

Ministry of Foreign Affairs – (Department for Humanitarian action, migration and civil society, HMC & Department for The Middle East and Northern Africa, MENA)

Meeting in the Council for Development Policy 29 October 2019

Agenda item 2

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| 1. Overall purpose | For discussion and recommendation to the Minister |
| 2. Title: | Support to Syria and Syria's neighbourhood - Lebanon and Jordan, 2019 - 2020 |
| 3. Presentation for Programme Committee: | 26 June 2019 |

Support to the Syria and Syria's neighborhood – Lebanon and Jordan, 2019 - 2020

Key results

- Improved conditions for Syrian refugees and vulnerable host communities, incl. better access to and use of quality social services in e.g. health and education.
- Individuals, families, and communities in Syria equipped with tools and skills to rebuild their lives.
- Enhanced conflict-sensitive context analyses to better understand the dynamics in Syria.

Justification for support

- The contribution is part of Denmark's continuing efforts to strengthen assistance in areas and countries neighbouring crisis and conflict, targeting internally displaced people, refugees and affected local communities – as per the priorities in the *"the World 2030"*.

How will we ensure results and monitor progress

- Close monitoring and active participation in steering committee meetings etc.
- Enhanced donor coordination through informal donor meetings.
- Technical reviews and additional monitoring support.

Risk and challenges

- Disruptive political developments in Syria, Lebanon and Jordan may alter framework conditions considerably. The engagement includes flexible agreements with possibility to adjust in light of developments.
- Local partners capacity to absorb support. Careful partner selection ensures organisations have the needed capacity.
- Increased tension between host communities and refugees. The engagements seek to provide and ensure services to both host communities and refugees and thus to alleviate possible tensions.

File No.	2019-35320					
Country	Jordan, Lebanon and Syria					
Responsible Unit	HMC and MENA					
Sector	Humanitarian-development nexus					
	Mill DKK.	2019	2020	2021	2022	Tot.
Commitment	200	200				400
Projected ann. disb.	135	198	63	4		400
Duration	2019-2022 (36 months)					
Finance Act code.	06.32.02.10					
Desk officer	Jakob R Jakobsen, Astrid F. Bonde					
Financial officer	Jacob Strange-Thomsen					

SDGs relevant for Programme

 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation
 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production
 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals	

Budget Million DKK

Madad Fund – Regional	100,0
Syria Resilience Consortium - Syria	90,0
UNDP – Syria	10,0
Adviser Support	10,0
AFD - Lebanon	20,0
Jordan Health Fund for Refugees (JHFR) – Jordan	50,0
Global Concessional Financing Facility (GCFF) – Jordan	70,0
Unallocated	50,0
Total	400,0

Engagement objective

To achieve sustainable solutions for refugees, internally displaced and affected host communities in and around Syria.

Strategic Objectives

Directly addressing short and medium term needs emanating from the Syria crisis applying a hum-dev-peace (nexus) approach; Ensuring a coordinated, comprehensive and adequately funded response to stabilization, development and humanitarian needs in Syria and neighbouring countries; and Building safe, resilient and sustainable conditions in Syria, addressing drivers of conflict and instability.

List of Engagement/Partners

Regional: Support to educational, economic, social and health needs of Syrian refugees and host communities through the EU administered Madad Fund, the World Bank administered GCFF and the Jordan Health Fund for Refugees. Support to local environment, water and sanitation activities in Lebanon through AFD - Agence Française de Développement.

Syria: Support to Syria Resilience Consortium aimed at people and communities in Syria to become resilient to shocks and stressors primarily through livelihoods activities. Support to conflict-sensitive context analyses in Syria through UNDP.

Advisers: Strengthening advisory and monitoring capacity with new adviser in Lebanon and Jordan, incl. funds for technical reviews.

Engagement Document

Support to Syria and Syria's neighbourhood -
Lebanon and Jordan, 2019-2020.

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Summary

The conflict in Syria has entered its ninth year. Situation in the region remains volatile. The Danish Finance Act for 2019 (§06.32.02.10) includes a budget line for Syria dedicated to an agile, solution oriented and coherent Danish development engagement across the humanitarian-development-peace nexus for refugees, internally displaced and affected host communities in and around Syria. 200 million DKK has been reserved for this engagement in 2019, while an additional 200 million DKK has been proposed for the Finance Act for 2020.

This Engagement Document describes plans for engagements in 2019 and 2020. In 2019 support will be provided to supplement Danish contributions to two existing engagements, namely EUs Madad Fund and Syria Resilience Consortium (SRC) consisting of six international NGOs. Further, a contribution will be made to enhance knowledge and research through UNDP. In 2020, three engagements will be funded through existing partners, namely AFD - Agence Française de Développement, the World Bank led Global Concessional Financing Facility (GCFF) and the Jordan Health Fund for Refugees (JHFR). Furthermore, two advisers will be posted in Jordan and Lebanon respectively to enhance the efficiency of the Danish support in region. In addition, unallocated funds will be reserved for new engagements, incl. possibly with existing partners. A review will be performed in the first quarter of 2020 in order to recommend possible adjustments in the engagements planned for 2020 in accordance with the strategic framework established in this Engagement Document.

* * *

This Engagement Document outlines a proposed strategic framework and new development engagements in response to the ongoing displacement crisis in Syria and its neighbouring countries, primary focus being Syria, Lebanon and Jordan. The support is part of Denmark's continuing efforts to strengthen assistance in areas and countries neighbouring crisis and conflict, targeting internally displaced people (IDPs), refugees and affected local communities in accordance with the priorities in the "the World 2030" and New York Declaration for Refugees and Migrants of 19 September 2016.

The proposed engagements have been identified by the MFA (MENA and HMC in co-operation with the Senior Regional Advisor for Forced Displacement based in Beirut and further developed by a scoping and review mission led by the Technical Quality Support Department in February-March 2019 covering Lebanon, Jordan and Turkey).

The overall objective of the engagements covered by this document is to "Achieve sustainable solutions for refugees, internally displaced and affected host communities in and around Syria."

The following priorities have guided the selection of engagements. Firstly, engagements should be part of a comprehensive approach and build on or complement existing engagements in Syria, Jordan, and Lebanon. Secondly, engagements should ensure programmatic coherence and integration with the Danish humanitarian, development, stabilization and diplomatic as well as other engagements across the region from Lebanon to Iraq to address needs across the humanitarian, development and peace nexus. Lastly, priority has been given to interventions, which support durable solutions for displaced, including returns in the region. Promoting environmentally sustainable solutions, human-rights based approaches and gender equality will be cross-cutting priorities.

The following engagements are proposed for support.

Engagements in 2019

- **The Madad Fund (100 million DKK).** The Madad Fund is an EU trust fund that primarily addresses educational, economic and social needs of Syrian refugees, while also supporting host communities and -governments. Denmark has supported the Fund since 2016 with a total of DKK 300.7 million. The Madad Fund aligns well with the other Danish engagements in the region, and it has performed satisfactory. A new contribution will enhance Danish influence on the strategic direction of the Fund, as it will ensure that Danish voting rights are maintained on the Board. In the Board, Denmark will work for key priorities such as efficient support to the most vulnerable

host and refugee populations in key areas, such as health, water and sanitation, environment and education. Denmark will also promote transparency in the Madad Fund, which will enhance the Funds role as an important platform for coordination and dialogue, both regionally and at capital level. The contribution will support activities from 2019 until 2023.

- **Syrian Resilience Consortium (SRC) (90 million DKK).** The SRC is a civil society consortium with six international non-governmental organizations working together to assist people and communities in Syria to become resilient to shocks and stressors primarily through livelihood activities. Danish MFA has supported SRC with DKK 70 million since 2016 in parallel to contribution from Sweden, Norway, Canada and the EU. The overall conclusion of a Danida review from April 2019 is that the SRC applies a relevant strategic approach to address the massive needs of IDPs in Syria and provides more harmonisation and coordination in a funding landscape characterised by many donors and modalities. The SRC has prepared a Strategic Framework for 2020-2022. This Framework complements other Danish-funded engagements addressing the situation in Syria's neighbouring countries as well as other types of engagement, such as the analytical activities under the peace and stabilisation engagements. The contribution will support the implementation of the SRC Strategic Framework for three years from 2020-2022 (three years).
- **Conflict-sensitive local context analysis in Syria (10 million DKK).** Funds will be allocated for conflict-sensitive context analyses through UNDP. Conflict-sensitive context analyses are needed to better understand the dynamics in Syria and is essential to ensure effective programming of new engagements inside Syria. Analysis are conducted locally at city, area or governorate level with a specific focus on dividers and connectors amongst communities and on how to approach interventions in specific locations. UNDP has conducted conflict-sensitive local context analyses (LCAs) since 2016 and now has an in-house capacity with international and national dedicated human resources. As such they inform present as well as future programming inside Syria. A contribution to UNDP would be a continuation of an existing engagement supported from UNDP New York with Danish funds. The Danish support will continue at a similar financial level under the umbrella of this Syria-crisis engagement, while it will cease to be funded by a UNDP New York allocation. The Danish contribution would continue supporting information for joint programming with UN agencies, including UNHCR, UNICEF, UNFPA and FAO as well as the partner UN agencies in the UNHABITAT/UNDP-managed EU/UN Joint Programme, but also Danish supported INGOs in Syria in order to enhance humanitarian-development nexus programming. The reports from UNDP do not cover north and north-western Syria. This support will complement analyses from other different actors who are also conducting conflict-sensitive analyses in Syria, incl. in these other areas of Syria.

Engagements in 2020

- **AFD – Agence Française de Développement – collaboration (20 million DKK).** France is a strong and influential actor with an increased humanitarian and development engagement in the Middle East region. A partnership between Denmark and France was launched during the state visit to Denmark of French President Macron in August 2018. Subsequently, a partnership has been developed between the Danish MFA and the French national development agency AFD, including with a first co-financing from MFA of DKK 30 million in 2018 to an AFD-project in Lebanon focusing on civil society. AFD has further developed a draft MoU to enhance synergies and collaboration with Danish MFA covering the Middle East region. With AFD's focus to assist Syria and the region (Iraq, Lebanon and Jordan) to increase economic and social resilience, it fits well within the strategic framework of the Danish engagement in the region. The collaboration with AFD creates a platform for more strategic dialogue with one of the key development partners in Lebanon and Jordan. The strategic engagement with AFD is further relevant in a broader context given the French humanitarian strategy which is similar to Danish priorities, including focus on humanitarian-development nexus, localization, youth and women. The Danish contribution will co-finance one of the projects in Lebanon, most likely an environmental initiative.

- **Global Concessional Financing Facility (GCFF) (70 million DKK).** The Danish contribution will be earmarked for Jordan. The GCFF is one of the World Bank's main mechanisms for support to Jordan and Lebanon since its inception in 2016. The GCFF provides concessional financing for development projects in areas such as health, education, environmental infrastructure and economic growth addressing the impact of the Syria displacement crisis. The GCFF aims to support both vulnerable host communities and refugees. Denmark has supported the GCFF since 2016 with a total of DKK 437.1 million for projects in Jordan and Lebanon. The GCFF has in general performed satisfactory in Jordan where a solid pipeline has been developed for 2020. This engagement will have a positive impact on the resilience of Syrian refugees as well as vulnerable host communities in Jordan. With the support, a priority for Denmark's will be to push for a stronger focus aimed at benefits for refugees and for promoting environmentally sustainable solutions in future projects. Debt-sustainability is a concern in Jordan, and Denmark will also work for adapting the GCFF to increase the grant element for e.g. TA-activities. The GCFF has in 2019 been expanded to also support projects in Ecuador and Columbia. This will not be a focus for Danish support.
- **Joint Health Fund for Refugees in Jordan (JHFR) (50 million DKK).** The JHFR was established by the Danish MFA, USAID and Jordan Ministry of Health in 2018. The JHFR is a special account placed in the Central Bank of Jordan. The account is managed by the Ministry of Health (MOH) and it funds added cost related to health services provision for Syrian refugees through public health service facilities. Access to health care is a primary condition for enabling refugees to avail themselves of a durable solution, in particular for women and girls. The Danish support was a decisive factor behind an important Jordanian policy change in early 2019. Following the establishment of JHFR, the Jordanian Government decided to increase the subsidy for Syrian refugees in health insurance schemes in Jordan. The JHFR furthermore contributed to enhanced health sector coordination and additional funding to JHFR has been from provided by Canada, Qatar and possibly the World Bank and Germany. The engagement is directly linked with a GCFF-funded health engagement and with an EU Madad Fund contribution to the health sector in Jordan. The JHFR constitutes a prime example of nexus programming in a displacement crisis and is acknowledged as such by the UN, partners and the Jordanian Government. The JHFR is guided and monitored by a steering committee consisting of the MoH and supporting donors. Capacity building support to MoH is provided by Canada and the World Bank to enhance the Ministry's capacity to coordinate and implement the increased flow of assistance to the sector. This assistance includes a component related to sexual reproductive health and rights, e.g. through development of gender disaggregated user data to enable better targeted initiatives to reach the most vulnerable people.
- **Advisor support in Jordan and Lebanon (10 million DKK).** Funds will be allocated to provide advisory support. A number of different Danish funding streams and initiatives are focused on Syria and its neighbouring countries, and the portfolio has grown in recent years. The total Danish support reached DKK 904 million in 2018 in new commitments including humanitarian, development and stabilisation support. The current advisory set-up and Embassy presence in the region ensures a Danish engagement in relevant coordination mechanisms, advocacy efforts and an ability to stay abreast of ongoing developments. However, the scoping report prepared in March 2019 recommended to strengthen the current adviser presence with a view to ensure more effective implementation by enhancing synergies, coordination, systematic monitoring and follow up on implementation. Two new advisors are proposed to support in particular the civil society engagements in Lebanon and the support to the Jordan Health Fund for Refugees (JHFR) in Jordan. The advisors will also promote the application and learning from environmentally sustainable solutions cross the region. The possibility of co-locating with other advisors will be assessed, including opportunities for sharing administrative support functions, enhancing coordination and knowledge sharing. Funds will be allocated for a three year duration, incl. for technical reviews.

- **Unallocated (50 million DKK).** The fluidity of the situation in and around Syria has necessitated a flexible approach with a substantive amount of DKK 50 million allocated for activities in 2020. The unallocated funds will be used to address needs and opportunities as they arise most likely as a result of developments inside Syria. A relevant focus for this would be to assist engagements aimed at further enhancing support to returnees and communities receiving returnees. An inception review in early 2020 will provide inputs to a proposal for the allocation of funds prepared by the MFA during the first half of 2020 for approval by the development minister.

The proposed engagements aim at sustaining support to the displaced and host communities by strengthening resilience in local communities in Syria as well as supporting local and national institutions in Jordan and Lebanon.

The engagements include strengthening the analytical understanding of the longer term needs of the displaced in order to be able to adjust the Danish support in the region, adhering to the principles of *do no harm* and taking into consideration prevailing political limitations, including the EU-policy that support to reconstruction requires a comprehensive, genuine and inclusive political transition, negotiated by the Syrian parties.

The engagements pursued by the GCFF and the Madad Fund in neighbouring countries also aim at lowering tension between refugee and host communities through targeted support to host populations and local structures, at a time when the resources of the communities are low after more than eight years of conflict in Syria. Active Danish participation in the boards of the Madad Fund and GCFF as well as engagement in local coordination fora ensures support and adherence to the principles in the Global Compact for Refugees and the continued support to achieving durable solutions for the displaced. The Danish participation in boards is also used to promote environmentally sustainable solutions, human rights-based approaches and gender equality.

The continued support to Syrian Resilience Consortium is in line with the needs for displaced and returnees in Syria to find economic opportunities. This is reflected in the UN Humanitarian Response Plan for Syria and livelihoods support is high on the list of priorities for refugees when considering return in accordance with the existing perception surveys performed in refugee populations in neighboring countries by UNHCR.

The proposed engagements committed in 2019 will be managed by the HMC Department in the Danish MFA in close coordination with other relevant entities. It will further be supported by the Senior Regional Advisor on Forced Displacement based at the Embassy in Beirut, Lebanon. In line with the recommendations of the recent scoping mission, two new advisors will support coordination, management and monitoring of the Danish engagements. The proposed budget for the engagements amount to DKK 400 million. The funds will be committed in 2019 and 2020.

Context

The proposed engagements seek to address some of the main needs in Syria, Lebanon and Jordan related to the displacement of Syrians, as the crisis in Syria enters its ninth year. There is broad agreement within the international donor community, as also expressed at the Brussels III conference for Syria in March 2019, that there is no short-term solution in sight to the displacement situation in the region. Humanitarian assistance is still needed, also in neighboring countries hosting refugees. Simultaneously, the international community is continuously re-evaluating the response to the displacement situation in neighboring countries. A shift from humanitarian to development focused funding in Lebanon and Jordan is gaining pace, which, although following the humanitarian-development nexus logic, can leave significant gaps in response to needs, if the transition happens uncoordinated and/or too sudden. Inside Syria the situation is different due to both conflict dynamics and the political constraints. There is still a significant need for humanitarian assistance, which in accordance with the nexus approach also includes strengthening resilience in local communities spurred by returns of more than a million IDPs as well as to a lesser degree, early recovery. The proposed

engagements will be implemented to benefit the population of Syria respecting Danish and EU policy on Syria.

Syria

As the Syria crisis enters its ninth year, the magnitude of human suffering remains overwhelming, with 11.7 million people, including 6 million children, in need of humanitarian assistance. Since March 2011, more than 400 000 Syrians have lost their lives and over one million have been injured. Up to 6.2 million people have fled their homes inside Syria and 5.6 million have been forced to take refuge in neighboring countries. Without a political solution in sight, the conflict is likely to persist in 2019.

Recent developments and the territorial defeat of the so-called Islamic State in Syria has prompted new discussions on the issue of return. Whereas around 1.6 million population movements were recorded inside Syria in 2018, and the current military offensive by the Syrian army and its allies in Idlib have caused new displacement flows up to almost 400,000, an estimated 56,000 refugees returned to Syria in 2018 (mainly to Dara'a, Damascus and Homs) according to UNHCR. Based on return intention surveys conducted in 2018 in the neighbouring countries, UNHCR estimated at the end of 2018 that 250,000 – 500,000 refugees could return in 2019. These assessments have not been renewed due to the situation; but they are likely to be significantly lower. UNHCR has formulated a number of protection thresholds that are to be met before it will engage in the facilitation of returns to Syria.¹ A recent World Bank study confirms that voluntary returns will not take place on any significant scale unless a number of these conditions are in place. The study finds that perceived better security and service access in Syria are preconditions to increased returns. Conditions in exile communities impact on return intentions in a more complex manner, as a lower quality of life does not lead to increased intention of return.

There is thus a need to work both on restoring basic services inside Syria while continuing to provide support to refugees in neighbouring countries.² Furthermore, concurring to the current EU-policy stating that the EU will be ready to assist in the reconstruction of Syria only when a comprehensive, genuine and inclusive political transition, negotiated by the Syrian parties in the conflict on the basis of UN Security Council Resolution 2254 and the 2012 Geneva Communiqué, is firmly underway. Restoring infrastructure in Syria is, barring political constraints, not an easy undertaking due to the scale of destruction. Restoring infrastructure is estimated at a cost of upward USD 350 billion. In comparison, the UN led humanitarian operation in Syria is in 2019 estimated to have about USD 3 billion in funding.

The Humanitarian Needs Overview 2019 highlights the urgency of addressing life-threatening needs among the most vulnerable, protection of civilians and access to livelihoods. A main challenge is assisting the approximately 5.4 million people in need of basic services and at the same time responding to crises in areas such as Al-Hol camp, Rukhban or Idlib.³ The sectors with the most people in need of support are WASH, health and protection. Focus also remains on livelihoods and early recovery as the resilience capacity of individuals is steadily eroding. OCHA has therefore decided to maintain pillar 3 (Early Recovery) in the HRP 2020. Given the increase in spontaneous returns, in particular among IDPs inside Syria, access to livelihood options and services has become primary concerns, as people seek to rebuild their lives.⁴

The international community's opportunities for providing support inside Syria is faced by a number of significant challenges. Civilians continue to be the primary victims of the conflict with children and young people comprising more than half of the displaced population. In 2018 and 2019, various

UNHCR (2018): Comprehensive Protection and Solutions Strategy: Protection Thresholds and Parameters for Refugee Returns to Syria

² World Bank (2019): The Mobility of Displaced Syrians: An Economic and Social Analysis

³ UN (2019): Humanitarian Needs Overview: Syrian Arab Republic

⁴ UN (2019): Humanitarian Needs Overview: Syrian Arab Republic

military offensives have continued to displace hundreds of thousands of people. At the same time, aid convoys have been prevented from delivering assistance to those who need help the most such as children, the elderly, disabled, and sick.

Aid workers have been unable to deliver humanitarian assistance in many parts of Syria due to continued fighting along shifting frontlines, bureaucratic obstacles and ongoing violations of international humanitarian law. Protection of civilians remains a serious concern in large parts of Syria. Rape and sexual violence, enforced disappearances, recruitment of child soldiers and forced conscription, executions and deliberate targeting of civilians remain commonplace. Due to the challenging operating environment, efforts have been made to shift focus towards working through local partners, which in some areas have better access.

Lebanon

Lebanon is hosting an estimated 1.5 million Syrian refugees, which is the highest concentration per capita of refugees in the world. This burden has put significant constraints on public services and infrastructure and the Bruxelles III conference commended the generosity and extraordinary efforts of Lebanon and other neighbouring states to Syria continuing to provide them with needed support and access to services.

According to the Lebanon Crisis Response Plan, there are 3.2 million people in need in Lebanon including both refugees and host community members. The plan has the objective of ensuring protection and providing immediate assistance to vulnerable populations, support service provision through national system and reinforce Lebanon's economic, social and environmental stability. A defining characteristic of protracted displacement in Lebanon is that communities hosting refugees are very vulnerable themselves. Vulnerable Lebanese households face a decrease in income and as a result one million Lebanese live below the poverty line, of which 470,000 are children. The decrease in income further leave them unable to meet basic needs, including food and health care. Displaced Syrian households are suffering the impact of protracted displacement and sinking deeper into debt and negative coping mechanisms as they struggle to meet their families' needs. More than 70 percent of displaced Syrians are living below the poverty line, along with 65 percent of Palestine Refugees in Lebanon and 90 percent of Palestine Refugees from Syria (31,500), who are one of the most vulnerable groups in the region. More than 1/3 of school-aged children are out of school. The protection space is shrinking. A majority of Syrians do not have legal residence and many are living in sub-standard shelters often facing (threats of) eviction. Social and sectarian tensions are rising, as the quality of public services declines for ordinary Lebanese, and opportunities for jobs and personal fulfilment are available for a decreasing few.

In relation to rising social tensions, the worsening socio-economic situation has increased the pressure inside Lebanon on refugees. Reforms and loans are badly needed to address the situation with Lebanon's GDP growth falling from 8-10 percent annually prior to the crisis to an estimated rate of around 1-2 percent in recent years. The poor economic environment and related challenges with unemployment and competition over jobs is the main driver of tensions between Syrian refugees and the Lebanese communities.⁵ Refugees are now facing a number of restrictions to their movement, ability to work and access services. The May 2018 election did not significantly alter the country's policy towards the refugee crisis, as the Government still calls for return of refugees to Syria.

A reform agenda is forthcoming, as a new government Ministerial Statement explicitly addresses approximately 50 percent of the promised measures in the CEDRE document – a document outlining key areas of reform needed for Lebanon to unlock USD 10 billion of the USD 11 billion concessional

⁵ ARK (2018): Regular Surveys on Social Tensions throughout Lebanon: Wave IV, UNDP

loans, which are conditioned upon fiscal, structural, and sectoral reforms to which the government expressed its commitment at the CEDRE conference.⁶

Jordan

As with Lebanon, Jordan has been heavily impacted by the Syria crisis. The influx of large numbers of refugees exacerbates challenges Jordan has faced for many years – competition for jobs, overburdened infrastructure and strained social services such as healthcare and education. The economy has declined due to the crisis and subsequent closure of foreign markets in Syria and Iraq, as well as a decrease in Foreign Direct Investments. In 2017, the World Bank reclassified Jordan from upper-middle-income to lower-middle-income country. The frustration over lack of jobs led to protests in 2018 against the Government and forced a cabinet re-shuffle. However, protesters remain active in the capital as frustrations continue to linger.⁷ Like Lebanon, the Bruxelles Conference III acknowledged the huge efforts Jordan has done to shoulder the burden of the influx and accommodating refugees' presence.

The Government's response to the refugee crisis is guided by the Jordan Response Plan. The plan has the objectives of meeting immediate humanitarian and protection needs for Syrian refugees and vulnerable Jordanians, upscale critical capacities of the central, regional and local authorities and foster resilience of the service delivery system, at the national and local levels. The plan seeks to address core humanitarian needs, which remain stark, in partnership with the international community. Around 70 percent of Syrian refugee households in host communities are either food insecure or vulnerable to food insecurity and are almost completely dependent on food assistance from the international community. More than 80 percent of Syrian refugees live below the poverty line and despite the easing of access to the labour market for refugees, unemployment rates remain high and many struggle to find decent employment opportunities that provide fair wages and working condition.

In efforts to shore up support from the international community the conference “Jordan Growth and Opportunity: The London Initiative 2019” was held in the beginning of March 2019. The outcome of the conference was a pledge of USD 2.5 billion, mainly in soft loans to support infrastructure projects in return for Jordan working to enhance women's participation in the labour force, strengthen the role of the private sector and follow refugee-inclusive policies.⁸

International Response

At the Brussels III Conference in March 2019, the participating states pledged USD 7 billion⁹ in funding to support humanitarian, resilience and development activities in 2019 for the Syria crisis response, which includes pledges towards the Syria Humanitarian Response Plan (HRP), the Regional Refugee and Resilience Plan (3RP) and the ICRC Syria Crisis Appeals. Of these, USD 3.3 billion is the assessed need for activities inside Syria for the HRP.

The Danish pledge at the Brussels III Conference was DDK 675 million for new commitments in 2019. Of these, DKK 200 million has been reserved for development assistance in 2019. DKK 200 million in development funding has also been allocated for Syria in the draft Finance Act in 2020. With these and earlier pledges and ongoing commitments, Denmark has become part of the group of top donors to the Syria crisis.

The 2019 3RP calls for enhanced support to host communities and local authorities in neighbouring countries and highlights the fact that 70 percent of people in need in the region are women and children. A particular concern are the more than 700,000 children that are estimated to be out of school, the high number of unemployed refugees and both host community members and refugees

⁶ Lebanese Center for Policy and Strategic Studies (2019): The Government's Ministerial Statement Adopts CEDRE, The Government Monitor. No1.

⁷ Hassan Barari (2019): Will the government survive? Jordan Times, March 5, 2019

⁸ Jawad Anani (2019): What did London do? Jordan Times, March 5, 2019

⁹ This include pledges reconfirmed from the London conference 8 February 2018, Brussels I and II conferences.

living below the poverty line.¹⁰ The biggest funding requirements continue to be for basic needs, education and protection.

Aligned with the 3RP focus, donors are increasingly focusing on systems strengthening in neighbouring countries, i.e. building capacity of national response systems (central and local government, line ministries, NGOs, etc.). This is done by transferring knowledge, capacity and systems developed in the humanitarian response to national support systems in neighbouring countries; e.g. building stronger national social assistance systems by using similar approaches to assessment, targeting and delivery as in humanitarian response to refugees. Large donors, such as the World Bank, USAID, EU and Germany are thus strongly engaged in rehabilitating education infrastructure, water infrastructure, as well as developing the private sector capacity for job creation / livelihoods.

Major instruments in the region to address the challenges of refugees in the neighbouring countries are the Madad Fund and the Global Concessional Financing Facility (GCFF), though none of them at present operate inside Syria. The instruments are described in more detail below.

Strategic aim of engagements

The focus in “*The World 2030*” Denmark’s Strategy for Development Cooperation and Humanitarian Action (2017) on engagements across the humanitarian, development and peace nexus in response to protracted crises is the basis of the proposed engagements. The strategy also highlights the priority of working with and through EU, UN and the World Bank Group as partners to ensure a coordinated and comprehensive response.

Together, Danish Government’s efforts related to the Syrian crisis aim at contributing to three different, but connected, strategic objectives:

1. Directly addressing short and medium term needs emanating from the Syria crisis applying a hum-dev-peace (nexus) approach;
2. Ensuring a coordinated, comprehensive and adequately funded response to stabilization, development and humanitarian needs in Syria and neighbouring countries;
3. Building a safe, resilient and sustainable conditions for the people in Syria, addressing drivers of conflict and instability.

The Danish engagements covered in this document seek to achieve the overall objective of:

“Achieving sustainable solutions for refugees, internally displaced and affected host communities in and around Syria.”

The building blocks in the Danish efforts are key to bring about as substantial, sustainable impact in the region and achieving the vision Denmark’s development and humanitarian policy of a more secure, free, prosperous, sustainable and just world. It follows the aim of investing in peace, stability, protection and increased resilience in the developing countries in efforts to also enhance our own security and curb refugee pressures on European borders.

The different Danish funded engagements in the region contribute to a broad spectrum of Sustainable Development Goals (SDGs). Including (1) no poverty, (3) good health, (4) quality education, (5) gender equality, (6) clean water and sanitation, (8) decent work and economic growth, (16) peace, justice and strong institutions and (17) partnerships. Several Danish funded engagements contribute to the same SDG. One example is Education (4), which is a particular focus for initiatives such as the EU Madad Fund. The Fund is supporting access to primary, secondary and higher education in the neighbouring countries to Syria, in particular Lebanon, for Syrian refugees and host communities. Further, the GCFF is working with the Jordanian Government on reforms in the education sector to expand access to early childhood education and to improve student assessment and teaching and learning conditions for Jordanian children and Syrian refugee children. Complementarily, the Education Cannot Wait initiative is providing multi-year investments into the education sector in Syria as well as in Lebanon. Combined

¹⁰ UN (2019): 3RP 2019-2020 Summary

these interventions thus address short, medium- and longer-term needs in the education sector inside Syria and the neighbouring countries. A similar example could be provided on e.g. good health (3) and other sectors.




















































The fluidity of the situation in and around Syria has necessitated a flexible approach. As of 2019, the Danish Government is using a number of funding instruments in Syria and in neighbouring countries. The instruments combine direct funding of Danish NGOs (the strategic civil society partners), UN organisations, and multi-donor instruments, such as a Danish led European Regional Development and Protection Programme (RDPP), GCFF, UN humanitarian country based pooled funds, the Madad Fund, and the EU Turkey Facility. Furthermore, funding is also channelled through the JHFR, AFD, Danish-Arab Partnership Programme (DAPP), and the Peace and Stabilisation Programme for Iraq and Syria. Danish contributions to global instruments, e.g. such as Education Cannot Wait and core contribution to UN organisations and multilateral development banks, also contribute to efforts in and around Syria. Lastly funding has been set aside on the Danish Finance Act 2019 for support to host countries that engage in cooperation on return of refugees, asylum seekers and irregular migrants.

The table below provides an overview of Danish key development and humanitarian engagements in the Middle East region. These engagements consist of different modalities and funding streams aimed at objectives, often in different locations in the region. They are, however, all relevant for the Danish efforts in relation to the Syria crisis – and they are to some extent linked.

The table includes in the first three columns, firstly, the name of the engagement, secondly the main objectives of the engagements and thirdly a summary of sectors targeted. The fourth column is an attempt to group the different engagement in the region based on the strategic objectives.

The table not only includes those engagements, which are directly linked to the Syria crisis, it also includes Education Cannot Wait and the Danish-Arab Partnership Programme (DAPP). These engagements are not directly linked to the Syria crisis, but important to understand the larger picture of the Danish effort and presence in the Middle East Region.

Engagement Overview

Engagement	Objectives	Sectors	Strategic Objectives
RDPP	Ensure that refugees & host populations living in displ. affected communities access rights, are safe, self-reliant , & refugees are able to avail themselves of a durable solution.	      	Directly addressing short and medium term needs emanating from the Syria Crisis applying a hum-dev-peace (nexus) approach
Syria Neighbourhood Engagements	More conducive environment for refugees & host com. to live safe & dignified lives in Jordan & Lebanon, &, given trends in Syria, to support durable solutions, including preparing for possible voluntary returns.	 	
Direct Funding to NGOs & UN	Working in the hum-dev-peace nexus to address needs of host communities and refugees	    	
Education Cannot Wait	Help reposition education as a priority on hum. agenda, usher in a more collaborative approach among actors on the ground & foster add. funding to ensure that every crisis-affected child is in school & learning.		Ensuring a coordinated, comprehensive and adequately funded response to development and humanitarian needs in Syria and neighbouring countries
Humanitarian Pooled Funds	Support & align a comprehensive response to Syria crisis by expanding delivery of hum. assistance, increasing humanitarian access, & strengthening partnerships with local & international NGOs	    	
World Bank Trust Funds (GCFF / Trust Fund for Lebanon)	Support middle-income host countries by providing concessional financing & improved coordination for development projects addressing impact of influx of large numbers of refugees	   	
MADAD Fund / EU Turkey Facility	Provide a coherent & reinforced response on a reg. scale, responding primarily to needs of refugees from Syria in neighborhood, as well as of communities hosting refugees & their administrations, in particular as regards resilience & early recovery	    	
DAPP	Public institutions , civil society & businesses advance governance standards & provide economic opportunity.	 	Building stability & advancing good governance
Peace & Stabilization Progr.	Reduce regional insecurity , terrorism, irregular migration & protracted displacement by meeting immediate & medium-term stabilisation needs	      	
<div><div> Research</div><div> Protection</div><div> Livelihoods</div><div> Advocacy</div><div> Health</div><div> Food</div><div> WASH</div><div> Education</div><div> Early recovery</div><div> Shelter</div><div> Water</div><div> Roads</div><div> Security/stabil</div></div>			

The crisis in Syria has become a protracted crisis. At the same time the situation is still to some extent fluid, dynamic and it is difficult to predict the next development. Flexibility of programming is therefore needed. The developments in the neighbouring countries are highly contingent on the developments inside Syria.

In the period 2019-2020, the most likely scenario is that the crisis will continue within the current overall framework conditions. Even though returns may increase, the scale will still be limited compared to the overall refugee population, and the scale of the challenges faced in neighbouring countries will continue to require substantial international support. Similarly, developments inside Syria still lead to new displacements and internal movements of already displaced people.

The key development that could significantly alter the context would be a breakthrough in the political negotiations towards a comprehensive, genuine and inclusive political transition, negotiated by the Syrian parties in the conflict on the basis of UN Security Council Resolution 2254 and the 2012 Geneva Communiqué. If such a scenario develops, priorities and approaches will be reassessed.



























































A worst-case short-term scenario would consist of increased escalation in Idlib province, which could create a worsening of the humanitarian situation. A further increase in the displacement number from Idlib would require re-consideration of priorities and approaches.

The engagements proposed for funding are based on the most likely scenario that the overall framework conditions remain broadly unchanged, which includes a continuation of the current EU policy regarding Syria. A review will be carried out in early 2020 with the main purpose to assess whether possible changes in the framework conditions would result in changes to the proposed engagements for 2020. This is expected to include focus on the issues identified above, i.e. possible change in EU policy regarding Syria and reconstruction based on progress in political negotiations, massive changes in secondary or internal displacement in Syria and possible large-scale returns.

The proposed engagements follow key findings from a scoping and review mission carried out in early 2019, notably of deepening partnerships with existing partners and strengthening systematic monitoring and the ability to follow-up during implementation. The engagements are furthermore a continuation of existing partnerships and thus do not expand the current portfolio of partners. Vetting of local partners and beneficiaries will be undertaken in order to avoid or mitigate aid diversion and ensuring compliance with the sanctions regime.

The illustration below summarizes the proposed engagements for 2019 and 2020.

Support to Syria and Syria's neighbourhood - Lebanon and Jordan, 2019-2020

Year	Partner	Engagement	Sector	SDGs	Budget
2019		The EU Regional Trust Fund in Response to the Syrian Crisis (the Madad Fund)	     	          	DKKm 100
		Support for Strategy 2020-2022	  		DKKm 90
		Support for Conflict-sensitive local context analyses			DKKm 10
2020		Local Advisor support	 	 	DKKm 10
		Deepen engagement with Sawa initiative	     	   	DKKm 20
		Earmarked contribution for Jordan window	     	   	DKKm 70
		Joint Health Fund for Refugees in Jordan (JHFR)		 	DKKm 50
		Unallocated			DKKm 50

 Research
  Protection
  Livelihoods
  Advocacy
  Health
  Food
  WASH
  Education
  Early recovery
  Shelter
  Water
  Roads
  Security/stabil

Engagements for 2019

The EU Regional Trust Fund in Response to the Syrian Crisis (the Madad Fund).

DKK 100 million allocated for 2019-2023. The EU Regional Trust Fund in Response to the Syrian Crisis (the Madad Fund) is a joint European instrument supporting Syrian refugees and host communities in the region neighbouring Syria. The Madad Fund primarily addresses educational, economic and social needs of Syrian refugees, while also supporting challenged host communities and their administrations. The Madad Fund is a key instrument for the EU in delivering on the pledges made at the London conference on Syria in 2016 and the Brussels conferences on the Future of Syria and the Region in 2017, 2018 and 2019. It also underpins the special EU Compacts agreed with Jordan and Lebanon outlining joint efforts to improve the living conditions of both Syrian refugees and vulnerable host communities.

In line with the priorities set out at the London conference on Syria in 2016, the Brussels conferences on the Future of Syria and the Region in April 2017 and April 2018, and the Comprehensive Refugee Response Framework adopted in 2016 as part of the New York Declaration for Refugees and Migrants, the main objectives of the Madad Fund is to foster more self-reliance of refugees, helping them *thrive, not just survive*, while at the same time assisting the countries and communities hosting them.

The **theory of change** is that *if* Madad Fund 1) bridges the nexus between humanitarian relief and development aid, 2) addresses early recovery, as well as resilience and self-reliance needs of refugees and IDPs, in a manner that also benefits local communities, and preserves stability of neighbouring countries and 3) supports countries hosting refugees by investing in health and education, economic development, job creation and integration into labour markets, for both local communities and refugees, especially vulnerable groups such as women and youth, *then* refugees will become more self-reliant and helped to thrive and not just survive, while at the same time rebuilding the countries and communities hosting them. The main assumptions are 1) refugees and host communities have critical

needs related to their focus sectors, 2) needs of refugees related to early recovery, resilience and self-reliance can be addressed in a manner that also benefit local communities.

The Madad Fund results framework¹¹ includes the following overarching result objectives:

- Syrian and host communities are better educated, through better access to quality basic education, improved school and teaching capacities and increased access to higher education
- Syrian and host communities with better livelihoods and food access, through better employability prospects and improved financial and productive capacities
- Syrian and host communities have better health, through improved access to health (and water) services, strengthened local capacities (in health and WASH); and strengthened infrastructure (also in both sectors)
- Improved wellbeing of Syrian and host community children, women and adults, through better protection mechanisms, strengthened local and national service and social cohesion capacities

An aim of the Madad Fund is also to increase visibility of European support to host countries and Syrian refugees. Since the establishment of the Madad Fund in 2014, more than EUR 1.6 billion has been raised for the Fund and of these EUR 1.5 billion has been provided to projects focusing on basic and higher education, livelihoods, health, livelihoods and local development, water and sanitation, and protection.

In 2018, the Madad Fund underwent a Mid-Term Strategic Evaluation. The evaluation team found that the Fund has been cost-effective, flexible and that the multi-sector, multi-country focus has been successful. On the other hand, it also found that the Fund has been slow and had lengthy contracting process, partly due to a too strong focus on cost-effectiveness on the management and lack of human resources especially at field level. While this has improved over the years, the Fund management is still looking to improve this further. At the same time, the Fund is relatively fast in terms of implementation, especially compared to the other Trust Funds (Africa and Bêkou). The evaluation also found the Madad Fund to be relevant in addressing the needs of refugees, host communities and IDPs. In conclusion, the evaluation found that the Madad Fund offers added value in four ways. Firstly, through its governance mechanism, the Madad Fund ensures a joint response by engaging EU Member States actively. Secondly, by its scale and scope it reaches a larger group of beneficiaries. Thirdly, the Madad Fund exerts strategic influence over the focus and approach of the programming, enabling Fund contributors and host countries to agree on shared objectives. Finally, the Madad Fund has made deliberate effort to bring coherence to the response to the Syrian crisis while acknowledging country specificities, principally by insisting on multi-sector, multi-country programming.

In 2018, the the Madad Trust Fund Board decided to narrow the geographical scope to focus new engagement mainly on Lebanon and Jordan (and possibly Iraq). In the future, the Madad Fund could also be asked to address needs and provide support in a post-conflict Syria, subject to a credible political transition firmly underway, in line with UNSC Resolution 2254/2015. Following the mid-term evaluation, which recommended an extension of the Madad Fund, the Board agreed to extend the timeframe of the Fund till December 2020, which allows it to continue to contract new partners till this date with implementation continuing to 2023. A further extension of the Madad Fund will depend on the Multi-Annual Financing Framework negotiations and decision on the new NDICI instrument.

Management of the Danish contribution

The MFA (HMC) represents Denmark in Madad Trust fund board meetings with additional ad hoc participation from MENA and the Snr. Adviser on forced displacement placed at the embassy in Beirut. Through the board member position and in the bilateral dialogues with the Madad Fund management, Denmark has in particular advocated for increased transparency of the criteria for selection of partners and of the strategic priorities for the fund at the overall and country-level to

¹¹ Madad Fund Operational Results Framework 2019: https://ec.europa.eu/trustfund-syria-region/sites/tfsr/files/eutf_rf_2019.pdf

ensure better access and transparency for interested partners, including Danish NGOs. Denmark has also from the onset of the fund pushed for a solid monitoring and evaluation framework for the Fund to provide information for the board to follow progress and monitor results of the fund. Also, Denmark has pushed for an increased focus on ensuring a gender focus, both in the implementation strategy and results framework of proposed actions. Further, in the coordination with active and like-minded donors to the Trust Fund, which include Germany, Austria, Netherlands, Sweden, France and Spain, Denmark continues to advocate for joint positions on these topics. Denmark's position and engagement on the Board has resulted in greater transparency in selection criteria and access to the funds for NGOs, consideration of gender in all selected actions, and increased communication on pipeline and strategic priorities for the fund. Going forward Denmark will continue to keep focus on the mentioned focus areas, while also ensure that the Madad Fund continue to address the Syrian displacement crisis with a regional impact on neighbouring countries and ensure that lessons learnt from the initial years are considered in further development of the fund Denmark will also promote environmentally sustainable solutions..

Strategic Considerations and Justification

As reflected by the mid-term evaluation, the Madad Fund is considered to be an effective, relevant and flexible instrument in addressing needs in countries hosting Syrian refugees. It is one of the main instruments in the region and with the strategic decision to focus future engagements more narrowly on Jordan and Lebanon (and possibly Iraq), this aligns with the Danish strategic focus in the region. The scale of the instrument also allows the Madad Fund to reach a significant number of beneficiaries, which could not have been reached through bilateral Danish engagements. The aim of the Madad Fund to be a joint European instrument that enables a more coordinated European dialogue on the priorities and assessment of the needs in the region. The overlapping objectives with the GCFF has been a cause for concern, but recent reviews show that coordination appear to be improved.

In terms of the sectorial focus of the Madad Fund, this also aligns well with the other Danish engagements in the region. The focus on education and protection is complimentary to Danish support to UNICEF and UNHCR for example. The Danish NGOs are aware of the Fund and both Danish Refugee Council and the Danish Red Cross have been successful in accessing funding from the Fund. In addition, the Madad Fund is the channel for the EU co-funding for the Regional Development and Protection Programme for the Middle East led by Denmark.

Denmark is the second largest of the 23 bilateral donors to the Madad Fund. Denmark has in total contributed DKK 300.7 million since December 2015 (25 % of total EU member states contributions). The largest bilateral donor is Germany, while Austria, Italy and the Netherlands follow Denmark. Combined these five donors account for 73 % of the bilateral contributions to the Madad Fund from EU member states.¹² With the constitutive agreement that the voting right obtained from contributions are valid for three years after the contribution, by December 2019 Denmark will only have remaining voting rights for DKK 150.7 million, which was the latest contribution to Madad from 2017. Subsequently, other donors have increased their contributions. Given ongoing discussions and negotiations on the strategic focus of the Madad Fund, increasing the voting rights through a new funding allocation will help to ensure Danish influence on key priorities such as transparency around partner selection, criteria and visibility of the project pipeline.

In view of this and the strategic relevance the Madad Fund has from a Danish perspective, a further contribution to the Fund is therefore recommended. The Madad Fund complements and adds value to the other Danish engagements in the region and it will provide Denmark a continued platform for coordination and dialogue with the other European member states on the Syria crisis response in the neighbouring countries, both regionally and at capital level. An example is in health. Denmark is the only donor active in the three aid modalities that provide sector budget support to health in Jordan, i.e. the Madad Fund, GCFF and Jordan Health Fund for Refugees (JHFR) support the national health budget in Jordan. This is an opportunity to promote a more coordinated approach among all

¹² Status of Contributions as of June 30, 2019: https://ec.europa.eu/trustfund-syria-region/sites/tfsr/files/table_of_contributions_-_30062019.pdf

stakeholders in the health sector in Jordan. Further, should the Madad Fund at some point in the future become operational inside Syria, it could become an important instrument in the reconstruction of Syria.

Syria Resilience Consortium (SRC).

DKK 90 million allocated for 2020-2022. The SRC was formed in 2016 by six international NGOs: CARE, Danish Refugee Council, Humanity & Inclusion, International Rescue Committee, Mercy Corps and Norwegian Refugee Council with a view to assisting IDPs inside Syria. The strategic objective is “People and communities in Syria are resilient to shocks and stressors”, with focus on livelihood. A five-year strategy (2017-2021) guide the work, but due to the fluid situation in Syria, a Transitional Strategy has been developed for 2019. A new three-year strategy has been developed for the period 2020-2022, and it is proposed to provide DKK 90 million for this new phase.

Danish MFA contributed DKK 50 million in humanitarian funding in 2016 and additionally DKK 20 million in 2019. Canada, Norway, Sweden and the European Commission (EC) are also funding SRC. In total, DKK 175 million was disbursed to activities during November 2016 - October 2018 and remaining funds have been committed.

The strategic approach of SRC has been based on the so-called Whole-of Syria approach, by implementing programming using all possible methods of access to ensure a wide geographic coverage; i.e. working both ex-Damascus as well as cross-border. The major part of SRCs work is related to livelihood activities, such as cash for work, skills training and restoration of productive assets combined with sensitization to risks of Explosive Remnants of War (ERW). Rehabilitation of a limited number of local infrastructure has also previously been part of the interventions.

The **theory of change** that underpins the SRC work is: *If* marginalized groups are involved in decision-making and exercise social and economic influence equal to those of dominant groups; and, *if* barriers to influence are removed for marginalized groups; and, *if* households and communities are characterized by positive and constructive relationships *then* people can achieve cohesive, inclusive and equitable communities. In addition to this, *if* people participate in functioning markets then households’ income, assets and consumption of needed goods and services will increase. And if households’ income, assets (including savings), and consumption of needed goods and services increase and if communities are more cohesive, inclusive and equitable then socio-economic well-being and adaptive capacities will be strengthened. And, *if socio-economic well-being and adaptive capacities are strengthened, then people and communities in Syria will be more resilient to shocks and stressors.*

The expected sub-outcomes of the SRCs work in Syria are:

- Household income, assets and consumption of needed goods and services increase. This is achieved by ensuring that 1) people have appropriate skills for income generation and employment, 2) people have safe and equal access to capital, markets and employment and 3) business norms enable people’s equitable economic participation.
- Communities are more cohesive, inclusive and equitable. This is achieved by ensuring that 1) local decision-making processes foster more collaboration and reduce conflict between groups, 2) barriers to influence are removed for marginalized groups and 3) households and communities are characterized by positive and constructive relationships.

The consortium model enables SRC to work in a flexible manner with ability to shift funding between partners depending on needs and access. Where access is difficult, or the environment does not support more complex livelihood activities, short-term employment opportunities to ensure life-saving income is provided. As areas stabilises, and/or access improves, longer term programming is implemented, such as vocational training, apprenticeships and small-business support. The consortium further has a Syria-wide approach to maximising all access response points and thus uses both cross-border and cross-line operational models, direct implementation and partner-led programming. In each

implementing area, active consortium members coordinate and work together on context analysis and response planning.

The overall conclusion of a review from April 2019 is that the SRC applies a relevant strategic approach to address the massive needs of IDPs in Syria and is an appropriate response to provide more harmonisation and coordination in a funding landscape characterised by many donors and modalities. The way of working gives the impression that SRC to some extent applies a humanitarian approach with short-term interventions trying to reach as many as possible, but utilising a toolbox from the development world adapted to the circumstances. It is assessed that SRC has managed to work quite well in the humanitarian-development nexus, but with limited adaptation to planning and budgeting resulting in funding running out prior to finalisation of the interventions.

The SRC has faced challenges in the initial phase of implementation. The complex governance structure, the different contractual arrangements between SRC secretariat, donors and the six consortium partners combined with a fast changing context in Syria delayed implementation in the early phases. In August 2018, regime takeover of the Southern governorates in Syria led to a freeze on cross-border activities. Operations in regime-held areas continue to face difficulties and restrictions related to site visits, monitoring, data collection and assessments, visa approvals, the number of expatriate staff allowed in country, and the selection of local NGO partners, which impedes INGO operation.

The new strategy for 2020-2022 follows closely the Transitional Strategy for 2019. Within the framework set by the UN Humanitarian Response Plans, the main focus areas of the work going forward of SRC – respecting the EU policy line on Syria as agreed in EU council conclusions:

- Increased use of integrated programming, requiring collaborative assessment and design processes, and in case of an area-based approach, the joint identification of target locations.
- Promote community and systems level change e.g. by working both at the individual level, as well as the broader community level to influence attitudes and perceptions.
- Prioritize programming that links economic interventions to achieve stronger value-chains.
- Bundle activities which are mutually reinforcing and where evidence suggests that joint implementation will enhance a desired outcome. This includes e.g. business start-up support to successful graduates of vocational skills training, psycho-social support to vocational and agricultural training participants, etc.

In north-western Syria, the consortium will implement activities focusing on increasing household income, assets and consumption of needed goods. There is further an interest among consortium members in the North-west to introduce both psycho-social assistance activities and household dialogue on joint decision-making for resource use and allocation. In North-eastern Syria, SRC will launch area-based programming and prioritize activities related to introduction of psycho-social support, re-establishment of value chains, promotion of social cohesion. Lastly in regime held areas, SRC will work to integrate protection and social cohesion elements and examine how inclusive communities and markets can be more effectively promoted notably for inclusion of persons with disabilities.

The SRC will align itself with the priorities and programming of the UN inside Syria, including the sectors and approaches prioritized by the Humanitarian Response Plans.

Management of the Danish contribution

The governance structure of SRC consists of a steering committee and ad hoc donor meetings. Denmark has been represented at the Steering Committee meetings by the MFA through the Snr. Advisor from the embassy in Beirut. HMC represents Denmark in donor meetings. Decisions have been taken by consensus in both fora. The Steering Committee meets at least twice a year.

The Danish contribution is managed by a contract between HMC and Care Norway and funds are channelled from Care Norway to the participating NGOs through sub-contracts. A similar modality is applied for the contributions from Sweden (through SIDA), Norway (MFA) and the European Commission.

The next phase from 2020-2022 is planned to be jointly financed by Denmark, Sweden and Norway while the European Commission and possibly Canada are expected to continue providing parallel financing to activities aligned with the three Nordic donors. A contractual arrangement for this joint arrangement will be finalised jointly with Care Norway, SIDA and the Norwegian MFA along the lines of Nordic+ principles for joint collaboration. The governance structure is expected to continue as in the present phase of the collaboration.

The SRC is currently exploring options to expand its membership beyond the six original INGOs with potential new NGO-partners that are registered/having access in Damascus and subscribe to and have the technical expertise to contribute to the SRC's Theory of Change. As part of this process, the SRC will continue to work with its existing local NGO partners inside Syria and will focus on building their capacity rather than on dramatically expanding the number of partners.

On this basis, it is proposed to provide additional financing to SRC for the new Strategy for 2020-2022. Sweden and Norway have expressed similar intent. Denmark will also support inclusion of new NGOs subscribing to the values and principles of SRC. Denmark will also promote environmentally sustainable solutions.

Strategic Considerations and Justification

The activities carried out by SRC are relevant in a scenario with increased returns and the continued support to SRC will contribute to laying the foundations for safe and dignified return of displaced Syrians.

The SRC is addressing some of the key concerns highlighted in the Humanitarian Response Plan for Syria for 2019, namely focus on livelihoods and early recovery to rebuild resilience. The SRC programme complements the Danish-funded engagements addressing the situation in Syria's neighbouring countries as well as other types of engagement, such as peace and stabilisation engagements.

Despite the significant operational challenges facing SRC, including challenges to cross-border operations, restrictions on access, movement, monitoring, partner selection, etc. they have shown ability to adapt and navigate under these circumstances. The operational environment does constitute a significant risk, but also a risk which is inherent to all engagements inside Syria. The engagement with SRC has shown that the Consortium have become increasingly effective, which makes a clear case for longer-term funding to avoid potential funding gaps. The funding under this engagement therefore covers three years.

Lastly the SRC engagement provides Denmark access to key information, knowledge and analyses of the context inside Syria in order to complement the scope of UNDP surveys, which is important for programming and strategic purposes.

Support for Conflict-sensitive local context analyses. UNDP.

DKK 10 million allocated for 2019-2021. Funds will be allocated for conflict-sensitive context analyses. Under the present conditions, there is broad agreement among actors seeking to assist in Syria that conflict sensitive analysis is needed in order to inform programming. UNDP Syria has developed a context and conflict-sensitive model of analysis that during the last two-years has been enhanced by a tailor-made methodology. The Local Context Analyses (LCAs) aims to expose the factors that drive the dynamic of peace and conflict at the local level, shed light on the key actors and identify the upcoming trends

The analyses to date have been produced through primary field research in Syria, in which at least 420 respondents participated through face-to-face interviews and group discussions. Respondents included community leaders, local authorities, business people, women, youth and young adults, journalists, academics, NGOs, INGOs and UN agencies. Field data was supplemented by previous studies and assessment missions, UN statistical data, secondary sources and selected social media monitoring. The LCAs is performed subject to access. At present they are not made in North and Northwest Syria.

The **theory of change** is that *if* 1) an in-depth understanding of factors that drive the dynamic of peace and conflict at the local level is created and 2) this analyses is shared and read by key stakeholders *then* a more well-informed, strategic response can be implemented on the ground and needs better addressed. The main assumptions are 1) that these analyses are not currently being conducted by other actors with comparable methodology and 2) that there is a demand among key stakeholders for these types of analyses.

Thanks to existing Danish support, ten LCA reports were produced during 2018, covering the governorates of Ar-Raqqa, Al Hasakeh, Deir Ezzor, Latakia, Homs, Hama, Rural Damascus and Dar'a, and the cities of Aleppo and Tartous, and a synthesis report presenting the cumulative findings was prepared on their basis. UNHCR uses the report in evidence-based strategy formulation and programme design, and both UNHCR and UNICEF recommend them to their field offices as impartial analysis grounded in realities, and so do UNFPA and FAO. The Office of Special Envoy regularly uses the reports. Partner UN agencies in the EU/UN Joint Programme drew upon LCAs for the Inception phase. The LCAs have been well-appreciated by selected international diplomats working on Syria, with whom they have been shared.

These results were achieved because of the main features characterising UNDP Syria context analysis: 1) these are the first studies based on field material covering a majority of Syria, 2) it is impartial analysis not expressing political views, 3) has a standard methodology making it possible to make cross-regional comparisons and 4) has system of tracing dynamics of social tensions issues and their intensity scale.

The experience from the current support to UNDP local conflict analysis is that the products are being used by a number of UN-agencies and is sought after by INGOs in order to inform programming. Furthermore, the access that UNDP has provided and information that can be obtained through partnership has proved very valuable. In the next phase further opening for information sharing and de-facto programming analysis and assistance to other Danish partners will be requested by UNDP.

Management of the Danish contribution

The MFA (HMC) will enter a contract with UNDP for the management of the Danish funds. The Snr. Adviser from the Embassy in Beirut will follow the implementation of the contract through regular dialogue meetings with UNDP and possibly through site visits in Syria.

Strategic Considerations and Justification

UNDP analysis together with UN-HABITAT contribute to a joint programme developed by the EU and the UN. Currently, more than 90 percent of UNDP activities inside Syria is in locations where Local Conflict Analyses (LCA) have been conducted. UNDP is engaged in sharing capacity on LCAs as well as the outcomes of the conducted LCAs with other humanitarian partners and donors, besides other UN agencies active in Syria. As such the LCAs together with other analyses inform programming in Syria. By contributing to the research, the LCAs and thematic research produce recommendations for action.

The Danish supports ensures that the analysis is made available to joint programming involving the EU and to Danish supported INGOs operating in Syria. Furthermore, Denmark gains access to information and contributes to the common pool of local analyses in Syria, which is useful for current planning as well as future planning in the event of larger scale returns. The analysis will therefore act as

input to the review in 2020 in order to inform, among other things, the further programming of the funds in this concept note as well as contributing to better coherence in programming in Syria. The analysis complements the analysis and information access through the SRC, as it focuses on peace and conflict drivers, while SRC information relates to the humanitarian needs, movements and access as a result of these drivers.

Engagements for 2020

In line with the findings of the scoping mission, a deepening of the existing partnerships is prioritized for commitments for 2020. An inception review will be undertaken early in 2020 in the form of a stock-taking assessment with emphasis on an update of the context assessment and the analyses in addition to programming of unallocated funds.

The following engagements planned for 2020 are continuations of existing engagements (except adviser support).

AFD - Agence Française de Développement.

DKK 20 million reserved for 2020-2022. The partnership with the French development agency AFD has evolved since 2018 when the first concrete agreement was entered between MFA and AFD. The partnership has evolved with several coordination meeting, and discussions about possible areas for joint collaboration. In order to structure the collaboration, a draft MoU between the AFD and the Danish MFA for collaboration in the Middle East has been prepared and is expected to be signed in 2019 or early 2020. A strategic framework will be prepared for the collaboration and to seek further possibilities of operational collaboration, exchange of experiences and joint initiatives in four areas: 1) Gender equality and women's and girls' rights, including SRHR, 2) Youth; with special focus on peace and stability as well as skills and employment, 3) Education and skills development 4) and resilience and fragility and the HDP (Humanitarian-Development-Peace) nexus. The MoU includes an intention to direct more assistance towards prevention of crisis and fragility responses. The collaboration could take various forms, e.g. project co-financing, sponsoring of research, common learning and sharing of relations and networks.

The framework for AFDs initiatives in the Middle East region is the so-called Sawa Initiative. It aims to assist Syria and the region (Iraq, Lebanon, Jordan and Turkey) an increase the economic and social resilience of neighbouring countries. The initiative includes a number of projects designed around principles including 1) the provision of a quick response to essential needs, while having a longer-term developmental perspective, and, 2) preserving social cohesion between the displaced populations and host communities, by promoting economic and social integration of refugees.

The Danish MFA co-financed capacity building and support to local civil society organisations in Lebanon with 3 million euro in 2018. In the Lebanese context, this is very relevant, and it is in line with the international policy of localisation. The collaboration in Lebanon is close. The project is just recently launched. The initial phase has been successful, but it is too early to draw conclusions on the wider perspectives. A dialogue has been initiated on the next possible cooperation among a list of possible co-financing options. In doing so, Denmark will seek to include promotion of environmentally sustainable solutions.

The **theory of change** is that *if* interventions 1) respond to people's immediate and essential needs and are placed into a perspective of development, 2) contribute to preserve the social cohesion between the refugees and the host communities, 3) strengthen the actors of civil society and public policies and 4) increase cooperation among local, French, European, and international actors *then* interventions will help societies deal with the social, economic, and political strains generated by the Syria crisis. The main *assumptions* underpinning this ToC is that 1) social tensions and pressure on resources in neighbouring countries are linked to the influx of refugees and 2) essential public services (water, health care, education, etc.) are saturated.

Management of the Danish contribution

The MFA (HMC) will enter a contract with AFD for the management of the Danish funds. The Snr. Adviser from the Embassy in Beirut will follow the implementation of the contract through regular dialogue meetings with AFD and possibly through site visits in Lebanon.

Strategic Considerations and Justification

The initiative fits well within the strategic framework of the Danish engagement in the region. The partnership further builds on past and current successful collaborations with AFD in the Sahel region.

Partnering with AFD creates a platform for more strategic dialogue with one of the key development partners in Lebanon and Jordan that has strong relationship with the governments. The dialogue between France and Denmark has so far been limited in this region, but have strategic value and complements the other work supported by the Denmark, including the Danish engagement in GCFF, the Madad Fund and RDPP. The strategic engagement with AFD is further relevant in a broader context given the new French humanitarian strategy, which is very similar to the Danish humanitarian and development priorities, including focus on humanitarian-development nexus, localization, youth and women.

Global Concessional Financing Facility (GCFF).

DKK 70 million has been reserved for 2020-2023 and earmarked for Jordan. This new commitment to GCFF follows earlier commitments in 2016 and 2017., The GCFF established in 2016 is a World Bank administered facility, which supports middle-income countries affected by large displacement crisis by providing concessional financing for development projects addressing the impact. In doing so, the GCFF aims to fill a gap in the architecture of foreign aid to middle-income countries as these provide a valued service for the global community by hosting large numbers of refugees. The GCFF has become the World Bank's main mechanism for a coordinated support addressing the impact of the Syria displacement crisis. The World Bank is trustee for the GCFF. The World Bank also manages a coordinating unit and is implementing agency along with EBRD, EIB and IsDB. GCFF has enabled a more coherent and coordinated dialogue and approach among major multilateral development banks, bilateral donors and host countries.

Initially, GCFF partners set a financing objective to raise USD 1 billion in contributions to Jordan and Lebanon over five years (2016-2021), which could unlock USD 4-5 billion in concessional financing. While that goal remains in place, as Jordan and Lebanon continue to face the greatest needs, the expansion of the GCFF to the global level gave rise to a new objective to raise USD 500 million in additional contributions for a "global window" that could provide concessional support to any eligible middle-income refugee-hosting country. In 2019, Columbia and Ecuador has been included as eligible GCFF beneficiaries. Hence, the financing objective is to raise a total of USD 1.5 billion in contributions over five years (2016-2021), which would allow the GCFF to unlock USD 6 billion in concessional financing to benefitting countries. As of 31 December 2018, the GCFF has approved USD 497 million in funding for projects supporting initiatives with a total financing envelope of USD 2.5 billion, all of them targeting either Lebanon or Jordan. By end 2018, the GCFF had approved 14 projects in total. The GCFF supports projects in many sectors, provided they benefit both the refugee population and host communities.

The GCFF identified four targets to track results in achieving provision of concessionality and improved coordination. As of end 2018 – roughly, two years after the Facility was operationalized – most indicators were on-track. The implementation performance, however, were mixed with two projects rated by the World Bank as "satisfactory" and eight "moderately satisfactory". A concern has been obtaining the needed government and parliamentary approvals in Lebanon. However, during the second half of 2019 all projects have been fully approved by the Lebanese authorities and actual implementation is commencing. The GCFF will be evaluated in 2020, and the Steering Committee will use the evaluation as an opportunity to convene for a discussion about possible adjustments to the strategy and the future of GCFF beyond 2021.

While the collaboration in Lebanon has been challenging to initiate, it has been more efficient in Jordan with satisfactory performance ratings. A solid pipeline has also been developed with pipeline focus on youth, technology and jobs, electricity sector reform and rural livelihoods in the lesser developed areas of Jordan. The collaboration with the Government of Jordan has been satisfying, and the new contribution will be earmarked to the Jordan-window.

The **theory of change** is that *if* the GCFF 1) reduces the debt burden that middle-income countries like Jordan face when they provide refuge for the millions of Syrian refugees 2) improve coordination for development projects addressing the impact of the influx of large numbers of refugees *then* effective delivery of basic services will be promoted, economic opportunities expanded, critical infrastructure strengthened and host countries receiving vital budget support to better manage the immediate fiscal and humanitarian impact of the mass influx of refugees. The main assumptions are 1) that the governments affected are willing and able to engage with the facility including implementing needed reforms to unlock loans and 2) that refugees in the immediate term constitutes an economic burden on host communities.

The GCFF does not have an overarching results framework, but specific results frameworks are established to each supported project. Broadly speaking the projects should however support the following aims of the GCFF¹³:

- Improved Social Service Delivery for host and refugee populations
- Improved economic opportunities for host and refugee populations
- Improved access to and quality of infrastructure for host and refugee populations

Management of the Danish Contribution

The MFA (HMC) represents Denmark in the GCFF Steering Committee. The Steering Committee is scheduled to meet once a year and for ad-hoc video conference meeting. Decisions are taken by consensus. The donors to GCFF are Germany, Japan, UK, USA, the Netherlands, Norway, Sweden, Germany and Denmark as well as the European Commission. The benefitting countries are Jordan and Lebanon. Following the crisis in Venezuela, Colombia and Ecuador has been included as eligible recipients in 2019. The new Danish contribution will be earmarked to Jordan-activities.

With the support, Denmark will promote a stronger emphasis on refugees in the projects approved by the GCFF. Debt-sustainability is a concern in Jordan, and Denmark will also work for adapting the GCFF to increase the grant element of the Facility for e.g. additional TA-activities. Denmark will also promote a stronger focus in GCFF of environmentally sustainable solutions.

The overall lessons learned from the engagement with the GCFF is that it has been a useful mechanism that has improved coordination in a fragmented donor community like in Jordan. The GCFF is a useful modality for Jordan. Projects have been successfully implemented. As regards Lebanon, supported projects have been approved and implementation has started, but its actual effectiveness in Lebanon is still to be validated. .

Strategic Considerations and Justification

The GCFF is a lean mechanism enabling a coordinated response by the international community targeting specific development objectives. The GCFF continues to attract contributions from a large number of donors, and it has become one of the main instruments for dialogue and coordination with some of the largest financial development institutions supporting the region. This engagement will have a positive impact on the resilience of Syrian refugees as well as vulnerable host communities in Jordan.

¹³ GCFF Operations Manual: <https://globalcff.org/wp-content/uploads/2017/10/CFF-Operations-Manual-04-20-17.pdf>

The current pipeline feeds into the overall Danish policy focus on youths, as well as complements the work related to livelihoods by e.g. the RDPP. Another element being discussed in the GCFF Steering Committee is to launch a private sector funding mechanism. Involving the private sector is relevant as it plays a key role in stabilizing societies, igniting economic growth and providing services when public resources are insufficient. The funding mechanism would aim to increase funding to SMEs by providing guarantees and thus decreasing the risk to commercial banks. By improving the access to finance for SMEs and promoting sustainable growth that generates employment and inclusion will help increase the economic resilience of both refugees and host communities.

See annex 2 for more details on the existing GCFF projects.

Joint Health Fund for Refugees in Jordan (JHFR).

DKK 50 million reserved for 2020-2021. The recently established Joint Health Fund for Refugees (JHFR) has been successfully initiated in 2018. A new Danish contribution would be included for 2020 to cover the expected additional health cost for Syrian refugees covered by JHFR. It would supplement the previous DKK 60 million contribution from 2018. The JHFR was established with a grant from USAID of USD 5 million for the first year of implementation and an estimated USD 9.3 million from Danish MFA. Hence, a total of approximately USD 14.3 million was immediately available for the JHFR. USAID has indicated it is expected to provide at least a total of USD 15 million over the initial three-year period of the JHFR. Canada also joined as a donor with CAD 10 million and Qatar has joined with a grant of USD 4 million. in August 2019. Additionally, the Global Fund for Aids, Tuberculosis and Malaria is seeking its board approval to join with a potential grant EUR 5 million.

The joint financing model builds on the Nordic+ model and the existing Education Joint Financing Model (EJFM). The lessons from the EJFM is that the approach 1) puts the local ministry in the lead which helps to ensure national ownership and responsibility, 2) enhance coordination, negotiation and policy dialogue for the specific ministry, and 3) enhances coordination among donors themselves.

Based on the establishment of the JHFR, the Jordanian government decided to reverse the co-payment policy for Syrian refugees from 80 percent to 20 percent rate. The policy had impacted negatively on the access to health care for Syrian refugees in 2018. The UNHCR Health Access and Utilization Survey from December 2018, showed among other an increase in cost of child delivery and a majority cited inability to afford fees as the main challenge to obtaining antenatal care. Another trend is that in 2018 health care services were needed by 49 percent of household members up from 37 percent in 2017. In 2018, 45 percent of those in need actively sought health services, down from 75 percent in 2017, which could indicate that the increased payment deters refugees from seeking needed health care. In relation to this the number of Syrian refugees seeking health care from a government hospital fell from 27 percent to 14 percent in 2018 and the average cost of care went up from JD 30.5 to JD 47.¹⁴

The **theory of change** is that *if* 1) cost of accessing health care services in Jordan is removed for Syrian refugees *then* access to high quality health care for Syrian refugees is ensured. The main *assumptions* underpinning this project is that 1) the overarching barrier for accessing health care services for Syrian refugees is cost and 2) there is political will to remove the cost for Syrian refugees if these are covered by the international community.

The outcome of the JHFR is improved and more equitable health for Syrian refugees in Jordan, particularly for women and girls. Intermediate and immediate outcomes include:

- Improved provision of primary and secondary health services by MoH health facilities for Syrian refugees, particularly for women and girls.
- Enhanced utilization of primary and secondary health services at MoH facilities by Syrian refugees, particularly for women and girls

¹⁴ UNHCR (2019): Health Access and Utilization Survey <https://reliefweb.int/sites/reliefweb.int/files/resources/68539.pdf>

- Increased capacity of MoH health facilities to provide primary and secondary health services for Syrian refugees particularly for women and girls
- Increased capacity of MoH to manage data and disaggregate by sex, age, nationality, etc.
- Improved access to primary and secondary services at MoH health facilities for Syrian refugees, particularly for women and girls
- Increased awareness on policy change among Syrian refugees of primary and secondary health services, including those for women and girls

The results framework is available in annex 2

Management of the Danish contribution

The MFA (HMC) will sign an addendum to the existing agreement with MOPIC to provide the additional contribution. A Steering Committee meets quarterly to review progress and approve work plans. The Steering Committee consist of MoH and the donors.

The Ministry of Planning and International Cooperation (MOPIC) is responsible for providing oversight on the implementation of the JHFR, and for liaising and engaging with Donors, other Ministries (principally the Ministry of Health (MoH) and the Ministry of Finance) and the National Audit Bureau. The day-to-day implementation of the program is the responsibility of the MoH, which have the overall responsibility for planning, administration, personnel management, procurement, financial management, implementation, monitoring and reporting of the program. The MoH has set up a separate Special Account with the Central Bank of Jordan (CBJ) in which the Donors deposit their contributions to be used exclusively for the Program. MoH are further be responsible for both narrative and financial reporting, as well as monitoring.

To this end, the establishment of a Donor Coordination Unit within the MoH to provide liaison with donors and support the day – to day implementation of externally-financed projects in the health sector, including the JHFR, has been approved by the Office of the Prime Minister. MoH is currently in the process of staffing this unit from the regular organizational structure within the Ministry.

A results framework for performance monitoring has been developed and a work plan approved for 2019. Furthermore, Canada and the World Bank have prioritized technical assistance for capacity building of the MoH.

The engagement is directly linked to health initiatives funded by the GCFF and possibly also a coming project from Madad. The GCFF-project provides concessional financing for health services to Syrian refugees and vulnerable Jordanians. GCFF approved this project in May 2019 with USD 30 million to be allocated directly to the JHFR. Funds are also available for TA

The MFA scoping mission in February 2019 found that the JHFR stands on a solid basis with strong donors having the ability to undertake policy dialogue. It also highlighted concern that there is little direct financial and statistical link between the treatment of Syrian refugees and the health centres at decentralised level. Given the weak capacity of the MoH, not least in relation to statistics and finance, this makes it a higher risk engagement. Donors to the JHFR have committed funds to provide technical assistance to the MoH to enhance their capacity to ensure proper management of the budget support.

The lessons learned is that JHFR has been an initial success. Soon after signature of the JHFR, a dedicated bank account was established in the State Bank of Jordan forwith the two initial donors, . The JHFR has already attracted several more donors who have joined the Fund. Furthermore, a grant from the Madad Fund is expected to be closely aligned with the JHFR. Hence, health coordination and policy dialogue is increasingly revolving around or being aligned with the JHFR.

Another lessons learned is that the Government of Jordan rolled back its policy and increased subsidies for Syrian refugees. Initially the impact on the utilization rate of Syrian refugees is marginal. More

efforts are therefore needed for communication and outreach activities (schools, mosques, community centres etc.) to improve the awareness of the policy change.

Another lesson learned is the need to strengthen the Ministry of Health infrastructure to manage the JHFR. At the outset, it was foreseen that the staffing of a Donor Cooperation Unit (DCU) should be staffed by MoH-employees. However, it is doubtful whether MoH has the necessary competent profiles to fill these posts and capacity building and training will be required to manage the JHFR in accordance with donor requirements. Canada and the World Bank and possibly Qatar will provide Technical Assistance to cover such activities need for establishing the DCU.

Furthermore, the data collection will have to be enhanced. With Canadian assistance, it is expected that the health information systems soon will be able to disaggregate the data on age, gender, geography and ethnicity. This information is needed in order to monitor the results for the donor reporting and to ensure that the JHFR meets its objectives of reaching vulnerable refugee populations, including women and girls. Canada is implementing an assessment of the Jordanian Health Information System (HIS) to prepare a roadmap of priorities to be able to respond to the monitoring requirements of the JHFR and to enable an informed and continuous dialogue and follow-up.

Denmark and Canada has a strong focus on gender equality and Sexual Reproductive Health and Rights (SRHR). The JHFR is a platform for dialogue and for advancing Danish and Canadian priorities on SRHR. According to the CEDAW report (2015), Jordan has made progress in promoting gender equality, empowering women and opening the way for women and young people to play their part in achieving sustainable development. Furthermore, Jordan has successfully limited the gender gap in the health and education sectors. However, continuous focus and greater efforts are needed to promote gender equality and SRHR. Denmark will promote SRHR. Not least through the posting of an adviser in Jordan, who will be able to engage locally in the dialogue around relevant issues, provide advice and link up with Danish SRHR-expertise.

Strategic Considerations and Justification

The collaboration and coordination in the JHFR, which will only increase given the arrival of new donors, has already proven successful and is becoming a central, strategic coordination mechanism, also on issues not pertaining to health in Jordan.

Access to health care is a primary condition for enabling refugees to avail themselves of a durable solution, in particular for women and girls and ensuring affordable access to health care is therefore key to achieving the overall strategic aim of Danish policy in the region. This includes in particular Danish priorities related to youth and women, groups that are typically the most affected when health costs increases. Monitoring the impact of women and girls of the JHFR will be possible as the MoH is working on its ability to provide gender disaggregated data on e.g. numbers of health visits.

This multi-donor approach enhances coordination and alignment of donors engaged in Jordan. It has further provided valuable access to a strategically relevant donor in Jordan, USAID, which is the largest bilateral donor to Jordan. Building a strong relationship with a high-capacity key stakeholder in the Jordanian aid infrastructure can potentially be leveraged for dialogue and cooperation in other areas e.g. with relevance to the DAPP and RDPP activities in Jordan.

As described above, the support to the JHFR further complements the engagement with the health sector in Jordan through the GCFF and Madad Fund.

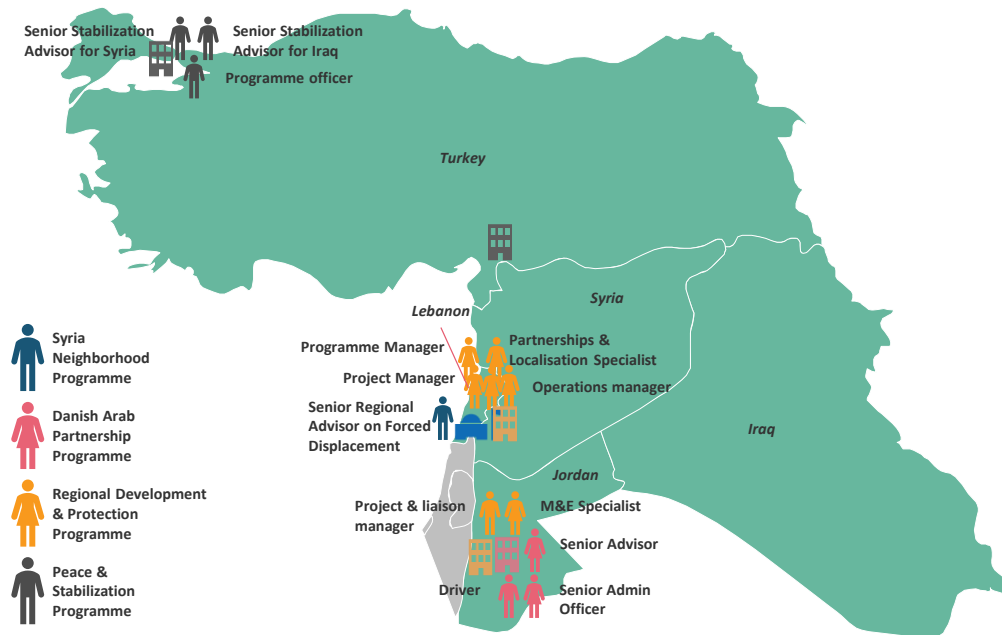
Advisor support.

DKK 10 million has been reserved for 2020-2022 for advisory support with one adviser in Amman and one adviser in Beirut. As pointed out in the scoping report and as continued by the funds from this present grant, the portfolio has grown in recent years with a number of different funding streams and initiatives are focused on Syria and the Syria neighbourhood. All initiatives are financially and

administratively managed by offices in MFA in Copenhagen. The Department for Humanitarian Action, Migration and Civil Society (HMC) manages humanitarian contributions as well as number of neighbourhood engagements, such as Madad, RDPP, GCF and collaboration with AFD. The MENA Department manages initiatives funded by the Peace & Stabilization Programme and the DAPP Team in the MENA Department manages the Danish-Arab partnership programme.

The figure below from the Scoping Report gives a brief overview of staff in the region as part of the various initiatives and programmes.

Management of Programmes in the Region



The current set-up in the region has ensured that it is possible to cover and engage in relevant coordination mechanisms, advocacy efforts and keep abreast of ongoing developments in each of the three locations. Each country has its own context, stakeholders for and fora for engagements. In Beirut, there are relevant regional offices e.g. World Bank, DFID, SIDA as well as many of the Syria desks, e.g. the EU. In Amman, a number of regional offices are also present such as UNDP and UNHCR as well as desks covering Iraq and Yemen, e.g. the EU. In Istanbul, there are a number of donor partners engaged in stabilization efforts, such as the UK, Germany, France, USA and Canada, as well as a strong presence of Syrian civil society. The spread across three countries, however, also constitutes a challenge in terms of ensuring the effective implementation and support to coordination and to effectively exploit synergies between the different programmes. Even within countries, especially in Jordan, the programmes are physically separated, which means that ad-hoc knowledge sharing, coordination and economies of scale goes under-utilized.

The theory of change is that *if* 1) capacity is strengthened in the region *then* Danish support is more effective by ensuring systematic monitoring, coordination and synergetic effects are enabled. The main assumptions are that 1) there is need for capacity in implementation of Danish support and a potential synergies that are currently not being exploited and 2) there is not current capacity to support the partners on systematic monitoring.

It is proposed to strengthen the implementation support to enhance the capacity for coordination and monitoring by establishing two new advisor positions: One adviser will be placed in Amman covering mainly Jordan and if needed Iraq with focus on health and nexus programmes, and one in Beirut

covering Lebanon and possibly Syria, focusing on assistance provided through mainly civil society capacity development co-operation with AFD. The main volume of Danish assistance is implemented in Lebanon, Syria and Jordan and the co-ordination of both Syria related humanitarian assistance as well as development coordination of support targeting Lebanon and Jordan respectively takes place in Beirut or Amman. The advisors will have a key responsibility of engaging in these coordination forums, as well as closely monitor contextual risks, challenges and results and partner reporting of the respective engagements up against provided results and risk frameworks. The advisers will also promote environmentally sustainable solutions. They will ensure effective communication with partners through regular interaction. Funds will be available for communication and technical reviews.

The collaboration with the Government of Jordan has increased in recent years, and it will further increase as part of the new engagements funded by this present allocation. The advisor in Amman will therefore have a particular focus on supporting the Jordan Ministry of Health (MoH) and its collaboration with the main bilateral and multilateral donors, including the multi-donor collaboration around the health portfolio, notably the Danish supported JHFR. This will include responsibilities such as coordinating and liaising with the MoH and Ministry of Planning and International Cooperation (MOPIC) on Danish supported activities, engage in site visits, conducting reviews and assessments together with bilateral partners, and ensuring financial oversight and compliance.

The advisor in Beirut will have a particular responsibility but not limited to supporting civil society partners co-funded with AFD. The advisor will monitor the supported activities relevance and effectiveness, liaising with AFD and other partners, and keeping abreast of political developments in Lebanon and possibly Syria.

Management of the Danish contribution

The MFA (HMC) will be responsible for the two positions. HMC will finalize job descriptions and be responsible for advertising the post in 2020 as well as ensuring the relevant approvals.

Strategic Considerations and Justification

In line with the scoping recommendation, the current advisor and coordination setup will be strengthened with a view to enhancing synergies and coordination as well as strengthening systematic monitoring and follow-up on implementation. The two new advisors will be able to substantially enhance monitoring and technical capacity in the region. Detailed job descriptions will be prepared, and the possibility of co-locating with other advisors will be assessed, including opportunities for sharing administrative support functions, enhancing coordination and knowledge sharing.

Unallocated

DKK 50 million. The unallocated funds will be used to address needs and opportunities as they arise most likely based on the developments inside Syria. The funds will allow the needed flexibility and help to fill potential strategic gaps in achieving the overall objectives of the Danish engagement in the region.

Alignment with Danish policy and other engagements in the region

The engagements take as a point of departure the existing Danish programmes and policies relevant to Syria and its neighbourhood. As such, the support is fully in line with “*The World 2030*”, Denmark’s Strategy for Development Cooperation and Humanitarian Action (2017). The strategy identifies peace, security and protection as priority engagement areas. In geographic regions neighbouring crisis and conflict, Denmark will strengthen its assistance targeting IDPs, refugees and affected local communities. Through strengthened protection and improved livelihoods, education and employment opportunities, Denmark will contribute to enabling vulnerable communities to pursue a life in safety and dignity without having to move on to other countries.

The World 2030 highlights working on human rights and gender equality as a key priority, as well as youth engagement. The proposed engagements in varying ways support these policy priorities. The

Madad Fund specifically have criteria that supported projects should promote prospects for young people and respect gender equality. The principles for the GCFF supporting a country is that they demonstrate commitment to progressive policy or legal reforms with regard to basic rights of refugees, including freedom of movement, labour rights, access to education, social services and basic infrastructure. The SRC has as a specific outcome of their work to remove norms and laws preventing women and youth from achieving full economic participation. The collaboration with AFD was developed to deepen collaboration on e.g. Gender equality and Women's and girls' rights, and Youth issues. The engagement with the JHFR was specifically selected because of its ability to have an immediate, positive impact, on particular women and youth who are most at risk of facing a strong negative impact by the limited access to health services. Across the projects, key results indicators are measured to track outcomes and impact on youth and women to ensure accountability towards these groups.

Danish engagement in Syria's neighbourhood include the Danish-Arab Partnership Programme (DAPP), which has been active for more than 10 years in the region. The DAPP is highly active in Jordan, but not in Lebanon. The DAPP focuses on strengthening good governance and ensure economic opportunities, especially for women and youths. The proposed engagement in Jordan complements the focus of DAPP with its focus on health care as this has important implications for enabling and empowering especially women and youths. The support for health care reform further entails good governance aspects.

Through the Danish Peace and Stabilisation Fund, Denmark has been supporting a three-year regional civilian stabilisation programme (2016-2018) in Syria and Iraq. A new phase of the programme has been launched covering the three-year period 2019-2021. The proposed engagements covered by this concept note complement the activities funded by the stabilisation programme.

Furthermore, Denmark is leading, as well as being the main contributor to, the multi-donor European Regional Development and Protection Programme (RDPP) covering Lebanon, Jordan and Iraq. The RDPP focuses on three thematic areas; 1) livelihoods, 2) protection, 3) research and advocacy. At the core of the programme priorities for selection of partnerships are the engagement principles of humanitarian-development nexus, innovation and localisation. There are thus important linkages and complementarities between the engagements described in the concept note and the work of RDPP.

Management

The overall strategic direction of the proposed engagements will be guided by a task force consisting of members from HMC, MENA and the Embassy in Beirut. This task force will be a strategic forum for discussion, oversee the portfolio of engagements, and discuss major shifts in the underlying risks or assumptions which could require adapting the approach. It will further be the main forum for discussing the allocation of the unallocated funds for 2020.

HMC will be the main responsible for setting the overall direction, the day-to-day management, follow-up with partners and monitoring, as also described under each particular engagement above. HMC will be responsible for contractual issues and receiving and approving partner's reporting and all financial management aspects of the engagements proposed for funding in 2019 and for the identified engagements in 2020. The management of the engagements will further be supported by the Senior Regional Advisor on Forced Displacement at the Embassy in Beirut.

Throughout the conflict, Denmark has maintained its embassy in Damascus, however, with no diplomatic staff posted since 2012. The Danish Embassy in Beirut conducts frequent visits to Damascus. The travels of the advisory team in are governed by a security plan developed in partnership with the MFA security department. The Senior Regional Advisor will engage closely with the implementing partners, as well as managing coordination efforts with other relevant programmes and actors, namely the RDPP, GCFF etc. The addition of two new advisors based in the region will help to ensure that Denmark maintain its influence and secure its priorities and positions during

implementation of the engagements. The advisors will report to HMC which will have the authority responsibility for the advisors.

Funds managed by the MFA will adhere to the general guidelines for accounting and auditing. The proposed engagements will be subject to a review in early 2020 which will also be used to assess alignment with the contextual developments and needs, as well as possible new Danida Aid Management Guidelines, which are expected to be finalized in the fall 2019 or early 2020. On this basis, the programming of the unallocated funds will be decided. Given that all proposed engagements are extensions and deepening of existing partnerships, the management set-up that have existed to-date is expected to manage the portfolio efficiently in particular with the addition of the new advisor set-up. The continuation of partners means that there is less start-up costs and ongoing management needed as partners are used to Danida guidelines, reporting requirements, etc.

Communication Plan

The communication plan will be based on a continuous process of documenting and compiling results from the various engagements. The main venues for communicating the results will be through relevant networks both at local, national, regional and internationally. Furthermore, targeted dissemination to select audiences will also be done depending on topic and demand.

The communication efforts will also to a large extent be based on the efforts of partners to disseminate their results through various media. As part of the contractual and ad-hoc engagement with partners, they will be encouraged to actively share and communicate results.

Funds and budget

The budget for the engagements include commitments amounting to DKK 200 million in both 2019 and 2020. The fluidity of the situation in Syria requires a cautious approach and therefore about 22 % of the funds are allocated to programming inside Syria, while the remaining is allocated to the neighbouring countries. Further considerations underpinning the budget includes the absorption capacity and pipeline of activities of partners, as well as the expected results and impact.

The budget is to be allocated as follows:

Engagements	2019 Commitment	2019 Disbursement	2020 Commitment	2020 Disbursement	2021 Disbursement
Madad Trust Fund	100.0	100.0			
Syria Resilience Consortium	90.0	30.0		60.0	
Support for conflict-sensitive Analysis in Syria	10.0	5.0		5.0	
Advisor Support*			10.0	3.0	3.0
AFD - Agence Française de Développement			20.0	10.0	10.0
Jordan Health Fund for Refugees (JHFR)			50.0	25.0	25.0
Global Concessional Financing Facility (GCFF)			70.0	70.0	
Unallocated			50.0	25.0	25.0

*Funds allocated for two advisers for three years, incl. funds for technical reviews. In addition to the above, DKK 4.0 million expected in disbursement in 2022.

Risk assessment

The table below indicates the preliminary identified risks, likelihood, impact, which opportunities they affect and potential mitigation efforts. The risk assessment will be further developed.

Contextual risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Syria context shift spurring significant increase in returns and subsequent shift in needs from neighboring countries to Syria	Low	Medium	Even with a significant increase in returns the caseload of vulnerable refugees in neighbouring countries will remain high. Furthermore, the unallocated funds reserved for 2020 can be used to address such shifts in context and needs	High. Developments inside Syria could negatively impact on the protection environment for refugees in Lebanon and Jordan with authorities tightening protection space e.g. by restricting movement, access to services, etc. to pressure Syrian refugees to return.	Return estimates for 2019 are higher than actual returns in 2018 indicating a gradual increase in the number of returns. Such trends could be magnified if more areas stabilize and services provisions begin to return inside Syria.
Partners and implementing environment affected by political pressure. With the Syrian regime gaining increased control of territory, host governments in neighbouring countries may increase pressure on Syrian refugees to return to regime-held areas	High	Medium	<p>The MFA will closely monitor the political situation and have regular contact with host governments to advocate for upholding protection environment, ensuring that returns being done only on a voluntary basis when safety and stability is deemed to be in place.</p> <p>Given that most of the supported engagements are multi-donor funds, this both increases leverage vis-à-vis host governments, as well as flexibility by the trust fund to shift funding to areas that are not constrained or hampered by political pressure.</p>	High. Increased social tensions due to negative political rhetoric against presence of Syrian refugees	<p>In Lebanon, the government has initiated steps to that put refugees under further pressure.</p> <p>In Jordan the pressure on Syrian refugees to return is less prevalent in the political debate.</p>

Donor fatigue and funding transition. Donors are increasingly shifting their funding towards long-term development objectives. This can create a gap in addressing the short- and medium-term needs which are still present.	Medium	Medium	Unallocated funds provides flexibility for strategic gap filling and addressing needs as they arise	Medium. Decrease in funding can lead host governments to reduce access to services for refugees, as host governments could potentially use this as a bargaining chip to pressure donors to maintain funding levels.	3RP funding appeals have fallen from a 66 % coverage in 2015 to 54 % in 2017 and 52 % in 2018. In absolute terms funding has been relatively stable at approximately USD 3bn. It also appears that, in particular in Jordan, donors are shifting their funding from humanitarian to development interventions. This puts pressure on humanitarian UN agencies and INGOs to shift their response focus and transition towards a more long-term focused approach. Developments in donor priorities and strategies will further be impacted by the developments in Syria.
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Programmatic risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Political will to engage in projects in Lebanon and Jordan. The engagements are dependent on the active cooperation with the authorities whose interest may fluctuate over time	Low	High	Continued engagement and dialogue with counterparts in the ministries to ensure that projects e.g. Health in Jordan is anchored in the Ministry and would remain priority even in case of a new cabinet re-shuffle. Ensure that key elements of engagements focusing on sub-national level or non-governmental actors which is less susceptible to national level political developments.	Minor. Local authorities abandon project and it is not possible to complete the implementation	There is ongoing protests and criticism of the government in Jordan, which could lead to a new cabinet re-shuffle or shift in political priorities.
Increased tension between host communities and refugees. Increasing	High	Medium	The engagements seek to provide and ensure services to both host communities and refugees and thus to alleviate the tensions that arise from competition over	Medium. Tensions continue as lack of information leads to perceptions that refugees get an unfair share of the	Social and sectarian tensions are rising, as the quality of public services declines for ordinary Lebanese, and opportunities for jobs and personal fulfilment are of limited availability.

tensions will make it more difficult for partners to include both refugees and host community members in the programming.			service access. Active communication about the beneficiaries and benefits to host communities will be a focus point. This will be further ensured by increasing the presence in the region with two additional advisors that can have ongoing contact with relevant key stakeholders.	support.	
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Institutional risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Corruption / financial mismanagement. Both local and international partners often face difficulty fully accounting for their expenses due to inadequate financial management structures and controls	Medium	Medium	Ensure that partners implement high-quality financial controls, audits and transparent reporting and prioritize co-funding with donors having strong financial management requirements and sufficient oversight. Further increasing the monitoring capacity in the region will allow for closer follow on any issues in case they arise.	Minor. Minor fraud goes undetected Reputational risk to Denmark's engagement and aid.	In Lebanon corruption is considered to be widespread across all levels of society and the country ranks 143 out of 180 in the Transparency Corruption Perception Index 2017. Jordan ranks 59 out of 180 in the Transparency Corruption Perception Index 2017 and is only surpassed by Qatar, UAE and Saudi Arabia in the MENA region.
Aid diversion due to partner organisations political affiliations.	Medium	High	Strong focus on vetting of local partners and beneficiaries. Current vetting procedures are taking place in accordance with international sanctions against Syrian organizations and individuals	Minor. Selection of beneficiaries from local communities will be selected along political or sectarian lines.	Given the traditionally limited funding available to NGOs in Lebanon, many have relied on sectarian or political groups for funding. The influx of funding following the Syria crisis has however diminished this dependency and thus the risk is considered to be unlikely. In Syria there has been witnessed a tendency of regime-loyal local

					businessmen and influential persons being given control of local organizations.
Sexual exploitation and abuse misconduct by staff in supported partners	Medium	Medium	All contracts with partners includes a Sexual Exploitation and Abuse (SEA) clause. Ensuring that all partners have strong mechanisms in place for detecting and addressing SEA cases.	Minor. SEA cases goes undetected Reputational risk to Denmark's engagement and aid.	Recent years there has been a growing awareness and focus on SEA cases committed by aid workers.

Annex 1: Partner Considerations

Summary of stakeholder analysis

The key identified stakeholders are:

- Host governments: For both the Lebanese and Jordanian governments the refugees from Syria has been high on the agenda as has the developments in Syria. Both countries have been recipients of substantial amounts of aid to alleviate the effects of hosting the refugees
- Donors: Donors have large interest in both countries as they are both recipients of large amounts of ODA both in relative and absolute terms. There has equally been efforts to try to foster better economic conditions in order to make both countries more self-sustainable in the long run. The needed reforms are not politically easy to implement in both countries. The donor community, especially, in Jordan is undergoing a transition where funding is increasingly being shifted towards longer-term development objectives rather than short-term humanitarian objectives.
- International organisations and civil society organizations. Some international organizations are currently facing shortfalls in funding and need to scale-down operations both in Jordan and Lebanon due to the shifting in donor priorities. This is impacting on their organizational and implementation capacity.

Generally, the coordination of the response to the crisis has been uneven both with the host governments and the coordination between the UN agencies. However, signs of better co-ordination is visible. The challenge will be the response to the changing situation in Syria. The relevant Syrian authorities approve activities in Syria, which is similar to humanitarian assistance provided in the country.

Criteria for selecting partners

The proposed partners were identified by the MFA (MENA and HMC) in co-operation with the Senior Regional Advisor for Forced Displacement based in Beirut and further developed by a scoping and review mission led by the Quality Assurance Department February-March 2019 covering Lebanon, Jordan and Turkey. The key criteria for the partner selection have been:

- The majority of the engagements should seek continuation of existing programmes and consolidation of the portfolio
- Engagements should take a comprehensive approach, and ideally take the form of joint donor cooperation or a consortium of implementing partners.
- Intervention(s) should (to the extent possible) strategically address existing and future needs across the humanitarian, development and peace nexus;
- It should align with, or complement, existing Danish contributions targeting Syria, Jordan and Lebanon.
- Engagements should ensure programmatic coherence and integration with the different streams of Danish humanitarian, development, diplomatic and military interventions across the Syria/Iraq region and be aligned with the strategic and overall objectives of the Denmark's engagement in Syria and the neighbourhood
- Engagements should be aligned with the *"the World 2030"* and *the New York Declaration for Refugees and Migrants of 19 September 2016*.

Annex 2: Partner Presentation

Engagements 2019:

Madad Fund

The EU Regional Trust Fund in Response to the Syrian Crisis is a mechanism to pool EU aid into a single and flexible instrument. The Trust Fund is a key instrument for the delivery of the EU's pledges made at the London conference on Syria in 2016 and the Brussels conferences on the Future of Syria and the Region in April 2017 and 2018 and March 2019. It also underpins the special EU Compacts agreed with Jordan and Lebanon outlining joint efforts to improve the living conditions of both Syrian refugees and vulnerable host communities.

The Fund primarily addresses educational, economic and social needs of Syrian refugees while also supporting overstretched local communities and their administrations. The Trust Fund could also be asked to address needs and provide support in a post-conflict Syria, subject to a credible political transition firmly underway, in line with UNSC Resolution 2254/2015.

The EU Regional Trust Fund has two governing bodies: a Trust Fund Board, which establishes and reviews the overall strategy of the Trust Fund; and an Operational Board, which decides on the allocation of funds to individual Actions.

To date, the Trust Fund has mobilised €1.7 billion, including voluntary contributions from 22 EU Member States and Turkey. Large programmes focusing on education, livelihoods, health, protection, and the water sector – benefitting refugees, IDPs and local communities - have been approved by the Fund's Board, for a total of more than €1.5 billion. Of this, €1.3 billion have been contracted in over 67 projects to the Trust Fund's implementing partners on the ground, now reaching 1.9 million beneficiaries.

The current portfolio of active projects supported by the Madad Fund includes¹⁵:

Project partner	Associated partners	Priority area of support	Description	Location	Start Date & Duration	EUTF contribution
German Academic Exchange Service (DAAD)	British Council, Campus France, Nuffic Netherlands	Higher Education	HOPES: Higher and Further Education Opportunities and Perspectives for Syrian Students aims to improve perspectives for young Syrians and to prepare them for post-conflict reconstruction of their country, and increase their opportunities and access to employment.	Egypt, Iraq, Jordan, Lebanon and Turkey	27.04.2016 43 months	11.999.879 €
SPARK	Turkish, Iraqi and Lebanese Universities	Higher Education	Providing access to higher and vocational training education to Syrian and host community youth for socio-economic development	Lebanon, Turkey and Iraq	15.08.2016 40 months	18.496.641 €
German Jordanian University	Yarmuk University, Zarqa University, Luminus Al Quds College	Higher Education	Providing higher education and vocational training to Syrian refugee and disadvantaged Jordanian students	Jordan	01.10.2016 38 months	11.000.000 €
Gruppo di Volontaria to Civile (GVC)	Arab Countries Water Utilities Ass, CISP, Concern Worldwide	WASH - water sanitation and hygiene	Promoting Sustainable Management of Water Services and Resources in Lebanon by strengthening infrastructural and managerial capacities of local water establishments.	Lebanon	16.11.2016 36 months	12.618.649 €

¹⁵ Adjusted from this list: https://ec.europa.eu/trustfund-syria-region/sites/tfsr/files/madad_fund_signed_contracts_0.pdf

Danish Red Cross	IFRC, European Red Cross societies, Turkish, Iraqi and Jordanian Red Crescent, Lebanese and Palestinian Red Cross	Livelihoods and Health	Livelihood support, risk management, health and psycho social support to refugee and host communities affected by the Syria crisis.	Egypt, Iraq, Jordan, Lebanon and Turkey	15.12.2016 36 months	49.290.000 €
IOM	CRS, DRC	Multisector aid for basic social services	EU support to managing the migration/refugees crisis/Balkan route	Former Yugoslav Republic of Macedonia & Serbia	17.12.2016 36 months	16.350.211 €
AFD	KfW	WASH	Improving access to water, water distribution performance & related sewerage disposal in Irbid Governorate for host communities & Syrian refugees	Jordan	23.12.2016 35 months	21.420.000 €
KfW	Ministry of Education	Education	Construction of primary and secondary Schools for Syrian refugee children	Turkey	30.12.2016 35 months	70.172.476 €
AFD		Multi-sector aid for basic social services & local capacity building	Developing coverage and quality of basic social services delivery while ensuring socio-economic empowerment of local communities.	Lebanon, Jordan and Iraq	25.07.2017 42 months	9.450.000 €
Mine Advisory Group (MAG)	Handicap International (HI)	Demining (explosive Hazard management)	Contributing to restoration of physical safety for conflict affected populations and reduce the risk of physical injury or death for IDPs, refugees and host communities by removing and destroying improvised mines, booby traps and other ERW and raising awareness of the dangers posed by ERW	Iraq	01.10.2017 27 months	10.000.000 €
Particip		Monitoring & Evaluation	Establishing a comprehensive and effective Monitoring and Evaluation mechanism for the EUTF	All EUTF Madad countries	22.11.2017 25 months	1.777.000 €
OXFAM	Beyond Reform & Development, Utopia and Association Najdeh	Local economic development, social entrepreneurship, job creation, social stability cohesion	Promoting Social Entrepreneurship as a mechanism for youth civic engagement and to enhance communities' engagement through networking and advocacy actions, contributing to social stability and enhance community resilience	Lebanon	01.12.2017 27 months	3.224.458 €
Association for Solidarity with Asylum Seekers and Migrants (ASAM)	Refugee Support Centre (RSC)	Multi-sector aid to improve reception and protection services	Improving reception, integration and protection of Syrians and Iraqis affected by the Syrian and Iraqi crises	Turkey	06.12.2017 24 months	10.000.000 €
Government of Jordan		Budget Support to Education	Supporting the Government of Jordan in line with the Jordan Compact to enhance the capacity of the education system for Syrian refugee children, particularly in camp environments	Jordan	12.12.2017 24 months	20.000.000 €
UNWomen		Gender, Resilience	Strengthening the resilience and empowerment of Syrian women/girls and	Turkey, Jordan,	19.12.2017 24 months	12.500.000 €

		and Livelihoods	host communities by increased access to recovery and livelihood opportunities, comprehensive protection services and support to national justice structures to promote accountability	Iraq		
SPARK		Higher Education	Increasing participation in higher education programmes of Syrian and disadvantaged youth from host communities in Turkey and Turkish language skills, students support services and access to bachelor degrees and vocational training	Turkey	31.12.2017 24 months	5.000.000 €
ILO	IOM	Resilience and Livelihood	Strengthening the economic and social resilience of Syrians under Temporary Protection	Turkey	01.02.2018 24 months	11.610.000 €
Union of Chambers & Commodity Exchange of Turkey (TOBB)		Employment policy and Livelihoods	Enhancing the economic, social empowerment and strengthening the resilience of Syrians and host community members to become an asset for the local economy and economic growth potential.	Turkey	26.12.2017 24 months	15.000.000 €
KfW		Resilience, multi sector aid	Increasing energy security in refugee affected regions by promoting renewable energy generation, implementing energy efficient measures in public educational facilities and strengthening capacity towards energy efficient management of selected facilities.	Turkey	01.03.2018 48 months	40.000.000 €
AICS		Multi-sector aid for basic social services and local capacity building	Improving living conditions and promoting the resilience of Syrians and most vulnerable local populations, develop coverage and quality of basic social services delivery while ensuring socio- economic empowerment.	Lebanon, Jordan and Iraq	01.01.2018 42 months	12.595.500 €
Medair	Tearfund UK , Arab Centre For Consulting & Training Services / Arab Women Today	Resilience and Protection	Improving the well-being and resilience of Syrian refugees and host community women, girls, men and boys (WGMB) affected by conflict and sexual and gender based violence (SGBV) incl. improved access to quality, safe Reproductive Health and Psychosocial services.	Jordan and Lebanon	01.01.2018 24 months	3.546.053 €
UNDP		Resilience and Livelihood	Strengthening the economic and social resilience of Syrians, their host communities and relevant national and local Government institutions.	Turkey	01.02.2018 24 months	50.000.000 €
IMC	Première Urgence, Fondation Promocion Social de la Cultura	Health	Reducing Economic Barriers to Accessing Health Services in Lebanon REBAHS	Lebanon	01.01.2018 24 months	31.852.672 €
WHO		Health	Improving access to health services for Syrian refugees	Turkey	01.04.2018 24 months	11.500.000 €
EBRD		WASH	Support to construction of the West Irbid Wastewater Network	Jordan	11.05.2018 24 months	20.200.000 €
UNOPS		Health	Expanding and Equipping Ministry of Health Facilities Impacted by the Syrian Crisis in Jordan	Jordan	23.03.2018 36 months	10.000.000 €
WHO		Health	Strengthening the health care system and provision of chronic medications at primary health care centers	Lebanon	07.04.2018 48 months	13.400.000 €
FAO		Livelihoods	Restoring the Water Supply for Food Production and Livelihoods in post conflict areas	Iraq	01.05.2018 24 months	6.000.000 €

UNICEF		Health	Securing access to essential medical commodities for most vulnerable population	Lebanon	28.04.2018 24 months	5.600.000 €
CISP	Acted, ACF Spain, Care France	WASH -	Sustainable safe drinking water supply for vulnerable communities living in a more protected environment	Lebanon	12.06.2018 24 months	7.200.000 €
UNICEF		WASH -	Mitigating social tensions among vulnerable populations through improved water services in Lebanon	Lebanon	21.11.2018 24 months	5.000.000 €
NRC	GVC, Oxfam, Worldvision	WASH	Improving access to safe and affordable water to vulnerable communities	Lebanon	19.06.2018 24 months	7.799.950 €
Oxfam Italia	Caritas, Care	Food security	Food assistance for migrants, asylum seekers and refugees hosted in governmental centres in Serbia	Serbia	07.08.2018 16 months	8.299.994 €
Acted	PIN,, Welthunger hilfe, PaH	Resilience and Livelihoods	Supporting resilience for host communities, returnees and internally displaced persons (IDPs) in Iraq	Iraq	07.07.2018 24 months	7.919.420 €
OeRK	Red Cross, Caritas, Center CCSAI, SME coop. association	Resilience	IRIS - Increased resilience of Syrian Armenian refugees and host population	Armenia	04.07.2018 36 months	3.000.000 €
EFI	RDFL, TAMKEEN, WEO, Care, LAW, BDC, BWA	Women's equality organisation and institutions	Strengthening access to protection, participation and services for women refugees, IDPs and host communities	Jordan, Lebanon, Iraq	01.09.2018 24 months	12.500.000 €
KfW		Education	EU Support to construct 10 schools in Jordan	Jordan	06.11.2018 50 months	33.000.000 €
UNHCR		Higher Education	Increasing access to Turkish language learning & vocational training for Syrians under temporary protection in Turkey	Turkey	15.07.2018 30 months	9.875.000 €
UNDP	UN Habitat	Decentralisation	Strengthening the Long-Term Resilience of Subnational Authorities in countries affected by the Syrian and Iraqi Crises	Lebanon, Iraq	01.01.2019 36 months	24.971.363 €
VNG	Catalan Agency for Dev.Coop. Danish National assoc. of municipalities (KL), Polish Center for International Aid	Decentralisation Sub national governance	Dealing with Displacement – resilient subnational government in communities in the region affected by the Syrian crisis	Lebanon, Jordan	20.12.2018 36 months	15.000.000 €
FAO	IFAD, WFP	Agricultural development	Enhancing resilient livelihoods and food security of host communities and Syrian refugees through the promotion of sustainable agricultural development	Lebanon, Jordan	NOT YET COUNTERSIGNED 24 months	22.178.857 €
IMC	FPSC	Health	Improving Access to Health Care Services for Persons with Disabilities in Lebanon	Lebanon	03.01.2019 14 months	3.147.322 €
DRC	Mercy Corps, NRC, Oxfam	Resilience and Livelihoods	Strengthening resilience and income generating opportunities and supporting early recovery and stabilisation in areas of return in Iraq	Iraq	02.01.2019 24 months	24.000.000 €
EIB		Municipal infrastru.	Technical assistance and support for the municipal resilience facility (MRF)	Turkey	21.12.2018 36 months	71.806.941 €
UNRWA		Multisector aid for basic social servi.	Strengthening the Resilience of Palestine Refugees from Syria in Jordan and Lebanon	Lebanon, Jordan	01.10.2018 12 months	15.000.000 €
AECOM		Monitoring &	Monitoring and assessment of EUTF budget support to Jordan Ministry of	Jordan	17.12.2018 12 months	199.477 €

		Evaluation	Education			
Ecorys		Communication & Visibility	Support to visibility and communication activities	All EUTF Madad countries	01.04.2019 30 months	1.825.600 €
WFP		Social assistance & Food security	Improving socio-economic resilience of most vulnerable population and support to an emerging social protection system in Lebanon through social and cash assistance services	Lebanon	13.02.2019 24 months	48.000.000 €

Syria Resilience Consortium (SRC)

The Syria Resilience Consortium (SRC) was formed in 2016 to equip individuals, families, and communities in Syria with the tools and skills for a better economic future. The consortium consists of 6 international NGOs - CARE, DRC, HI, IRC, Mercy Corps and NRC – that collectively are able to work both in regime and opposition controlled areas. The SRC is financed by multi-donors, including European Commission (EC), Norwegian Ministry of Foreign Affairs (NMFA), Danish Ministry of Foreign Affairs/DANIDA and Swedish International Development Agency (SIDA). Two different grant holders play the facilitation role between the project coordination unit (PCU) and donors. Care International UK, based in London is the grant holder of the EC grant, Care International Norway, based in Oslo is the grant holder of SIDA, DANIDA and NMFA. The PCU, Care International UK and Care International Norway, as contract holders, are the main responsible for the coordination and the administration of the consortium. At the end of the second year of operation, October 2018, the SRC had received USD 45 million in funding.

The work of the consortium has been guided by a 5-year strategy (2017-2021) that aims at reaching one million conflict-affected people in Syria with livelihood support with a total budget of USD 160 million. Specifically, the SRC provides the following support: 1) Cash for work programmes, 2) Vocational or business skills trainings, internship and apprenticeship placements, 3) Small business grants, 4) Productive assets for food production, 5) Agricultural inputs, 6) Rehabilitation of economic and public infrastructure, 7) Promoting the inclusion of female-headed households and 8) Promoting the inclusion of households with people living with disabilities. Each Consortium member implements inside Syria mainly through local NGOs. These local NGOs in close relation with other local government authorities, including Ministry of Social Affairs and Labour (MoSAL), Humanitarian Affairs Office (HAO), Ministry of Education (MoE),

The work of SRC going forward is guided by the three year strategy with the some parts adapted and presented below:

PROJECTED REACH OF SRC ACTIVITIES UNDER THE STRATEGY

SRC Mission

To collaborate with partners and donors to support individuals, families, and communities in Syria with tools and skills to rebuild their lives.

SRC Vision

A Syria in which all individuals, families and communities are resilient and characterized by social and economic well-being.

Since its foundation in 2016, the SRC has reached more than 2 million people. 50% of beneficiaries were women and 12% were persons with disabilities.

Despite anticipated disruptions and loss of humanitarian access, the SRC is confident that it can absorb more funding during the three-year strategy period (2020-2022), up to a maximum of 46 million USD to reach 1 million people directly and about 2 million people indirectly. These numbers are based on the SRC's track record, including the consortium's ability to quickly adapt to new contexts; and an

exercise that the SRC used to map potential gaps in its ongoing operations. This increase in funding would also help the SRC boost its capacity all over Syria, including adding potential new consortium members and implementing all aspects of the consortium's ToC.

SRC'S ADDED VALUE

Whole-of-Syria approach – The SRC commits to implementing programming using all possible methods of access and across all hubs in order to ensure a wide geographic coverage. As access changes across Syria, the SRC can utilize donor funding to reach newly accessible communities and to transition if needed towards shorter-term programming. The Whole-of-Syria approach allows the consortium members to exchange information on communities if control of those communities has changed hands.

Integrated, area-based approaches – As part of its 2020-2022 Strategy, the SRC will continue its commitment to implementing integrated, area-based programming in selected locations. This approach will draw upon the SRC's **Theory of Change**. The SRC will build upon lessons learned from the design and implementation of area-based programming to strengthen the integration of all programming from 2020 to the end of 2022.

Complementary capacities, reach, and technical expertise – The consortium provides a platform for learning, leveraging the technical expertise of consortium members, and utilizing field-level synergies that reinforce the SRC's Guiding Principles.

SRC THEORY OF CHANGE (ToC)

This ToC details how the SRC will increase the **resilience of people and communities in Syria to recover from external shocks and stressors**. The SRC believes that resilience can be most effectively promoted by increasing socio-economic well-being and adaptive capacities. SRC programs will always have the longer-term objectives of the ToC in mind and will strive to offer integrated, longer term, packages that build community resilience, restore functioning markets and promote social cohesion. The consortium will consider the local context and the work of other actors to determine where SRC resources can be most wisely invested. In some cases, the technical strengths of consortium members may better position them to intervene along a specific pathway of change.

The SRC recognizes that the context within Syria is constantly changing and may be characterized in different locations by open conflict, localized violence and underlying tensions. As such, the SRC anticipates that its work will be disrupted periodically; these are described in the graphic representing the ToC below.

Even when there is renewed conflict in the consortium's areas of operation, the SRC's strategic objective remains the same. The priority will always be a medium to longer-term approach that contributes to community resilience, restores economic links and markets and reinforces social cohesion. In exceptional cases however, when target populations undergo renewed violence and/or displacement, the SRC has the option to re-focus on implementing interventions, which are more closely aligned with providing safety nets and responding to immediate needs. Interventions that respond to individuals' immediate needs and provide stability may be implemented alongside activities, which contribute to higher-level sub-outcomes at the household and community levels.

It is estimated that as of November 2018, 1.2 million IDPs in Syria returned to their homes. UNHCR projects that up to 250,000 refugees could return to Syria in 2019.¹⁶ Without a negotiated settlement that guarantees the security of all Syrian citizens, however, a mass return of refugees under the current security conditions seems unlikely.¹⁷ Refugees and IDPs both have significant concerns about housing, land, and property (HLP) rights, and men fear conscription into the Syrian Army.

The World Bank estimates that 30% of Syria's housing stock has been partially or completely destroyed during the conflict.¹⁸ Multiple reports from 2016 also claim that land registries have been destroyed to erase proof of ownership,¹⁹ as well as forging new ownership records in favor of pro-regime constituents.²⁰ In communities with ongoing return or with large numbers of IDPs, the SRC will seek to support IDPs and returnees in securing vital documents and exercising their rights to housing, land and property. In all communities, the SRC will seek to check land ownership and documentation as a pre-condition for programming in order to strengthen its DNH approach. SRC will play a lead role in advising and training consortium members and their partners on how to proceed with this type of due diligence and ensure that a lack of appropriate documentation does not unnecessarily penalize community members, IDPs or returnees who may not be able to easily provide proof of ownership or who may be temporarily using farmland in the absence of a legal owner. Although North-east Syria may initially offer a more favorable environment for supporting returnees and IDPs as they exercise their rights to housing, land and property, the SRC will pursue opportunities to do the same in areas controlled by the Syrian authorities.

¹⁶ <https://www.reuters.com/article/us-mideast-crisis-syria-refugees/250000-syrian-refugees-could-return-home-next-year-unhcr-idUSKBN10A13C>

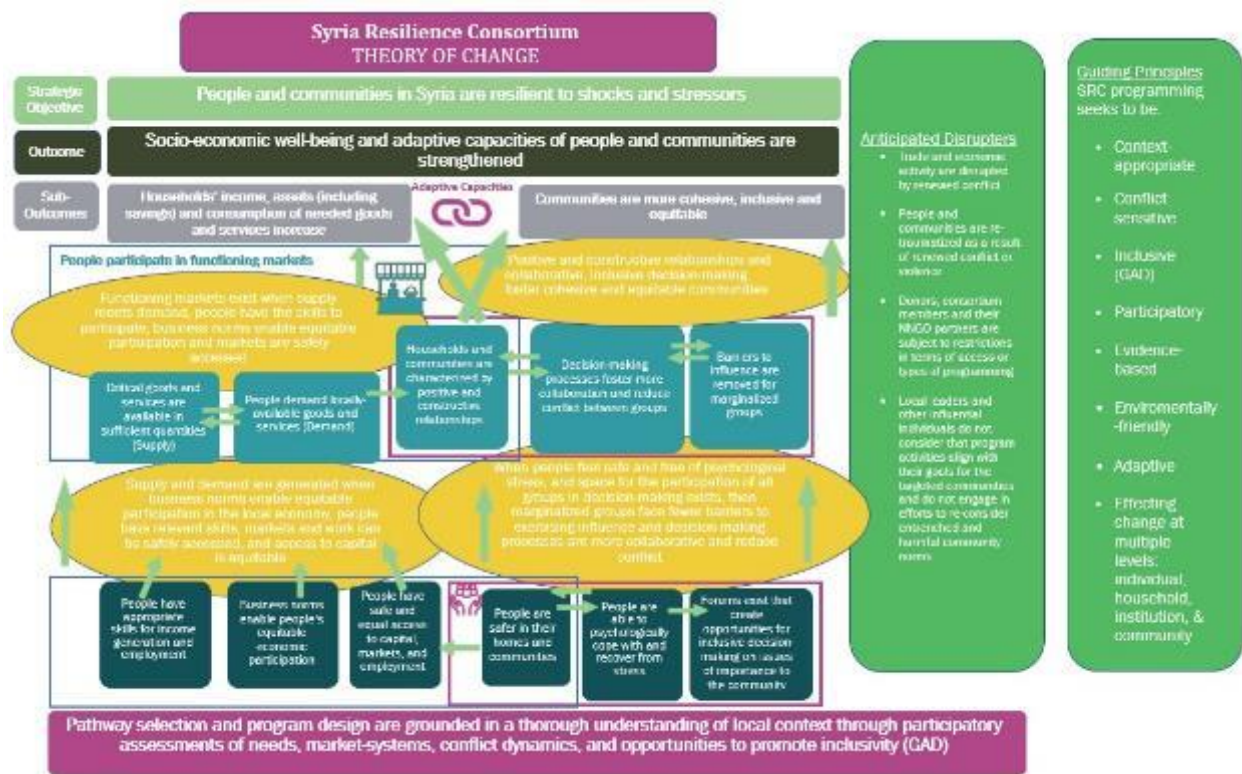
¹⁷ Carnegie Middle East Center "Refugee Attitudes towards a Return to Syria" <https://carnegie-mec.org/2018/04/16/refugee-attitudes-toward-return-to-syria-pub-76061>.

¹⁸ *ibid*.

¹⁹ Jihad Yazigi, "Destruct to Reconstruct: How the Syrian Regime Capitalises on Property Destruction and Land Legislation," Friedrich-Ebert-Stiftung Study, July 2017.

²⁰ Carnegie Middle East Center "Refugee Attitudes towards a Return to Syria" <https://carnegie-mec.org/2018/04/16/refugee-attitudes-toward-return-to-syria-pub-76061>.

Mercy Corp's HAT is monitoring returns on a monthly basis and will closely work with the SRC on this matter. The Urban-S initiative also offers thorough assessments of Syria's main urban centers and the SRC will continue to work with this initiative to make informed decisions about how best to assist returnees in an impartial and principled manner.



SRC STRATEGIC OBJECTIVE & OUTCOME

SRC Strategic Objective

People and communities in Syria are resilient to shocks and stressors.

The SRC believes that **IF** socio-economic well-being and adaptive capacities are strengthened **THEN** people and communities in Syria will be more resilient to shocks and stressors.

The SRC defines resilience as “the capacity of an individual, a household, a community, a country or a region to absorb, to adapt, and to quickly recover from stresses and shocks”. Resilience requires adaptation and the SRC believes that adaptive capacities are most effectively encouraged at the community level when individual economic well-being is promoted as well

as cohesive, inclusive and equitable relationships within the community.

SRC OUTCOME: SOCIO-ECONOMIC WELL-BEING AND ADAPTIVE CAPACITIES OF PEOPLE AND COMMUNITIES ARE STRENGTHENED

The SRC believes that

IF households' income, assets (including savings), and consumption of needed goods and services increase and

IF communities are more cohesive, inclusive and equitable

THEN socio-economic well-being and adaptive capacities will be strengthened.

Increased income, assets and consumption hold the key to promoting an increase in the overall economic well-being of its beneficiaries and by helping people achieve cohesive, inclusive and equitable communities, the SRC will promote social well-being. The nexus of the three dimensions outlined below is where adaptation takes place.²¹

Dimension	Objective Indicators	Subjective Indicators
Material & Physical (Economic)	Income, wealth, assets, employment, consumption	Satisfaction with income/wealth, assessment of standard of living compared to others, and compared with the past

²¹ Sarah C. White, “Analyzing Well-Being: A Framework for Development Practice”.

Human Capital	Education, skills, physical health, relations of love and care	Satisfaction with health, self-concept and personality, self-efficacy, confidence, sense of competence and scope for influence
Social Relations	Social/political/cultural identifiers, insecurity, gender equity, violence (domestic or outside the home), relations with the community and the state, access to services, networks, environmental resources	Perceptions of safety, assessment of support, perceptions of equity, perceptions of environmental quality

SRC SUB-OUTCOME: HOUSEHOLDS' INCOME, ASSETS (INCLUDING SAVINGS), AND CONSUMPTION OF NEEDED GOODS AND SERVICES INCREASE

This sub-outcome focuses on people's ability to generate and use income and assets to support the consumption of needed goods and services. **Income** is defined as the monetary payment received for goods or services provided through self-employment or other formal employment. **Assets** are defined as resources with economic value that a person owns or controls (including savings), with the expectation that the assets will provide future benefit. **Consumption** includes the consumption of food as well as non-food items.

The SRC believes that

IF people participate in functioning markets

THEN households' income, assets and consumption of needed goods and services will increase

SRC 2nd level sub-outcomes

In accordance with the Market-Based Framework developed by the "Markets in Crisis" Group, **functioning markets** are defined as markets in which the goods and services available are wide-ranging, meet consumer needs and are offered at competitive prices. In functioning markets supply meets demand, people have relevant and needed skills for participation in the market, business norms enable equitable participation, and markets can be safely accessed. In present day Syria, many markets are disrupted and destroyed, which is why SRC prioritizes interventions focusing on restoration of market, including supply and demand and physical infrastructure, as described below.

SRC 3rd level sub-outcomes

The SRC believes that

IF people have appropriate skills for income generation and employment; and

IF people have safe and equal access to capital, markets and employment; and

IF business norms enable people's equitable economic participation

THEN supply and demand within functioning markets will be restored.

People Have Appropriate Skills for Income Generation and Employment. In order to restore supply and demand within functioning markets and enable people's participation, they must **have appropriate skills for income generation and employment**²². The SRC recognizes that this sub-outcome requires flexibility and diversification through several pathways, including providing skills for both formal employment and self-employment.

People Have Safe and Equal Access to Capital, Markets and Employment. **Capital** is defined as financial, human and social capital. A lack of **safe access** can create a higher barrier to economic participation for marginalized community members such as women, the disabled, the elderly or youth. Safe access supports **equal access** by marginalized groups.

Business Norms Enable People's Equitable Economic Participation. The establishment of **business norms that enable people's equitable economic participation** is critical to creating meaningful economic participation of marginalized groups. Positive **business norms** may include the adoption of transparent and non-discriminatory hiring practices, the creation of safe working environments, fair treatment of employees, and the payment of reliable and living wages.²³

SRC SUB-OUTCOME: COMMUNITIES ARE MORE COHESIVE, INCLUSIVE and EQUITABLE

The SRC believes that

IF decision-making processes foster more collaboration and reduce conflict between groups; and

IF barriers to influence are removed for marginalized groups; and

IF households and communities are characterized by positive and constructive relationships

²² "Do We Know What Works?", Bouillon and Tejerina (2007) and Clifford et al. (2013)

²³ <https://www.ilo.org/global/topics/decent-work/lang--en/index.htm>

THEN people can achieve cohesive, inclusive and equitable communities.

SRC 2nd level sub-outcomes

Decision-making processes foster more collaboration and reduce conflict between groups.

For people to achieve cohesive, inclusive and equitable communities, they must have the opportunity to participate together in decision-making processes that build consensus, collaboration and reduce conflict. Conflict reduction depends on the participation of a diverse range of community groups, which may have opposing interests. Local decision-making processes must be carefully structured so that they build consensus, resolve disagreements and properly include marginalized individuals, such as persons with disabilities, women and youth.

Barriers to influence are removed for marginalized groups. Norms and laws preventing women from generating or controlling household income and assets may inhibit their ability to use income, assets and skills training for growth. Similar obstacles to full economic participation may exist for persons with disabilities, youth and the elderly.

Households and communities are characterized by positive and constructive relationships.

The relationships within a community are the core of social cohesion. Building or rebuilding relationships fragmented by conflict requires the facilitation of sustained positive interactions across conflict lines. Through sustained interactions, groups across conflict lines can break down stereotypes, steadily improve inter and intra group perceptions, build/rebuild trust, strengthen collaboration and cooperation, and ultimately develop positive and constructive relationships. Sustained positive interactions are effective when they engage group members at all levels and across all key demographic categories. This mitigates the risk of overlooking or exacerbating existing grievances, generating new grievances and mobilizing peace spoilers.

It will be important for the SRC to work closely with, and empower, local civil society actors to help preserve and expand civic space to the extent possible in the varying contexts in Syria. In this way, the key role of civil society actors to advance positive and constructive relationships within and between conflicting groups will be harnessed.

SRC 3rd level sub-outcomes

The SRC believes that

IF People are safer in their homes and communities; and

IF People are able to psychologically cope with and recover from stress; and

IF Forums exist that create opportunities for inclusive decision-making on issues of importance for the community

THEN

- Decision-making foster more collaboration and reduce conflict between groups; and
- Barriers to influence for marginalized groups will be removed; and
- Households and communities will be characterized by positive and constructive relationships.

People are safer in their homes and communities. This sub-outcome is about ensuring that **individuals** do not experience violence, abuse, exploitation, or neglect **within the community and at home**.

People are psychologically able to cope with and recover from stress. Conflict and displacement can affect people's well-being and tear apart protective factors such as relationships and community structures, particularly in marginalized populations. **Women and girls** disproportionately experience GBV, and must be protected from and treated for the consequences of gender-based violence (GBV), including stigma and discrimination. Services must be accessible for **children** who are victims of abuse, neglect and exploitation. Other **marginalized individuals** requiring psycho-social assistance include men of military age, IDPs, ethnic minorities, elderly, persons with disabilities, etc.

Forums exist that create opportunities for inclusive decision-making on issues of importance to the community

The SRC will use participatory approaches that deliberately seek the input of community members so that they may jointly decide on issues of importance to the community. These decisions ensure that residents can choose how and where to live and work, as well as influence what a cohesive, inclusive, and equitable community looks like. The SRC will work with Syrian civil society and directly with community members to ensure that following the completion of any SRC intervention, the work of community groups going forward will continue to be inclusive and participatory.

SRC STRATEGIC PRIORITIES FOR 2020-2022

ADVANCING INTEGRATED PROGRAMMING THAT SUPPORTS THE THEORY OF CHANGE

Over the next three years, the SRC will continue to identify opportunities to advance the consortium's new ToC through integrated programming. This will require the collaborative assessment and design processes and, in the case of an area-based approach, the joint identification of target locations. Consortium assessments will be multi-sectoral and include holistic analyses. Whenever possible, the SRC consciously work towards building integrated programs to better increase

community resilience within a defined geographic area, while always being ready to deliver emergency assistance if the situation changes.

Through 2022, the SRC will actively seek out opportunities to promote community and systems level change. For example, the SRC's PERSEVERE project aims to link its work to improve individual women's knowledge, skills, and leadership capacity with broader community and systemic change by influencing community attitudes and perceptions. The SRC will target male-led CBOs and other local institutions with training and mentorship on identifying barriers to social and economic inclusion, and then solutions for how these barriers can be reduced. These local institutions will then become agents for changing mainstream attitudes and practices within the wider community. The SRC will also cooperate with governance structures in north-eastern Syria to reinforce gender equality outcomes and the increased engagement of women in governance.

Functioning markets are central to the economic well-being of people and communities in Syria and the SRC will prioritize programming that links economic interventions to achieving stronger value-chains. Where basic services do not function (i.e. irrigation systems, mental health services, or adequate sanitation facilities in markets), the consortium will seek to address these needs.

As part of a more integrated approach to resilience, the SRC also believes that it is important to pair or "bundle" activities, which are mutually reinforcing and where evidence suggests that joint implementation is more likely to result in a desired outcome. An internal learning review conducted by CARE confirmed that in order to build household resilience, families should ideally benefit from multiple, complementary services. Providing these types of "bundled" services can most effectively be accomplished through an integrated assessment and design process, whereby consortium members' technical strengths can be most effectively leveraged. It is important to note, however, that the consortium's ability to implement bundled activities is entirely dependent upon donor funding.

Whenever the local context permits and sufficient funding is available, the SRC commits to pairing the following activities:

- Business start-up support to successful graduates of vocational skills training.
- Vocational and agricultural training participants receive appropriate psycho-social support activities.
- The SRC will target households where women family members receive cash transfers with activities to intentionally engage male household members in dialogue around shared resource control.
- Activities to improve the ability of marginalized groups and the opportunities available for them to participate in decision-making and exercise influence.

SRC members have also identified the following hub-specific priorities for operationalizing the ToC over the next three years:

Activities in North-Western Syria

In **north-western Syria**, the consortium will implement activities along most pathways of change outlined under the sub-outcome, "Households' income, assets (including savings) and consumption of needed goods and services increase". Activities to support "business norms that enable equitable economic participation" will be implemented as the SRC develops a better understanding of the business norms restricting economic participation in target communities and where opportunities exist to create change. There is an interest among consortium members in the North-West to introduce both psycho-social assistance activities and household dialogue on joint decision-making for resource use and allocation. Where opportunities exist to support and strengthen value chains, the SRC will support activities to re-establish economic links between groups and between markets across conflict lines. Additional priorities in **north-western Syria** include:

- Enhancing referral mechanisms with other actors, in particular, by reaching out to the protection sector to increase referrals from that sector to the SRC.
- Preparedness planning and pre-positioning of supplies to respond to communities' immediate socio-economic needs in the event that there is renewed conflict and displacement.
- Positioning the consortium to maintain access even in times of crisis by mapping potential partners with experience building social cohesion and economic well-being within the Euphrates Shield area and by putting in place contingency plans related to access.

Activities in North-Eastern Syria

In **north-eastern Syria**, the consortium will launch area-based programming in 2019 as part of the Transitional Strategy. Priorities for programming in the North-East from 2020-2022 include:

- Introducing psycho-social programming and creating opportunities for marginalized groups to exercise influence in decision-making through more participatory assessment, design and implementation processes.
- Activities to support the re-establishment of functioning value chains, including potentially village saving and loan associations (VSLAs), will serve as a gateway for supporting more cohesive, equitable and inclusive communities.
- When selecting target communities for area-based programming, the consortium will seek to identify opportunities to promote social cohesion, while also maintaining existing coverage and commitments to communities.

- Agricultural production in north-eastern Syria has been badly impacted by the conflict and drought-like conditions. Therefore, the SRC will actively strengthen the environmentally-friendly aspects of its livelihoods programming, mitigate negative compounding impacts of climate change and livelihoods, as well as proactively build adaptive capabilities to increase individual and community resilience to the effects of climate change. The SRC may also rehabilitate water infrastructure.
- The SRC will also explore opportunities for using group psycho-social interventions as an opportunity to build social cohesion within fractured communities by forming single-sex support groups that reflect the diverse make-up of the surrounding community. In addition, the SRC seeks to develop functional relationships with existing organizations of persons with disabilities to enable better capacity to participate in decision making within civil society amongst other prioritized organizations.

Activities in Central and Southern areas

In 2019, the SRC will identify a location where it will launch area-based programming. Beyond 2019, DRC and NRC (and other SRC members who achieve registration) will work to integrate protection and social cohesion elements into SRC programming. They will strengthen their collaboration with Humanity Inclusion, HI, to examine how inclusive communities and markets can be more effectively promoted and adapt course curriculum and targeting modalities to better include persons with disabilities into existing vocational training programs. In newly reconciled areas, community engagement will be key to encouraging social cohesion due to donor redlines around engagement with local authorities.

The SRC will use lessons from the design and implementation of EU-supported area-based interventions to adapt and expand the approach to new locations. More participatory approach used as part of area-based programming may also prove useful in settings where an area-based design may not be appropriate due to the rapidly changing nature of the local context or the need for flexible interventions to respond to urgent needs. In recognition of the changing reality of access within Syria and the potential dismantling of the “Whole of Syria” approach, the SRC will explore the institutional environment across Syria to see where and how the consortium could aspire to engage authorities at a local level in order to build their technical expertise in areas relevant to resilience, their understanding of barriers to inclusion, and strategies for overcoming these barriers. In doing so, the SRC will align itself closely with the priorities and programming of the UN inside Syria, including the sectors and approaches prioritized by the Humanitarian Response Plans.

Whenever possible, SRC members in AOG areas will share program and operational information with SRC members having access in Damascus. This process will enable SRC members to effectively build on consortium experience in its own programming, as it looks to expand geographic access to newly reconciled areas. Consortium members will jointly explore implementation modalities to ensure that SRC capacity exists to absorb any increases in funding levels. This process will include continuing exploratory conversations on SRC membership with potential partners that are registered/having access in Damascus and have the technical expertise to contribute to the SRC’s Theory of Change. As part of this process, the SRC will continue to work with its existing local NGO partners inside Syria and will focus on building their capacity rather than on expanding the number of partners. The consortium’s Partnership Task Force will help coordinate this process.

Opportunities do exist, however, to identify potential local partners that may help the SRC strengthen its work to create inclusive communities and markets. The SRC recently conducted comprehensive stakeholder mapping in north-eastern Syria to understand modalities through which the consortium can engage with civil society, local governance structures, and other local organizations on inclusion. The results have demonstrated an openness and enthusiasm by local entities to work together on a range of key issues, including inclusive economic growth, the engagement of women and other marginalized populations in markets, and skill building of youth populations. While more work will be done over the next three years to assess capacity and analyze appropriate opportunities to engage with identified stakeholders, there is clear room to The SRC will accordingly seek to work with these actors in interventions promoting social cohesion, skill building and capacity improvement.

Strengthening Internal Collaboration Across Hubs

The consortium also recognizes the need to improve its internal functioning in several areas:

- Integrated programming will require a strengthened coordination “architecture” within each hub and consortium wide as well as protocols for collaboration. Coordination at the hub level has worked well where consortium members have committed to maintaining an Area Coordinator function and minimized gaps in staffing. With the introduction of integrated programming, the SRC will consider committing additional resources to support hub-based collaboration and learning, particularly in areas selected for area-based programming.
- In order for the SRC to more fully realize its value proposition of collective learning and impact, consortium members have called for better information sharing, including the sharing of individual member assessments and community data. As part of the Transitional Strategy, the Project Coordination Unit (PCU) has re-visited its information sharing protocols in 2019 in order to facilitate sharing of lessons learned within the consortium. This will guide collaboration over the course of this three-year strategy.
- The SRC will continue to document learning concerning the role of Area Coordinators as well as any reflections on the consortium governance structure as the result of the launch of area-based programming in 2019. These observations will help inform any needed adjustments to governance roles and responsibilities as the consortium implements its three-year strategy.

Conflict sensitive context analyses. UNDP

UNDP has been operational in Syria for nearly four decades, since 1975. Since the eruption of the crisis in Syria in 2011, UNDP has been engaged in the relief and humanitarian assistance efforts undertaken by a multitude of partners. UNDP has played a key role in helping identify community needs and priorities and support the development of longer-term development objectives. UNDP aims to support and strengthen the ability and resilience of the Syrian people and communities to adapt to their current challenges.

UNDP is actively operating in twelve governorates: Aleppo, Al-Hassakeh, As-Sweida, Damascus, Dar'a, Deir-Ez- Zor, Hama, Homs, Lattakia, Quneitra, Rural Damascus and Tartous. They work either through direct field presence, outsourced personnel, private service providers and/or with local partner such as non-governmental organizations, faith-based organizations, local authorities and local committees.

Advisor Set-up

The two proposed advisors will be working under the following draft terms of reference:

Background

Under the general direction of the HMC, the Advisor shall assist the department in the monitoring and implementation of its portfolio of engagement related to the Syria crisis. This includes, but is not limited to, monitoring implementation progress of existing engagements, represent Denmark in relevant coordination bodies, monitor contextual risks and challenges, communicate and follow-up with existing partners and engagements, as well as assisting in identifying and assessing potential new engagements.

Main responsibilities

Monitoring implementation progress of existing engagements

1. Review and comment on narrative reports received from engagement partners, to assess their progress up against results framework and provide feedback on quality, main issues and results and recommendations to HMC.
2. Review and analyse financial reports, tracking reported project expenditures, checking their eligibility and seeking clarifications from engagement partners on discrepancies or oversight in financial reporting. Provide feedback on financial reporting quality, issues and recommendations to HMC.
3. Review and follow-up on implementation plans and annual work plans and engage in discussion with engagement partners on adjustments needed to ensure timely and efficient delivery.
4. Monitoring the compliance of engagement partners with relevant Danida Aid management guidelines
5. Ad-hoc liaising with engagement partners to ensure timely information about progress, results and challenges are provided.
6. Ad-hoc site visits to verify activities and reporting by engagement partners, and to solicit relevant information, cases and stories from beneficiaries.
7. Gather, as relevant, necessary data to assist in documentation of the results, efficiency and impact of Danish support.

Contextual Analysis and Coordination

1. Engage and represent Denmark in relevant bilateral coordination meetings and activities, providing written report on strategic developments and plans of other like-minded donors in relevant sectors.
2. Engage and represent Denmark in relevant multilateral coordination meetings and activities, providing written report on strategic developments and plans of key international actors in relevant sectors.
3. Promote environmentally sustainable solutions.
4. Monitor local and international media for developments relevant to the engagements and sectors of Danish support. Specifically, monitoring policy developments, government plans and strategies and provide analysis on how these elements can impact engagements and Danish priorities.
5. Monitor broader regional development and trends, in particular related to Syrian refugees, returns, security, terrorism and stabilization and provide monthly written updates to HMC on key trends.
6. Advise HMC on how contextual changes, risks and opportunities impact programming and strategy and provide recommendations for future programming relevant given potential scenarios.

Identification, formulation and review of new and existing engagements

1. Review and provide preliminary assessments of incoming proposals for Danish funding/support.
2. Keep abreast of key activities, strategies and opportunities with relevant NGOs, international organizations and other donors for potential collaborations.

3. Support engagement formulation processes with relevant inputs to, among other, contextual analysis, risk assessment, partner considerations and descriptions, as well as liaise with potential engagement partners to obtain relevant inputs (e.g. work plans, strategy, results framework, etc.).
4. Supporting HMC and KFU in the coordination of formulation, identification and review missions to the field liaising with engagement partners and key stakeholders to arrange meeting and logistics.

Administration

1. Attend joint (headquarters and field) Task Force meetings and maintain close dialogue with other Danish advisors in the region.
2. Administering and participating in negotiations of modifications, extensions and amendments to engagement contracts
3. Manage relevant registration, insurance and other admin related issues related to the position in Jordan/Lebanon

Engagements 2020:

AFD

Since 1999, AFD has been present in Lebanon and signed over thirty financing agreements for a total amount of approximately EUR 1.1bn. Pre- Syria crisis the main focus was on water and sanitation, support for the productive sector and urban development. Since the Syria crisis and the spill-over effects in Lebanon, AFD included a focus on social sectors and management of the consequences of the Syrian refugee crisis. As such AFD overarching focus is now to reduce major vulnerabilities: the extremely weak state of public services, territorial inequalities, economic and social pressures caused by the presence of Syrian refugees, and the deterioration of the environment. Their implementation modalities includes grants, loans, guarantees, technical assistance, etc.) and is targeting both public authorities (ministries, municipalities), civil society and the private sector. To further focus the response, AFD launched the SAWA initiative in 2017 with the objective to *Build responses to help territories and societies deal with the social, economic, and political strains generated by the crisis: population displacement due to the conflict; social tensions and pressure on resources in neighboring countries, linked to the massive influx of refugees; saturation of essential public services (water, health care, education, etc.)*. It builds on a specific approach which includes placing AFD interventions in a development perspective, while responding to beneficiaries immediate needs, focus on preserving the social cohesion between communities, strengthening civil society and public actors and increase the cooperation between local, French, European and international actors.

AFD complements the existing strong presence of France in Lebanon with its long-standing historic ties and position as a key partner of the Lebanese government.

The partnership with AFD will be guided by the a MoU signed with the Danish Ministry of Foreign Affairs.

GCFF

The Global Concessional Financing Facility (GCFF) is a partnership sponsored by the World Bank, the United Nations, and the Islamic Development Bank Group to mobilize the international community to address the financing needs of middle-income countries hosting large numbers of refugees. By combining donor contributions with multilateral bank loans, the GCFF enables eligible middle-income countries that are facing refugee crises to borrow at below regular multilateral development bank rates for providing a global public good. The GCFF represents a coordinated response by the international community to the Syrian refugee crisis, bridging the gap between humanitarian and development assistance and enhancing the coordination between the UN, donors, multilateral development banks, and benefitting (host) countries. The GCFF includes Jordan, Lebanon and Colombia as benefitting countries. The GCFF is currently supported by Canada, Denmark, the European Commission, Germany, Japan, Netherlands, Norway, Sweden, the United Kingdom, and the United States.

Project partner	Priority area of support	Description	Location	Start Date & Duration	GCFF contribution
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World Bank	Livelihoods	One of the two projects approved at the inaugural GCFF Steering Committee meeting on July 28, 2016, in Beirut, this program began the process of bridging the gap between humanitarian and development assistance in international support for Syrian refugees and the communities that host them. In so doing, the project aims to turn the refugee crisis from a drain on Jordan's economy into an opportunity to help fuel the country's economic growth. The \$300 million program, which consists of both grants and loans with concessional interest rates, is helping to close the gaping government budget deficit brought on by the impact of the Syrian war and the influx of huge numbers of refugees. This is allowing the government, for its part, to move forward with three key reforms that are crucial to boosting the Jordanian economy even as the refugee crisis persists: 1) granting Syrian refugees work permits, 2) improving Jordan's investment climate, and 3) attracting investments	Jordan	2016	51.000.000 USD
EBRD	Water	This project – also approved at the inaugural GCFF Steering Committee meeting– aims to improve the operational capacity of the wastewater system serving 1.8 million inhabitants of the Greater Amman and Zarqa areas. The \$48 million project is funding construction of a new 30.4 km wastewater pipeline to link the severely overstrained Ain Ghazal pre-treatment plant on the outskirts of Amman with the As-Samra wastewater treatment plant, Jordan's largest such facility. The need for this project – implemented with support from the European Bank for Reconstruction and Development (EBRD) – stems from unprecedented population growth in the affected area driven primarily by the rapid influx of Syrian refugees.	Jordan	2016	2.000.000 USD
World Bank	Water	The objective of this \$250 million loan is to help Jordan confront severe strains in its electricity and water sectors, along with the two sectors' mounting public debt, both problems brought on by the influx of Syrian refugees. The program provides direct budget support to ease the government's debt servicing bill, and delivers technical assistance to support the government's efforts to reform the energy and water sectors. The reforms aim to improve the financial viability and increase recent efficiency gains in these two key sectors. The program, which is being financed and executed by the World Bank and builds on an earlier Bank assistance program, is officially known as the Second Programmatic Energy and Water Sector Reforms Development Policy Loan.	Jordan	2016	25.000.000 USD
World Bank and Islamic Development Bank (IsDB)	Health	This emergency loan program was established to maintain the delivery of primary and secondary health services to poor, uninsured Jordanians and Syrian refugees. The program is initially targeted at helping approximately 2.4 million people (2.1 Jordanians and 331,000 Syrian refugees), though the number of refugees covered may increase. The access of this population to critical health care is at risk, as the influx of large numbers of Syrian refugees has put severe strains on the delivery of basic health services. There is a shortage of health workers, and waiting times have increased.	Jordan	2017	34.900.000 USD
EBRD	Water	The goal of this loan program is to strengthen Jordan's resilience to the Syrian refugee crisis by addressing urgently needed rehabilitation of the wastewater treatment system in the north of Jordan, which hosts the largest number of Syrian refugees. Their presence has placed immense strain on already overstretched wastewater services. The total project cost is about EUR 44 million, including a grant of EUR 19 million from the EU Regional Trust Fund in Response to the Syrian Crisis, also known as the Madad Fund, and a EUR 25 million loan from the European Bank for Reconstruction and Development (EBRD).	Jordan	2017	2.500.000 USD

	Education	The Jordan Education Program for Results (PforR) seeks to improve the quality of education for both Jordanian and Syrian refugee children by expanding access and improving quality of early childhood education, improving teaching and learning conditions, reforming the student assessment and certification system, and strengthening the education system management. The result areas have a common objective to enhance the quality of education available to Syrian refugees. By 2022, an estimated 160,000 Syrian refugee children are projected to have benefitted from the Program's specific interventions. The Program targets an increased enrolment of 30,000 students into the formal sector. In addition, the Program provides a very comprehensive set of activities and actions for making the education system more results-oriented.	Jordan	2017	200.000.000 USD
	Livelihood	The Jordan First Equitable Growth and Job Creation DPL aims to set the foundations for higher economic growth in Jordan by supporting measures that improve the competitiveness and ability to export of Jordanian business, foster a more flexible and inclusive labor market and a more effective social safety net, and improve the Government's fiscal sustainability through revenue mobilization and more efficient government spending. These measures will benefit Syrians in the country by waiving work permit fees for them, increasing economic opportunities through work permit issuance in select sectors, introducing a minimum wage, and strengthening social assistance institutions. Other indirect benefits may come from the support to the development of services and SMEs in Jordan, a reduction in barriers in the labor market, as well as the implementation of a secured transactions regime, which will make borrowing easier for those without property.	Jordan	2018	500.000.000 USD
World Bank		This was the first GCFF initiative approved for Lebanon. Its objectives are to both improve the transport connectivity along select portions of the country's paved roads and create short-term jobs for Lebanese and for Syrian refugees. The \$200 million project is expected to directly create about 1.5 million work days through short-term jobs in the construction industry. Substantial additional jobs will be created in Lebanon's supply chain industries and engineering and consultancy services. Local economies will benefit from increased demand for local goods and services, while business competitiveness will improve due to improved road connectivity. The \$200 million project, financed and executed by the World Bank, includes a \$45 million grant from the GCFF.	Lebanon	2017	45.400.000 USD

Jordan Health Fund for Refugees (JHFR)

The overall objective of the Jordan Health Fund for Refugees (JHFR) is to support the joint Government of Jordan and international community effort to provide Syrian refugees with free access to national health care systems and life-saving interventions, in line with the commitments outlined in the Jordan Partnership Paper Brussels II Conference document.

MOPIC is fully responsible for providing oversight on the implementation of the Program, and for liaising and engaging with Donors, other Ministries (principally the Ministry of Health and the Ministry of Finance) and the National Audit Bureau, which are involved in the implementation, monitoring, reporting and audit of the Program.

Day-to-day implementation of the Program is the responsibility of MoH. This includes

- i. Overall responsibility for the planning, administration, personnel management, procurement, financial management, implementation, monitoring and reporting;
- ii. Maintain a separate Special Account in Jordanian Dinar (JOD) with the Central Bank of Jordan (CBJ) in which the Donors deposit their contributions;

- iii. Ensure that accounts for the Program are kept in accordance with applicable Government of Jordan laws and regulations;
- iv. Maintain a financial management system in accordance with mutually acceptable standards (national and international) which is adequate to track receipt of funds, Program commitments and expenditures for each agreed activity, and Program assets;
- v. Produce timely, relevant and reliable performance (narrative), financial and procurement information on planning and implementation of the Program, and monitoring of progress toward its objectives;
- vi. Provide sufficient qualified personnel and the necessary resources for the implementation, oversight, monitoring, reporting, and evaluation of the Program and for regular liaison and policy dialogue with the Donors;

Coordination among the participant is organized through the Steering Committee which provide a forum for technical discussion and strategic policy advisory support to the MoH in the development and implementation of the Program. The Steering Committee is chaired by the MoH and will include as members all participants of the JFA. The Steering Committee convenes every 3 months (quarterly). Its main responsibilities are to: review and approve Program annual workplans; monitor progress on Program implementation and performance; and identify, discuss and agree on necessary course corrections to ensure the Program meets its objectives. A joint evaluation will be conducted at the end of the programme if the participants decides.

The JFA is included below.

**Joint Financing Arrangement
On Support for the Jordan Health Fund for Refugees
Between
The Government of Jordan (represented by the Ministry of Planning and
International Cooperation)
And
The Donor Group
(Government of Denmark Ministry of Foreign Affairs,
United States Agency for International Development)**

1. Whereas the Government of Jordan, through the Ministry of Planning and International Cooperation (MOPIC), has requested the support of the Donor Group (Donors) to contribute to the Jordan Health Fund for Refugees (JHFR) to defray the costs of Syrian refugees' access to primary and secondary health care services in Ministry of Health (MOH) facilities. MOPIC and the Donors together are hereafter referred to as the Signatories. The list of signatory Donors is attached to this Joint Financing Arrangement (JFA) as Annex 1.

2. Whereas the Government of Jordan, through the MOH, and the Donors have agreed to jointly support the implementation of a Program for the JHFR covering the period 2018 to 2021 (hereinafter referred to as "the Program"), as outlined in Annex 2 to this JFA.

3. Whereas the Government of Jordan and the MOH have committed themselves to providing all Syrian refugees access to primary and secondary health care services in MOH facilities at the same rate as uninsured Jordanians, the Donors in turn have committed themselves to provide financial support for the Program as requested by MOPIC and MOH to help defray these costs.

4. Whereas the Donors intend to make available initial funding of at least DKK 60 million from the Danish Ministry of Foreign Affairs and USD 5 million from the United States Agency for International Development, equivalent to approximately JOD 10 million, in support of the Program. These funds complement other sources of funds, as well as technical and in-kind assistance, available for meeting refugees' health care needs in Jordan. Additional funds are expected to be made available in years 2 and 3 of the Program, subject to successful implementation.

5. Whereas the financial contributions of the Donors and any technical or in-kind assistance will be governed by the bilateral arrangements/agreements between MOPIC and the respective Donors.

6. Whereas the Donors have committed themselves to the principles of harmonisation as reflected in this JFA and strive for the highest degree of alignment with the budgetary and accountability system and legislation of the Government of Jordan and the MOH so as to enhance effective implementation, reduce administrative burden and minimise transaction costs,

7. Whereas the Signatories and the MOH have reached an understanding on common procedures for consultation and decision-making, disbursement, financial management, monitoring and reporting, review and evaluation, audit, and the exchange of information and cooperation amongst the Signatories and the MOH as reflected in this JFA,

8. Whereas respect for human rights, democratic principles, the rule of law and good governance, including the fight against corruption, which govern the domestic and international policies of the Signatories, are the fundamental principles on which the cooperation among the Signatories rests and which constitute essential elements of this JFA.

Therefore, the Signatories have decided as follows:

Section 1 – Goals of the Program and scope of the JFA

9. The overall objective of the Jordan Health Fund for Refugees (JHFR) is to support the joint effort of the Government of Jordan and the international community to provide Syrian refugees access to primary and secondary health care services in MOH facilities at the same rate as uninsured Jordanians, in line with the commitments outlined in the Jordan Partnership Paper Brussels II Conference document.

10. This JFA sets forth the jointly agreed terms and procedures for financial support to the Program in support of the overall objective of the JHFR and serves as a coordinating framework for consultation amongst the Signatories and MOH, for reviews of performance, for common procedures on disbursement, for monitoring, for reporting, and for audits.

11. The Donors will establish bilateral arrangements/agreements (e.g., project implementation letters, memoranda of understanding) that are compatible with the spirit and provisions of this JFA and will refrain, as far as possible, from setting conditions in the bilateral arrangements/agreements which contradict or diverge from the spirit or the provisions of this JFA. If there is any inconsistency or

contradiction between the terms and conditions of this JFA and any of the bilateral arrangements/agreements, the provisions of the bilateral arrangements/agreements will prevail. In so far as specific provisions of a bilateral arrangement/agreement deviate from the JFA, the Donor concerned will inform the other Donors thereof, by supplying a copy of it to each other Donor, and specifying the provision(s) concerned.

Section 2 – Responsibilities and Representation

12. MOPIC will be fully responsible for providing oversight on the implementation of the Program, and for liaising and engaging with Donors, other Ministries (principally the Ministry of Health and the Ministry of Finance) and the National Audit Bureau, which are involved in the implementation, monitoring, reporting and audit of the Program.

13. MOPIC delegates responsibility for day-to-day implementation of the Program to the MOH. MOH will be fully responsible for the implementation of the Program and for the management of the Donors' financial contributions through this JFA. MOH will present financial statements in accordance with an identified and applicable financial reporting framework – International Public Sector Accounting Standards (IPSAS) or other mutually acceptable standards (national or international). MOPIC and MOH affirm that the contributions from the Donors will be used only to cover expenditures directly related to the Program. This JFA is not a treaty and is not intended to give rise to rights or obligations under international law.

14. The Donors will not bear any responsibility and/or liability to any third party with regard to the implementation of the Program.

15. The MOH will:

- i. Have the overall responsibility for the planning, administration, personnel management, procurement, financial management, implementation, monitoring and reporting of the Program;
- ii. Maintain a separate JHFR Special Account in Jordanian Dinar (JOD) with the Central Bank of Jordan (CBJ) in which the Donors will deposit their contributions to be used exclusively for the Program;

- iii. Ensure that accounts for the Program are kept in accordance with applicable Government of Jordan laws and regulations;
- iv. Maintain a financial management system in accordance with mutually acceptable standards (national and international), as described in Section 6, Paragraph 31;
- v. Produce timely, relevant and reliable performance (narrative), financial, and procurement information on planning and implementation of the Program, and monitoring of progress toward its objectives;
- vi. Provide sufficient qualified personnel and the necessary resources for the implementation, oversight, monitoring, reporting, and evaluation of the Program and for regular liaison and policy dialogue with the Donors; and
- vii. Liaise with MOPIC and the National Audit Bureau in order to provide annual audits of the JHPR Special Account with management letters to the Donors in order to evaluate adherence to agreed procedures.

16. The Donors will:

- i. Support effective MOH leadership and decision-making, as well as implementation, monitoring, reporting and oversight of the Program, in recognition and re-affirmation of the principles of national ownership;
- ii. Align and harmonize their activities and interactions in support of effective and efficient Program implementation;
- iii. Consult with other donors and implementing partners contributing to meeting the health care needs of refugees in Jordan to ensure complementarity of efforts; and
- iv. Ensure transparency and predictability of financial support to the Program to the maximum extent possible by informing MOPIC and MOH as soon as possible of planned contributions or of any changes to planned contributions.

17. The Signatories and the MOH will cooperate and communicate with each other fully and in a timely manner on all matters relevant to the implementation of the Program. Signatories and the MOH will share all information on aid flows, technical reports and any other documentation/initiative related to the implementation of the Program.

18. The Signatories and the MOH will immediately and without undue delay inform each other of any circumstance which may interfere or threaten to interfere with the successful implementation of the Program, including credible suspicion of or actual fraud, corruption or other irregularity or impropriety,

and, with a view to resolving the issue, will call for a meeting to consult on remedial action to be taken.

19. In matters pertaining to the implementation of this JFA, the MOH will be represented by Eng. Huda Ababneh or other duly authorized representative. The representatives of each Donor will be stated in the bilateral arrangements/agreements. The Signatories and the MOH will provide notice in writing of any changes to its duly authorized representative.

Section 3 – Contributions

20. The Donors will confirm the amount and duration of their contributions through separate bilateral arrangements/agreements (e.g., project implementation letters, memoranda of understanding). The contributions of the Donors may be subject to the approval of their respective parliaments or legislative bodies and/or national appropriation rules.

21. Financial contributions will be deposited in a single, separate Jordanian Dinar (JOD) Special Account at the Central Bank of Jordan held in the name of the MOH, with any earned interest to be co-mingled and used in the same manner as contributions in furtherance of the Program. Any conversions of contributions made from foreign currencies to Jordanian Dinar will be calculated at the highest legally obtainable rate of exchange in Jordan on the date of transfer of the funds by the Donor.

22. MOH will immediately acknowledge receipt of each Donor contribution and indicate the equivalent in Jordanian Dinar, in writing, to the Donor in question.

23. The Donors will coordinate closely with one another and with the MOH on the amount and timing of contributions, taking into account historical and projected rates of primary and secondary health care services utilization by Syrian refugees in MOH facilities and progress toward agreed-upon performance indicators. Donors will make their best efforts to ensure collectively that contributions fully cover ongoing Program costs, as determined according to the approach outlined in Annex 2, Section B, or another mutually agreed costing methodology that uses validated data.

24. Should the collective financial contributions of the Donors not be sufficient to cover ongoing Program costs, MOPIC and MOH may re-consider the policy of providing Syrian refugees access to primary and secondary health care services in MOH facilities at the same rate as uninsured Jordanians. Should the

Government of Jordan seek to revise its policy, Donors may similarly seek revisions to or termination of this JFA, in accordance with its overall objective.

Section 4 – Consultations, Decision Making

25. Regular consultations among the Signatories and the MOH are considered critical to continued engagement by the Donors and effective implementation of the Program.

26. The Signatories and the MOH will meet at least quarterly (to include virtual participation for any Donor that may be unable to join the discussion in person) to discuss planning and implementation of the Program. The meetings will be called and chaired by the authorized representative of the MOH. The results of the meeting will be recorded in Agreed Minutes. The Agreed Minutes will be drafted by the MOH and sent to all Donors for their approval/comments, within one week after the meeting. The Donors will inform the MOH of their approval/comments within one week of receipt of the draft Agreed Minutes.

27. Additional consultation meetings may be requested by the MOH or the Donor(s) on any subject relevant to the planning and implementation of the Program.

Section 5 – Organisational Structure

28. Coordination among the Signatories and the MOH will be organised through the Jordan Health Fund for Refugees (JHFR) Steering Committee. Terms of Reference for this Steering Committee will be drawn up by the MOH and the Donors and agreed jointly among the Signatories and the MOH. Operating procedures will be included in the Terms of Reference.

29. The JHFR Steering Committee will provide a forum for technical discussion and strategic policy advisory support to the MOH in the development and implementation of the Program. The Steering Committee will be chaired by the MOH and will include as members all Signatories of the JFA; the Committee may invite other relevant stakeholders to participate on an ad hoc basis. The MOH will be responsible for the agenda, although the Donors may make proposals for the agenda. The Steering Committee will convene at least every 3 months (quarterly), or more regularly as required. Its main responsibilities are to: determine annual Program costing; review and approve Program annual

workplans, including the annual performance indicator targets; monitor progress on Program implementation and performance; and identify, discuss and agree on any necessary course corrections to ensure the Program meets its objectives.

Section 6 – Financial Management and Disbursements

30. MOH will perform financial management in accordance with sound financial management procedures, including internal control mechanisms of mutually acceptable standards (national or international). More specifically, the MOH will maintain a financial management system that is adequate to show:

- i. Total receipts into the JHFR Special Account (income), with breakdown by Donor and reporting of any interest earned; and
- ii. Total transfers out of the account (expenditures) made as monthly advances based on forecasted cashflow needs of the MOH's budget, with breakdown by the three costing components of primary health care services, secondary health care services, and other medicines, medical solutions, consumables and supplies, up to but not exceeding the total amount agreed in the annual costing.

31. On an annual basis for each year of implementation, the MOH will ensure the final annual financial statement of the JHFR Special Account is validated and signed by the appropriate financial authority within the MOH and submitted to MOPIC and the National Audit Bureau as the basis for the annual audit.

32. A common disbursement schedule will be agreed upon by MOPIC, MOH, and the Donors before the start of the Government of Jordan's fiscal year. It will take into account the cash flow needs for the implementation of the Program. The Donors will coordinate the timing and amount of their respective disbursements in such a way that the cash flow needs of the Program are satisfied and the common disbursement schedule is respected.

33. In their bilateral arrangements/agreements, the Donors will specify their respective disbursement schedules, which will be based on the agreed common disbursement schedule. The Donors will endeavour to ensure that sufficient funds are disbursed for the first two quarters of implementation within two weeks of approval of the Program annual workplan. The Donors endeavour to ensure disbursements are made as

soon as possible in the Government of Jordan's fiscal year to facilitate efficient and effective implementation of planned Program activities.

34. If the MOH carries out only part of the agreed Program activities, the Donors may adjust any outstanding instalments to be paid to the MOH accordingly on a fair *pro rata* basis, or may earmark the remaining part for the contribution for purposes to be decided on by the Signatories.

35. Funds which have been placed at the partner government's disposal and which remain after completion of the Program/JFA will be returned to the Donors or disposed of in accordance with the bilateral arrangements/agreements in proportion to the Donors' respective contributions.

Section 7 – Procurement

36. The MOH will perform all procurement in accordance with its procurement rules, guidelines and procedures. Donors reserve the right to assess the procurements and procurement capability of the relevant government institutions at any time, and the MOH and MOPIC will facilitate such assessment by making individuals and information available.

Section 8 – Reporting

37. MOPIC and the MOH will provide the Donors with all information relevant to the implementation of the Program. In particular, the Ministry will provide the following plans and reports:

- i. Annual workplan before the start of each year of implementation. The annual workplan will include financial, procurement and performance plans. The performance plan will include updated annual targets, subject to endorsement by the JHFR Steering Committee, for the common set of performance indicators (Annex 2, Section C).
- ii. Quarterly financial, procurement, and performance reports in April, July, and October of each year of implementation. The quarterly reports will track cumulative progress on implementation and performance and will compare actual progress for the current reporting period with planned progress over the same period in the annual workplan.
- iii. Annual financial, procurement, and narrative performance report in January of each year of implementation. The annual report will detail progress on implementation and performance as measured against the approved annual workplan, provide an analysis of progress towards the Program's overall objectives, and recommend adjustments to be made to reach Program objectives.
- iv. National Audit Bureau annual audit report of the JHFR Special Account following each year of implementation, as well as an accompanying management letter/action plan.
- v. Final financial and performance report covering the three years of the Program and highlighting the principal achievements and challenges faced during implementation.

38. In order to ensure productive discussions, MOPIC and MOH will provide the plans and reports outlined in the paragraph above to Donors in mutually agreed-upon formats to be developed through the process outlined in Annex 2, Section C to this JFA, and at least two weeks in advance of scheduled meetings to facilitate their review.

Section 9 – Review and Evaluation

39. A joint evaluation will be conducted at the end of the Program if the Signatories and the MOH so decide. Copies of the evaluation reports will be promptly shared with all the Signatories and the MOH. The costs of the evaluation will be borne by the Donors, unless otherwise decided by the Signatories and the MOH. In conducting the evaluation, reference will be made to the Guidance for Managing Joint

Evaluations, prepared by the OECD Development Assistance Committee (DAC) Network on Development Evaluation in 2006.

40. As far as possible, the Donors will refrain from conducting unilateral reviews/evaluations of the Program or JFA. However, when a Donor is required to conduct a unilateral review/evaluation, this Donor will consult with the other Donors in a timely fashion to discuss/reach a common position/decide on its Terms of Reference (ToR), composition and scheduling. MOPIC and MOH will be consulted immediately on the proposed schedule and ToR. The Donor concerned will immediately share the results of the review/evaluation with all other Signatories and the MOH.

Section 10 – Audit

41. MOPIC and MOH will provide all Donors with copies of the annual audit report of the JHFR Special Account conducted by the National Audit Bureau of Jordan. The annual report will be presented to the Donors promptly after its submission by the National Audit Bureau to the national parliament.

42. Audit recommendations or issues arising from the audit reports will be considered by MOPIC, MOH and the Donors and an agreed management response/action plan to address these recommendations and issues will be developed.

43. The Donors may request an external audit to be conducted in accordance with INTOSAI (International Organisation of Supreme Audit Institutions) or International Standards of Auditing. The Terms of Reference for the external audit will be agreed among the Signatories and the MOH. Donors will select an external entity to conduct the external audit, and the audit will be funded solely by the Donors, outside of their JHFR financial contributions.

Section 11 – Non-compliance, Force Majeure

44. In the case of non-compliance with the terms of this JFA and/or violation of the fundamental principles set out in this JFA on the part of the MOH or MOPIC, the Donors will call a meeting in order to reach a joint position on appropriate actions, which could include, inter alia, reclaiming the funds already transferred in whole or in part, seeking repayment by the Government of Jordan of misused

amounts to the JHFR Special Account and/or suspending further Donor disbursements for the Program. Non-compliance with the terms of this JFA could include, inter alia, substantial deviations from agreed plans and budgets, misuse of funds, failure to provide required reports, or non-compliance with agreed preconditions relating to the implementation of the Program.

45. If a Donor intends to suspend new disbursements or terminate its support, the Donor will call for a meeting with the other Signatories to discuss a possible joint position on the measures, remedial or otherwise, required. If a joint position cannot be reached, the Donor may inform the other Signatories of its intentions regarding the continuation or discontinuation of its support.

46. The Donors may suspend or reduce new disbursements in the event of extraordinary circumstances beyond the control of MOPIC and MOH which hinder effective implementation of the Program. If the Donors consider suspending new disbursements, they will consult with MOPIC and MOH for a reasonable length of time in advance. The suspension will be lifted as soon as these circumstances have ceased to exist and appropriate remedial actions have been implemented by MOPIC and MOH.

Section 12 – Corruption

47. The Signatories and the MOH will cooperate on preventing corruption within and through the Program financed by the Donors, and will require that the MOH's staff and consultants managing activities financed by the Donors refrain from offering third parties, or seeking, accepting or being promised by third parties, for themselves or for any other party, any gift, remuneration, compensation or benefit of any kind whatsoever, which could be interpreted as an illegal or corrupt practice. The Signatories and the MOH will take swift legal action to stop, investigate and prosecute in accordance with applicable law any person suspected of misuse of resources or corruption.

48. The Signatories and the MOH will promptly inform each other of any instances of inappropriate use of funds or corruption as referred to in this paragraph and of the measures taken as referred to in the previous paragraph.

Section 13 – Modification, Donor Accession, Withdrawal, Conflict with Bilateral Arrangements

49. The Signatories will annually review/discuss the implementation, application and effectiveness of the procedures outlined in this JFA.

50. Any modification or amendment of the terms and provisions of this JFA will only be approved if agreed in writing by all Signatories.

51. The Signatories welcome participation in this JFA by other Donors who wish to support the Program.

52. Upon a new Donor's written request and written acceptance of the terms and conditions of this JFA, MOPIC may, as an Annex to this JFA, give a Donor written authorisation to become a Signatory. MOPIC will consult with the other Donors in advance and furnish them with a copy of the exchange of letters.

53. Each Donor may withdraw/terminate its support for the JFA by giving the other Signatories three months' written notice. If a Donor intends to withdraw/terminate its support, that Donor will call for a meeting to inform the other Signatories of its decision and to consult with them about the consequences for the Program.

54. If there is any inconsistency or contradiction between the terms and conditions of this JFA and any of the bilateral arrangements/agreements, the provision of the bilateral arrangements/agreements will prevail. Insofar as specific provisions of a bilateral arrangement/agreement deviate from the JFA, the Donor concerned will inform the other Donors of such deviation and share with them the relevant provisions of the bilateral arrangement/agreement.

Section 14 – Dispute Settlement

55. If any dispute arises between the Signatories as to the interpretation, application or implementation of this JFA, they will consult each other in order to reach an amicable solution.

Section 15 – Entry into effect

56. This JFA enters into effect for MOPIC and a given Donor on the date of its signature by MOPIC and the Donor in question.

57. In the event this JFA is translated into Arabic or any other language, the signed English version shall be controlling.

Annexes:

Annex 1 – Joint Signatories

Annex 2 – Program Description

The draft results framework of the JHFR is presented below

Results	Indicators	Baseline	Targets	Source	Data collection	Frequency	Responsible
ULTIMATE OUTCOME							
1000 Improved and more equitable health for Syrian refugees in Jordan, particularly for women and girls.	1000.1 Maternal Mortality Ratio (disaggregated by age/nationality)	# of deaths per X live births ²⁴	NA	MOH	Surveillance national Register	Annually	MoH
	1000.2 Under-five Mortality Rate (disaggregated by sex/nationality)	19 per 1,000 live births	17 per 1,000 live births	JPFHS 2017-18	Review report	Every 5 years	MoH
INTERMEDIATE OUTCOMES							
1100 Improved provision of primary and secondary health services by MoH health facilities for Syrian refugees, particularly for women and girls.	1100.1 Vaccination rates (total and disaggregated by sex/nationality) ²⁵	Total: X% (m%; F%) Jordanian: Syrian: Other: (MoH 2017)	MoH to fill	Ministry of Health (MoH) / EPI	Routine data	Annually	MoH
	1100.2 # of ANC visits (total and disaggregated by nationality) in no less than three selected regional locations ²⁶	MoH to fill	MoH to fill	Ministry of Health (MoH)	Routine data	Annually	MoH
1200 Enhanced utilization ²⁷ of primary and secondary health services at MoH facilities by Syrian refugees, particularly for women and girls	1200.1 # of registered Syrian refugees with MOI cards receiving health services at primary service health clinics (disaggregated by sex)	<u>PHC</u> Total: 5,709,219 (53% ^m /47% ^f) Of which for Syrian refugees: Total: 90,345 (54% ^m /46% ^f) Utilization rate for Syrians: 1.58%	0.5% increase from 2017 utilization rates (PHC, SHC and average) PHC – 2.08%	Ministry of Health (MoH)	Routine Data	Quarterly	MoH
	1200.2 # of registered Syrian refugees with MOI cards receiving hospital health services as outpatients (disaggregated by sex)	<u>SHC</u> Total: 2,261,250 (46% ^m /54% ^f) Of which for Syrian refugees: Total: 53,656 (46% ^m /54% ^f) Utilization rate for Syrians: 2.37% (MoH, June to Dec 2017)	SHC – 2.87% Average – 2.31% 2019 targets	Ministry of Health (MoH)	Routine Data	Quarterly	MOH
	1200.3 # of registered Syrian refugees with MOI cards released from hospitalization (disaggregated by sex)	MoH to fill	MOH to fill	Ministry of Health (MoH)	Routine Data	Quarterly	MOH
IMMEDIATE OUTCOMES							

²⁴ MoH will be reporting on maternal health mortality from a newly introduced registrar that will record maternal deaths. The report is due in April and will have the disaggregation by nationality and age.

²⁵ Need to verify disaggregation and :

- What should be the vaccine indicator that is included in the MDA, i.e. % of infants by one year of age receiving DPT3?
- Is the data available by sex and nationality? EPI routine data is available by sex and nationality

²⁶ Disaggregation by nationality is not available but GoC TA will support MoH to collect it from selective locations (regionally representative)

²⁷ Enhanced utilization includes the increased use of services by Syrian refugees, as well as improved changes in health practices by Syrian refugees.

Results	Indicators	Baseline	Targets	Source	Data collection	Frequency	Responsible
1110 Increased capacity of MoH health facilities to provide primary and secondary health services for Syrian refugees particularly for women and girls	1110.1 % of Syrian refugees receiving information on family planning form healthcare center staff (as reported by refugees)	29% (2018)	53% (2019)	Health Access and Utilization Survey (HAUS)	Reports	Annually	JFA Signatories in coordination with UNHCR
	1110.2 # of comprehensive health center	102	2 centers annually (either new or upgraded from primary health centers to comprehensive centers)	2017 MoH Annual Report	Reports	Annually	JFA Signatories in coordination with UNHCR
1120 Increased capacity of MoH to manage data and disaggregate by sex, age, nationality, etc.	1120.1 # of actions (by type) implemented by MOH to disaggregate data by nationality implemented	0	4 actions	Tools-instruments and activities	Reports	Annually	MOH
1210 Improved access to primary and secondary services at MoH health facilities for Syrian refugees, particularly for women and girls	1210.1 % of adults with chronic conditions who weren't able to access medicine or other health services	48% (2018)	5% decrease (2019) 10% decrease (2020) 15% decrease (2021)	HAUS	Report	Annually	JFA Signatories in coordination with UNHCR
	1210.2 % of Syrian refugee families' monthly household income reported to be spent on health services	63.9% (2018)	5% decrease (2019) 10% decrease (2020) 15% decrease (2021)	HAUS	Report	Annually	JFA Signatories in coordination with UNHCR
1220 Increased awareness on policy change among Syrian refugees of primary and secondary health services, including those for women and girls	1220.1 Awareness of subsidized access for Syrians who have a MoI service card	65 % (2017)	5% increase (2019) 10% increase (2020) 15% increase (2021)	HAUS	Report	Annually	JFA Signatories in coordination with UNHCR
	1220.2 Syrian refugee sought services from government hospital (first facility)	14% (2018)	5% increase (2019) 10% increase (2020) 15% increase (2021)	HAUS	Report	Annually	
OUTPUTS							
1111 Policy change related to subsidized services for Syrian refugees' use of primary and secondary health services in MoH facilities at the same rate as uninsured Jordanians	1111.1 Policy for subsidized access approved	0	1	MoH	Council of Ministers decision	Once	MoPIC and MoH
1112 Circular on policy change produced by the MoH for distribution to all MoH health centres (including maternal and child health service) and	1112.1 # of Circulars on policy change produced	0	2 (1 to primary health clinics and one to secondary services)	MoH	Submission of MoH Circular to JHFR Steering Committee	Once or annually	MoH

Results	Indicators	Baseline	Targets	Source	Data collection	Frequency	Responsible
hospitals							
1113 Resources (human, equipment, supplies, etc.) provided to public maternal and child health programs to deal with additional clients (Syrian women refugees)	1113.1 Couple years of protection (total and disaggregated by nationality)	MoH to fill	1% annually	MOH	Routine Data	Annually	MoH
	1113.2 % of MoH service delivery points providing 4 modern contraceptives including IUD or Contraceptive Implants	MoH to fill	MoH to fill	MOH	Routine Data	Annually	MoH
1121 Technical assistance provided to MoH	1121.1 Action(s) taken to provide TA to MoH	0	4	MOH	Reports	Annually	MOH
1122 Data collection tools modified/developed to include fields for data on sex, nationality	1122.1 # of tools modified or developed (by type)	0	3 (total)	MoH	Reports	Annually	MoH
1212 Subsidies plan for primary, secondary, and maternal and child health services created	1212.1 # of subsidies created (by type)	0	MoH to fill	MoH	Reports	Once	MoH
1221 Circular on policy change related to subsidized services for Syrian refugees' use of primary and secondary health services at the same rate as uninsured Jordanians distributed to all MoH health centres and hospitals by the MoH	1221.1 # of primary and secondary health service providers distributed to (including maternal health clinic)	0	MoH to fill	MoH	Reports	Once	MoH

Annex 3: Process Action Plan (2019 only)

Task	Timing	Resp.	Docs.
Contracting of consultant	Early May	HMC	Contract
Assist finalising concept note for Danida Programme Committee	20 - 28 May	Consultant	Concept note
Danida Programme committee meeting	26 June	HMC/MENA	Concept note
Drafting of grant documentation	15 September	Consultant	Draft grant documentation
Desk appraisal	September / October		
Final grant documentation	8 October	Consultant	Programme Document
UPR	29 October	HMC	Programme Document, incl. front page
Finance Committee	November	UPF	Aktstykke (Finance act)
Agreements with partners	December -	HMC/MENA	Contract

Summary of recommendations of the appraisal

The final appraisal report must include this table summarising the recommendations regarding the further preparation of the Engagement “Support to Syria and Syria’s neighbourhood – Lebanon and Jordan, 2019 – 2020”. The recommendations of the appraisal report requiring action from the responsible unit are presented in the left column below, and the table must be signed by the appraisal team leader (TQS representative) and received by the responsible unit no later than 14 days after the end of the appraisal process. The right column is filled in by the responsible unit, when the final documentation has been prepared, and the table is forwarded to the Under-Secretary for Development Cooperation and TQS as soon as possible, and prior to the planned presentation of the appropriation to the Council for Development Policy.

Title of (Country) Programme	Support to Syria and Syria’s neighbourhood – Lebanon and Jordan, 2019 - 2020
File number/F2 reference	2019 - 35320
Appraisal report date	30 September 2019
Council for Development Policy meeting date	29 October 2019
Summary of possible recommendations not followed (to be filled in by the responsible unit)	

<p>Overall conclusion of the appraisal</p> <p>The Appraisal finds that the Engagement is relevant and timely under the current circumstances in the protracted Syrian crisis, which puts a heavy burden on neighbouring countries, albeit with relatively speaking less attention to the situation inside Syria. The Engagement document demonstrates good preparation building on overall lessons learned from previous engagements as well as review missions. It is a continuation of support for existing funding channels, which contributes to aid efficiency in a vast and varied donor landscape. The Engagement includes the establishment of two new advisor positions to strengthen monitoring and administrative capacity, which is relevant and necessary. However, a more holistic approach to monitoring, overall supervision and administrative follow up is needed to ensure compliance with the Ministry's authority responsibility for its vast engagement in the Syrian crisis.</p> <p>The Appraisal recommends the programme to proceed to the final approval stage taking into consideration the recommendations, as outlined below. This can be done in the form of revisions of the draft programme document, or by including in the final programme document explanations of how, the recommendations will be addressed during the inception phase.</p>	
Recommendations by the appraisal team	Follow up by the responsible unit
Rec. 1: Special attention should be given to the proposed sector budget support for the health sector in Jordan to ensure adequate follow-up and policy dialogue. It is recommended to describe how the sector budget support will be monitored.	Agree. The adviser to be posted in Jordan will collaborate daily with partners in relation to the health support. The partnership with other donors has been further highlighted in the text, incl. ongoing capacity building activities.
Rec. 2: The document should describe in more detail how to integrate cross-cutting themes, such as the HRBA, gender equality and youth with a view to obtaining concrete results on the ground.	Agree. Relevant sections in the document have been updated accordingly.
Rec. 3: More emphasis is attached to environmentally sustainable solutions, albeit without specific ideas on how this would be achieved.	Agree. Relevant sections in the document have been updated to highlight this priority, incl. as a priority in steering committees. Further, the next co-financing agreement with AFD is expected to promote environmentally sustainable solutions in Lebanon.
Rec. 4: A plan for communication of development results should be prepared taking into account that many of the partners have their own communication strategies and play a different role than a donor, also being an allied on one side of the conflict.	Agree. The plan will be elaborated during the inception phase of the engagement in collaboration with partners.

Rec. 5: The proposed review in early 2020 should be undertaken as an early inception review in the form of a stock-taking assessment with emphasis on an update of the context assessment and the analyses in addition to programming of the unallocated funds.	Agree. Text adjusted to reflect this proposal in the document.
Rec. 6: The management set-up appears to light with limited human resource capacity; the document should therefore explain how Denmark intends to maintain its influence with a view to securing Danish priorities and positions during implementation.	Document has been adjusted and expanded to better reflect Danish entry points for influence. In addition, with two new advisers the possibility to follow activities, dialogue with partners and influence decision-making will be considerably strengthened.
Rec. 7: In order to exercise sufficient follow-up and quality control it is recommended to strengthen the field level and make the proposed advisor positions in Beirut and in Amman responsible for quality control of partner reporting, including reality check in the field.	Agree. See above on Rec 6.
Rec. 8: The Programme Document should elaborate further on models for enhancing the professional capacity with a view to ensuring the Ministry's authority responsibility.	Agree. The MFA units' responsibility have been made clear with additional sections regarding "Management of the Danish contribution" under each proposed engagement.

I hereby confirm that the above-mentioned issues have been addressed properly as part of the appraisal and that the appraisal team has provided the recommendations stated above.

Signed in..... on the
Appraisal Team leader/TQS representative

I hereby confirm that the responsible unit has undertaken the follow-up activities stated above. In cases where recommendations have not been accepted, reasons for this are given either in the table or in the notes enclosed.

Signed in.....on the.....

Head of Unit/Mission

Guide to the use of the template for summary of recommendations of the appraisal

Purpose of the guide

Ensure consistent use of the template for presentation of the key recommendations of an appraisal. The text should be easily understood by members of the Council for Development Policy (and the general public) without reading the appraisal report and without having specialist knowledge of the technical issues dealt with. It should be clear from the summary if the programme is recommended or not recommended for approval.

When filling in the template ...

- Fill in the section on the ‘overall conclusion of the appraisal’, which summarises the relevance of the programme for the country in question and for Denmark, the assessment of the design of the programme, the assessment of the level of preparation of the activities, and the key reservations expressed by the appraisal.
- The ‘overall conclusion of the appraisal’ section can rarely be copied directly from the appraisal report but should be written with the members of the Council in mind. The appropriate length is 15-20 lines, and it makes it easier to read if it is structured in 3-4 brief sections.
- The ‘overall conclusion’ section should end by stating whether the programme is
 1. Recommended for approval with only minor adjustments
 2. Recommended for approval on the condition that substantial changes are made to the design
 3. Not recommended for presentation to the grant committee as it is not considered possible to make the necessary changes within the timeframe available.
- In case of country programmes, it should be clearly seen from the ‘overall conclusion of the appraisal’ if all thematic programmes are recommended for presentation to the grant committee, or if one of them is considered insufficiently prepared.
- Both ‘overall conclusions of the appraisal’ and the subsequent section on ‘recommendations by the appraisal team’ should be written without using abbreviations and technical expressions which are not generally understood.
- Write either “the appraisal has found/the appraisal recommends” or “it has been found/it is recommended” or simply “the time period of support should be extended” (not “the AT/the AM/the JAT recommends”).
- When filling in the sections under ‘recommendations by the appraisal team’, do not aim at commenting each of the proposed headlines but select the most relevant issues according to the appraisal and write at least four lines about each (if less is written, it becomes difficult to understand).

- Questions related to 'Justification of the programme', 'Identified risks and risk management' and 'Results Framework', should be anticipated and if the appropriation document is weak on these themes, the Council could wonder no recommendations are provided within these themes. It is important, therefore, to particularly consider these themes during the appraisal and when filling in the template.
- Sometimes elaborate recommendations are responded to only by 'agree' or 'done' by the responsible unit. If TQS sees a copy of the template before it is annexed to the appropriation document, the unit should be encouraged to elaborate on its answers.