planning to act on immediately. Some of these are reflected in the 'Improvements needed' parts of section 4 of this report. Other key recommendations for the country teams are presented in annex 2.

Strategic discussion areas for the overall WV Syria Response were agreed with participants during the Amman reflection workshop. This included discussion on whether the Syria Response is a multi-country response or 'one Response'. While there were examples of how the Response is one in practice, these were limited to advocacy and reporting. During the workshop an action plan was produced to define what else needs to be done to make this 'one Response' and to give it more strategic coherence.

In all, RTE participants agreed to action plans in nine areas. Four that were selected to be of highest priority are described below. The action plans for all nine strategy areas are presented in a separate document available on request.

The four strategy issues/questions, in order of priority as set by participants, are as follows:

Strategising for the future: The complexity and the scale of the Syria crisis has resulted in staff focusing on day-to-day operations, leaving little time for staff to step back and strategise for both the short and the longer term. Response funding is likely to shrink over the coming 6–12 months, while the crisis is unlikely to end in the same period. Indeed, the needs of the Syrian population are likely to grow as people within and outside of Syria become increasingly impoverished. What is WV's vision for this Response and how are WV's programmes to achieve impact in this crisis?

Staffing: The Response has struggled to quickly recruit staff who have the range of technical skills required in this Response and to build staff capacity in critical programme areas. What can WV do to ensure that the Response has the required technically competent staff?

Children in Emergencies: CiE was not prioritised within the Syria Response, as evidenced by late and limited funding, lack of technical staff capacity³⁵ and late or no CiE strategy development. Coverage by CiE programming is small. In addition, WV's traditional CiE approach needs further adaptation for urban conflict settings. What can be done to strengthen CiE work in this Response?

'One Response': While 'one Response' is a priority for advocacy and in communications – reports and situational reports are prepared for the entire Response – it is unclear what else is in place that actually makes the responses in Lebanon, Jordan and Northern Syria 'one Response'. What else can be done to make this 'one Response'?

³⁵ A CiE specialist was deployed from the onset of programme start-up in Jordan. This specialist also went and advised the teams in Lebanon and Northern Syria. However, organisational capacity to provide sufficient technical expertise to support the response adequately over time was not available.

Annex 1: Terms of reference for the RTE of the World Vision Syria Response



SyriaTOR 6.12.13.docx Info Sheet Jordan.docx Info Sheet Lebanon.docx Info Sheet Turkey.docx

Annex 2: Recommendations being addressed by the Syria Response countries

Recommendations being addressed by the Jordan team

- Leverage WV's comparative advantage with unrestricted funding streams to pilot innovative programmes (i.e. for Children in Emergencies programmes).
- Identify common overlapping needs by the Jordanian government, Syrian refugees and host communities, and develop programming that meets those needs to a high standard.
- Develop a clear WV strategy for the Jordan office that includes staffing plans, long-term programming, and overall strategic directions for the future.
- Internalise the humanitarian accountability framework within WV's organisational systems and programmes in Jordan.

Recommendations being addressed by the Lebanon team

- Design and fundraise for programmes that will serve both vulnerable Lebanese and Syrians.
- Build capacity and fundraise to carry out larger scale Children in Emergencies interventions.
- Plan skills transfer from technical specialists so that WV builds local capacity to deliver quality programmes.
- Work jointly with municipalities and Lebanese and Syrian people so that their capacities are built and programmes are more effective in meeting needs.

Recommendations being addressed by the Northern Syria and Turkey team

- **Strengthen M&E systems** through inter-agency peer-to-peer monitoring; strengthen skills in humanitarian accountability; collect timely, reliable and accurate project data; create a programme beneficiary database; and increase field staff skills and capacity.
- **Registration:** Finalise temporary registration with the government of Turkey through WVI's legal representative.
- **People & Culture:** Improve hiring and retention of qualified staff and build the capacity of existing staff.
- **Planning for the future:** Ensure completion of a Response strategy and contingency planning which includes the implications of a Damascus registration.
- **Advocacy and Communication:** Provide a greater focus on the situation for IDPs and host families and Northern Syria as well as on World Vision's activities.

Annex 3: Strategic issues/questions and action planned

The nine areas for which action plans were created by participants in Amman on 25–26 March 2014 are described below. The plans themselves are in a separate file so they can be referred to easily by WV staff.

The action plans are for

- strategising for the future
- staffing the Response
- CiE development
- 'one Response' development
- the role of the region in the Response
- cross-border operations
- positioning with UN agencies in terms of programmes and influence
- accountability, monitoring and evaluation
- risk management

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