



ANNEX J: Case Study of the Regional Development and Protection Programme (2014-2017)

Evaluation of the Danish National
Action Plans for the Implementation
of UN Security Council Resolution
1325 on Women, Peace and Security

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1 Summary

Phase I of the Regional Development and Protection Programme (RDPP) (2014-2018) has funded several projects which have made a positive contribution to the participation, prevention, protection and relief and recovery pillars of the United Nations Security Council Resolution (UNSCR) 1325. These projects appear to be relevant, appropriate and strategic investments by the Government of Denmark (GoD), as part of its efforts to contribute to the implementation of UNSCR 1325 and the advancement of the women, peace and security (WPS) agenda.

While some of the projects funded by Phase I of the RDPP delivered strong UNSCR 1325 and WPS related results, the integration of gender considerations generally appears to have been weak across the broader portfolio.

There is a question mark over the extent to which the third Danish National Action Plan (NAP) (2014-2019) influenced the design, monitoring, and evaluation of Phase I of the RDPP (2014-2018) and therefore its contribution to its results.

Implementation of Phase II of the RDPP (2018-2021) is still underway; therefore, there is an opportunity for the Danish NAP to help guide and strengthen the integration of gender considerations in the programme and advance the implementation of UNSCR 1325 and the women, peace and security agenda.

2 Introduction

This report presents one of six case studies conducted for the evaluation of two Danish National Action Plans for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security (2008-2013, and 2014-2019). As outlined in the inception report, the case studies form one of the core methodologies of the evaluation.

The structure of the case study is based largely on the first and second evaluation questions as outlined in the evaluation terms of reference (see Annex A of the evaluation report):

1. What results have been achieved in portfolios related to the NAPs?
2. Based on EQ1, what are the results of the NAPs against their stated objectives to address and enhance women's full and equal participation, protection of women, transitional justice and mainstreaming of gender equality in humanitarian efforts and international operations?

The structure of the case study has also been guided by the sub-evaluation questions organized according to the OECD/DAC criteria and included in the evaluation matrix (see Annex B of the evaluation report).

For the purpose of this case study, the evaluation team has reviewed the results from Phase I of the RDPP (2014-2018) and a select group of projects it funded, and explored the extent to which they constitute relevant, appropriate and strategic investments by the Government

of Denmark, as part of its efforts to implement UNSCR 1325 and advance the women, peace and security (WPS) agenda. The case study also identifies opportunities to strengthen the fourth Danish NAP and utilise its potential to improve the integration of gender considerations and advance the implementation of UNSCR 1325 and the WPS agenda through Phase II of the RDPP (2018-2021).

Interviews for this case study took place in person in Jordan and Copenhagen, and through phone or online calls. Interviewees included Danish Civil Servants, RDPP programme management staff and focal points from implementing partner organisations. A total of eight interviews were conducted. Whilst all interviews were transcribed, quotes and perspectives in this case study have not been attributed to specific interviewees to maintain a degree of confidentiality.

3 Background

3.1 Regional Context

The ongoing conflict in Syria created the largest displacement crisis in the world, with 5.6 million refugees seeking sanctuary in neighbouring countries, including Jordan, Lebanon and Iraq.¹ Lebanon hosts the most substantial proportion of refugees relative to the national population of any country in the world. An estimated 1.5 million Syrians live in Lebanon, 948,849 of which are registered as refugees.² Jordan hosts the second highest number of refugees per capita in the world, after Lebanon. 1.3 million Syrians are estimated to be living in Jordan, 671,551 of which are registered as refugees.³ The crisis in Syria has also had a devastating impact on neighbouring Iraq. Once in control of the Syrian town of Raqqa, the Islamic State of Iraq and Levant (ISIL/Da'esh) was able to capture a third of Iraq's territory in 2014, leading to mass death and destruction and internal displacement. As a result, a quarter of a million Syrians have sought refuge, settling in the Kurdistan Region of Northern Iraq, increasing the population of this autonomous region by 30%.⁴

The sudden and significant influx of refugees into Lebanon, Jordan, Iraq and other neighbouring countries has affected their economic growth, development, peace and security. National governments have struggled to meet the basic needs of refugees and their host populations and create sufficient employment and income generating opportunities. National governments have also had to be sensitive to the potential for conflict between refugees and host communities, given rising levels of poverty, unemployment and the deterioration of public services, notably in the healthcare, education, electricity, water and waste management sectors.

Within this already challenging context, Syrian refugee women and girls have been disproportionately impacted by the crisis, as highlighted by the key findings from a study

¹ UNHCR (2019) 3RP Regional Strategic Overview 2018-2019, Available at: <https://data2.unhcr.org/en/documents/details/67370>

² Ibid.

³ Ibid.

⁴ Ibid.

conducted by UN Women and published in 2018: *Unpacking Gendered Realities in Displacement: The Status of Syrian Refugee Women in Jordan, Lebanon and Iraq*.⁵

Key Findings:

- Women face **challenges registering in host countries**, due to the high cost of registration fees and the need to provide documentation which was left behind or lost during displacement.
- There are **limited employment and livelihood opportunities for women**, causing many to resort to harmful coping mechanisms, including borrowing money, restricting food intake, encouraging children to engage in labour, rather than attend school. Adolescent girls are very vulnerable to early child marriage, a common cultural practice and a strategy used to reduce household pressures.
- Women have experienced **significant changes in their roles and responsibilities** following displacement. Many have become heads of household, had to take on greater responsibility as a financial provider, and venture out into the community and seek employment, income generating and business opportunities.
- **Violence against women and girls is a big issue in Lebanon and Iraq.** In the Kurdistan region of Iraq, 47% of women stated that violence against women and girls was a problem in the community, with a further 12% describing it as a “major issue”.⁶ In Lebanon, 45% of women described violence against women and girls as a problem in the community, with 37% claiming that it had increased since the onset of the conflict.⁷
- Women reported receiving **insufficient and inconsistent levels of humanitarian assistance**, particularly in terms of food aid and cash transfers. Women also admitted to **not being aware of all the services that were available and difficulties with access** due to the location, the need to take transportation, concerns about the cost and security risks associated with travel, and being confined to the home due to household and caring responsibilities.

3.2 Programme Summary

The Regional Development and Protection Programme (RDPP) is a multi-donor initiative that aims to bridge the humanitarian-development-peace nexus through funding research and projects to help understand, plan for, and mitigate the impact of forced displacement of Syrian refugees on the national governments of Lebanon, Jordan and Iraq and host communities. For the first phase of the RDPP, the Government of Denmark, the European Union, and the Governments of Ireland, the Netherlands, the Czech Republic, Norway, Switzerland and the United Kingdom collectively invested 42 million Euros. The programme was managed by the Government of Denmark, through Programme Management Units based in Copenhagen, Denmark; Beirut, Lebanon; and Amman, Jordan. Phase I of the programme spanned the years 2014-2018. Phase II of the RDPP (2018-2021) is now underway and has an increased budget of 58.1 million Euros.

⁵ UN Women (2018), *Unpacking Gendered Realities in Displacement: The Status of Syrian Refugee Women in Jordan, Lebanon and Iraq*. Available at: <http://arabstates.unwomen.org/en/digital-library/publications/2018/12/unpacking-gendered-realities-in-displacement>

⁶ Ibid.

⁷ Ibid.

3.2.1 RDPP Phase I (2014-2018) Programme Goals and Objectives

The overall goals of Phase 1 of the programme were:

- 1) To ensure that refugees are fully able to avail themselves of a durable solution (voluntary return, local integration or resettlement) once the possibility arises as well as to encourage the ability of refugees to access basic rights, including freedom of movement; and
- 2) To support socio-economic development in host communities that will benefit both the host populations and refugees, and enhance the capacity of refugees, ensuring that, to the greatest extent possible, they contribute as positive development actors.

To accomplish these goals, Phase I of the RDPP (2014-2018) worked across four thematic areas, each with high-level objectives:

1. Research – The impact of displacement on refugees and host countries in Lebanon, Jordan and Iraq is better known and understood so that informed policy measures can be taken by decision-makers, including national authorities, civil society, the EU, and other humanitarian and development actors and donors.
2. Protection – Protection of refugees and asylum seekers in the region has been strengthened through promoting improved rights, appropriate legal assistance as well as capacity building of, and other types of support to, local and national authorities and civil society actors in the field of asylum and migration.
3. Advocacy and Political Dialogue – The rights of refugees have been upheld/improved through advocacy and political dialogue.
4. Livelihoods – Economic opportunities and livelihood capacity of vulnerable populations (both refugees and host communities) are enhanced in targeted areas (both in urban and encamped settings) to mitigate the negative impacts of displacement and maximize the opportunities arising from the presence of refugees.

In June 2017, Phase I of the RDPP was supporting 36 projects through 30 partnerships. The majority of projects were in Lebanon (45.5%), followed by Jordan (27.3%), then Iraq (9.1%), meanwhile 18.2% of activities were implemented regionally (see Table 1).⁸ All projects were categorised according to a single theme. The thematic area with the greatest number of projects was livelihoods (48.5%), followed by protection (30.3%), research (18.2%), and advocacy and political dialogue (3%).⁹ It is worth noting that many projects effectively combined two or more thematic areas, e.g. protection and advocacy.

⁸Ministry of Foreign Affairs of Denmark (2018) *Evaluation of the Regional Development and Protection Programme in Lebanon, Jordan and Iraq (2014-2017)*. Available at: http://um.dk/en/danida-en/results/eval/eval_reports/publicationdisplaypage/?publicationid=aaa865aa-7ad5-4733-9354-b60d8ed95a06 p.29

⁹ Ibid p.29.

Table 1: Total number of projects funded in each thematic area, as of June 2017¹⁰

Theme	Regional	Lebanon	Jordan	Iraq	Total Partners	Percentage (%)
Research	5		1		6	18.2%
Protection	1	8	1		10	30.3%
Advocacy		1			1	3.0%
Livelihoods		6	8	3	16	48.5%
Total	6	15	10	3	33	100%
Percentage (%)	18.2%	45.5%	27.3%	9.1%		

It is important to note that when calls for proposals were made as part of the first phase of RDPP (2014-2018), the selection criteria did not require partners to demonstrate meaningful consideration of gender in the design of projects and reflect this in results frameworks,¹¹ and therefore a systematic approach for mainstreaming gender and considering the role of and engagement with men and boys was not in place. In an interview with Karin Eriksen, RDPP Programme Coordinator based in Copenhagen, she explained that in light of lessons learnt from the first phase, in the second phase of RDPP (2018-2021), applicants project proposals are subject to a scoring system which assesses how gender sensitive the engagement is.

3.2.2 RDPP Phase I (2014-2018) Individual Project Goals and Objectives

Five projects funded by the RDPP were selected for closer analysis. Projects were selected in consultation with the Danish Ministry of Foreign Affairs (MFA) and the RDPP PMU Managers and were intended to provide a breadth of coverage and learning across RDPP's target themes and geographies.

1. Voice and Accountability for Syrian Women and Men¹²

The overall objective of this project was to help ensure a better quality of life for men, women, boys and girls in Lebanon (including Syrian refugees) through improved prevention and response to Gender-Based Violence (GBV). The project set out to achieve the following outcomes:

- To improve the participation of affected Syrian men and women to advocate for their rights, as well as development and humanitarian priorities.
- To improve the ability of national institutions to provide better service to survivors of GBV through capacity building, expansion of services and public awareness campaigning.

¹⁰ Ibid p.29.

¹¹ In the calls for proposals between 2014 and 2016 the following five selection criteria were used: 1. Relevance to the action. 2. Link with RDPP priorities and national strategic documents. 3. Coordination and synergies with national and international actors. 4. Design and logic of the intervention. 5. Previous experience with similar activities and capacity of implementation. In 2016 and 2017, an addition two criteria were added, one on innovation, the other on integrated approaches.

¹² Voice and Accountability for Syrian Women and Men Project Fiche.

This project was implemented over a period of 12 months between October 2015 and September 2016 by ABAAD-Resource Centre for Gender Equality, a regional non-governmental organization (NGO) with its Headquarters in Lebanon.

2. Strengthening Refugees Protection through Capacity Building of Lebanese Local and National Authorities

The overall objective of this project was to enhance the capacity of government institutions and civil society to support protection for Syrian refugees in Lebanon. The project set out to achieve the following results:

- Enhance law enforcement and security sector actor's understanding of human rights, in particular, refugee rights.
- Enhance the capacity of internal security forces and the municipal police to work in partnership with refugee communities in their policing.
- Enhance the refugee community's willingness and ability to work in partnership with authorities on policing.
- Improve universities understanding of and engagement in international refugee law and human rights.

This project was implemented by UNHCR and UNDP partners over a period of 36 months between December 2014 and December 2017.

3. Building Consensus on Legal Framework Modification to Combat Child Marriage in Jordan

The overall objective of this project was to help combat child marriage in Jordan through legislation enhancement and changing social attitudes. The project set out to achieve the following key results:

- Consensus reached among national stakeholders, sharia law judges, and parliamentarian and lawmakers on policy development and legislative modification on child marriage.
- Policy brief on child marriage developed.
- Masculinity programme piloted in a school helping to build student knowledge on positive masculinity and gender roles.

The Jordanian National Commission for Women, a semi-governmental body comprising representatives from ministries, national councils and institutions and civil society organisations (CSOs), implemented this project over a period of 7.5 months in Jordan between February and September 2018.

4. Improving quality and effective management of Gender Based Violence (GBV) mitigation and response services in the Kurdistan region of Iraq

The overall objective of this project was to improve the availability and access of women and girls to quality and multi-sectorial GBV prevention and response in line with the international standards and best practices. The project set out to achieve the following key results:

- Key policymakers and GBV service providers are capacitated on standardized GBV prevention and response and quality multi-sectoral service provision.
- Information on GBV, its prevention, mitigation and response is disseminated.
- Key policymakers are aware of the issue of mandatory reporting and its impact on survivor-centred approach.
- Development of an FGM strategy.

- Launch of a GBV hotline.
- Training shelter staff on standing operating procedures and best practice in GBV case management.

This project was implemented by UNFPA in the Kurdistan region of Northern Iraq over a period of 13 months between August 2017 and September 2018.

5. Supporting Economic Opportunities and Livelihoods in Jordan

The overall objective of this project was to help ensure refugees and vulnerable host communities impacted by the Syrian conflict and the resulting displacement crisis have improved livelihood opportunities and economic resilience. The project set out to achieve the following key results:

- Vulnerable Syrian refugees and Jordanians are prepared for employment and supported for self-employment.
- Safe employment and self-employment opportunities are created.
- Existing and new businesses are supported to grow.

This project was implemented by the International Rescue Committee (IRC) over a period of 16 months in Mafraq, Irbid and East Amman in Jordan between 1st September 2017 and September 2018.

3.3 RDPP Operational Model and Summary of Denmark's support

Table 2: P.27 of Ministry of Foreign Affairs of Denmark Evaluation of the Regional Development and Protection Programme in Lebanon, Jordan and Iraq (2014-2017)

Funding committed for four years by Donors to the RDPP			
Donor	Committed for four years	Received	% of total budget
EU	12,300,000 €	8,029,633 €	29,6%
DK	23,405,000 €	23,405,000 €	56,2%
IRL	2,500,000 €	2,500,000 €	6,0%
CH	1,411,000 €	1,411,000 €	3,4%
NL	500,000 €	350,000 €	1,2%
UK	500,000 €	499,618 €	1,2%
NO	452,000 €	344,436 €	1,1%
CZ	550,000 €	550,000 €	1,3%
TOTAL	41,618,000 €	37,089,687 €	100%

Phase I of the RDPP (2014-2018) was supported by eight donors: Denmark, Norway, the United Kingdom, Switzerland, the Netherlands, Ireland, the Czech Republic and the European Union. The total funding for the period 2014-2018 was approximately 41.6 million Euros, the largest donor being Denmark, which contributed 23.4 million euros, the equivalent of 56.2% of the total budget.

The programme was under the responsibility of the EU Directorate-General for International Cooperation and Development (DG DEVCO) and overseen by a Steering Committee, comprising donor representatives whose responsibility it was to discuss strategic decisions and help ensure that the selection of partners and projects were in line with the priorities of members.

The MFA managed the programme through a Programme Management Unit (PMU). This comprised a Programme Coordinator based in Copenhagen, three staff based in Beirut, Lebanon (a Programme Manager, an Operations Manager, and a Project Manager for Lebanon) and two positions in Amman, Jordan (A Liaison and Project Manager covering

partnerships in Jordan and Iraq and a regional Monitoring, Evaluation and Communications Specialist).

Phase I of the RDPP (2014-2018) worked with a range of implementing partners, including multilateral organizations such as UN agencies, INGOs, national NGOs and academic institutions. INGOs implemented the largest share of projects (43%), followed by national NGOs (27%), multilateral partners (21%) and academia (9%).

4 Results

4.1 Results against NAP indicators

The RDPP is referenced in the third Danish NAP (2014-2019), which includes a section dedicated to providing an overview of activities to advance the implementation of UNSCR 1325 and the WPS agenda. The following actions are listed:

1. Through support to the Legal Information Aid and Advocacy NGO based in Lebanon and Jordan increase access to assistance for refugees from Syria to solve issues related to housing, land and property, early marriage, personal documentation, domestic violence and other civil cases.
2. Through support to the NGO Advocacy, Lebanon, facilitate the access of refugees to national GBV mechanisms, and increase the participation of refugees in planning and accountability.
3. Support the Regional Development and Protection programme on the creation of short-term employment opportunities generated for men and women.

A corresponding set of indicators are also listed:

- 1a. Number of cases of domestic violence dealt with by the programme.
- 2a. Joint coordination between mechanism established by Ministry of Social Affairs, Ministry of Health and Ministry of Justice.
- 2b. Increase in the number of Syrian survivors of GBV cases addressed by national institutions.
- % of female refugees (including SGBV survivors) targeted by employment generation schemes.

This section of the third Danish NAP Results Framework does not clearly correspond with RDPP's own results framework and work across research, protection, advocacy and policy dialogue and livelihoods. This is due to both how the third Danish NAP indicators were developed (at the start of the third NAP phase, and without input from a wide range of Danish government staff and other partners), which is a wider issue discussed within the main evaluation report, as well as the nature of RDPP as a joint European engagement between eight European donors which cannot exclusively represent Danish priorities.

In attempting to measure results against NAP indicators, the evaluation team encountered a number of challenges, in part due to results captured in programme documentation not aligning neatly with some NAP indicators, and in some cases NAP actions not aligning with indicators. Nevertheless, some NAP results can be identified across the selected projects.

For indicator 1a:

- The Justice Centre for Legal Aid provided 2,651 legal services, 50.2% of which involved domestic violence cases, exceeding the target of 40%.¹³
- GBV survivors were also reached through ABAAD in Lebanon - 195 GBV survivors were recorded as accessing shelter services, exceeding the target of 150.¹⁴

For indicator 2a, it was unclear from project documentation what specific mechanism this indicator referred to and where it was planned to be implemented; however, there is some evidence of national mechanisms for GBV support being developed.

- Through support by ABAAD (Lebanon) a national GBV Task Force was established and standard operating procedures (SOPs) were created and have since been rolled out.

For indicator 2b, there is some evidence of national institutions supporting GBV.

- 6,337 GBV survivors received services from government institutions, supported by UNFPA (Iraq), slightly under the target of 7,000.¹⁵

For indicator 3:

- 131 women attended Microfinance for Women or other related microfinance information dissemination sessions provided by the International Rescue Committee in Jordan, exceeding the target of 110;¹⁶ however, other results related to employment generation schemes are not sex-disaggregated and so further impact is unknown. Further, no mention of GBV survivors as a target group is made.¹⁷

A more comprehensive set of results across the wider programme and within individual selected projects is presented in the following sections.

4.1 Results against internal results framework

4.1.1 Results Framework

Phase I of the RDPP (2014-2018) has a general programme results framework which sets out the overall objective of the programme and the objectives of its work across the four thematic areas of Research, Advocacy and Political Dialogue, Protection and Livelihoods, together with indicators to monitor and measure success. Some of the indicators reflect consideration of gender and WPS issues, but overall these issues have been poorly mainstreamed in the general programme results framework and there is little to no reference to the need to collect sex and age-disaggregated data at this level. The few examples of gender-sensitive and WPS-related outcome level statements and indicators that do exist are listed below:

¹³ Pathways to Justice: Empowering Syrian Refugees and their Host Communities in Jordan Project Fiche (Justice Centre for Legal Aid).

¹⁴ Voice and Accountability for Syrian Women and Men Project Fiche (ABAAD).

¹⁵ Improving quality and effective management of GBV mitigation and response services in the Kurdistan Region of Iraq (KRI) Project Fiche (UNFPA).

¹⁶ Supporting Economic Opportunities and Livelihoods in Jordan Project Fiche (IRC).

¹⁷ Although a scan of other RDPP project fiches suggests that some projects did track sex-disaggregated figures for women's participation in employment generation schemes, no data was obtained on GBV survivors as a target group within these engagements.

Examples of gender-sensitive and WPS-relevant indicators at the programme level are as follows:

1. Thematic Programme Area: Protection
 - **Outcome Statement 1.2.1:** Refugees and asylum seekers' rights have been upheld and their protection has been improved through improving the capacity of local civil society groups in the field of human rights and refugee assistance.
 - **Associated Indicators:** % of cases that deal with domestic violence. Target 20% by year 2017.
2. Thematic Programme Area: Livelihoods
 - **Outcome Statement 2.1.1:** Short-term employment opportunities generated for men and women.
 - **Associated Indicators:** % of women targeted by employment generation schemes (including SGBV survivors/women at risk).
3. Thematic Programme Area: Livelihoods
 - **Outcome Statement 2.1.2:** Targeted population is better equipped to access labour market through vocational training schemes, job placement services and/or support to business start-up.
 - **Associated Indicators:** Number of refugees and non-refugees who access labour market through the job-placement services, vocational training initiatives or start-ups supported by RDPP (disaggregated by sex and refugee/non-refugee).

Projects that received funding as part of Phase I of the RDPP also have individual results frameworks. There does not appear to be a guiding document, however, which makes clear the exact contribution of the individual projects to the RDPP and its overarching and thematic objectives, and whether the results from these projects inform the general programme results framework, and if so, how. It might be that such a document exists, but has not been shared with the Evaluation Team.

4.1.2 Overview of programme level results

The Evaluation Team does not have a complete Programme Results Framework for Phase I of RDPP (2014-2018) to refer to and assess whether the targets mentioned above have been met. As part of its efforts to evaluate the extent to which the results from Phase I of this programme and the projects it has funded have helped advance the implementation of UNSCR 1325 and the WPS agenda, the Evaluation Team have therefore reviewed the following documentation and conducted interviews with relevant stakeholders:

Ministry of Foreign Affairs of Denmark (2018) *Evaluation of the Regional Development and Protection Programme in Lebanon, Jordan and Iraq (2014-2017)*

The MFA commissioned an internal Evaluation of the RDPP in Lebanon, Jordan and Iraq (2015-2017) to provide an evidence base to inform the development of the next phase of the programme. This was published in April 2018. The Evaluation found that RDPP had proven to be an effective modality for facilitating a practical response to a protracted crisis and concluded:

- Projects funded by RDPP were contextually relevant.
- The effectiveness and impact of projects were enhanced by the flexible RDPP design and structure, which encourages dialogue and collaboration between a range of actors.
- Efficiency is found in the fact that RDPP enables both donor and operational partners committed to innovative programming to mobilize, collaborate and apply research and evidence in their work.
- Sustainability was encouraged through the commitment to working with national governments, local governments, research institutions and civil society.

In terms of lessons learnt, the Evaluation drew the following conclusions:

- Programme outcomes can be built on by creating synergies between livelihoods and protection programming and accepting that RDPP might be used to fulfil strategic gaps while the division between humanitarian and development programme funding continues to exist.
- Challenges to achieving programme outcomes might be overcome by a) preparing for the possibility of start-up delays, (ii) encouraging ownership from and accountability to donor delegations based in Beirut, Amman and Erbil/Baghdad, and (iii) recognition that the link from research to advocacy and policy dialogue involves being savvy about knowledge gaps and different stakeholders interests.
- The added value of RDPP as a funding mechanism can be maintained by a) recognition of the strengths in small-scale programming developed in close dialogue with partners, b) continued emphasis on use of the RDPP PMU to develop relationships with host governments and national NGOs, and c) recognition that RDPP might not be able to produce sustainable outcomes alone, but can and should focus on processes that contribute to institutional sustainability through capacity development for partners that are able to provide services and policy advice now and in the future.

The Evaluation makes only passing reference to the impact the Syrian displacement crisis has had on women and girls, and no reference to the opportunity the Syrian displacement crisis represents to advance implementation of UNSCR 1325 and the WPS agenda, or to any results from RDPP which might constitute UNSCR 1325 and WPS related achievements. .

When reviewing the research outputs listed under the RDPP in the Evaluation, it appears the research pillar of the RDPP was not used to conduct a specific study on the gendered impact of the Syrian displacement crisis, and/or the opportunities the situation presents to advance the implementation of UNSCR 1325 and the WPS agenda. This might have been used to inform the design of RDPP, other refugee-assistance programmes, and other developmental interventions in the region. It might also have been used as a tool with which to conduct advocacy with national governments and other relevant stakeholders.

Regional Development and Protection Programme Management Unit (2018) *Regional Development and Protection Programme Year 3 Annual Report July 2016-June 2017.*

The Evaluation does refer to the impact the Syrian displacement has on women and girls in the Executive Summary, which draws attention to:

- High unemployment among women and youth.
- High rates of GBV resulting from unsafe living conditions and conflict, frustrations due to protracted displacement and shifting gender roles, early child and forced marriage.
- Systemic GBV across all countries and a prohibitive legal framework which obstructs survivors seeking redress.
- High rates of conflict-affected sexual violence in the Kurdistan Region of Iraq, where women and girls have been fleeing Isis-controlled areas.

The Annual Report, however, only makes reference to one output-level result relevant to the advancement of UNSCR 1325 and the WPS agenda:

- In Lebanon, UNHCR is said to have conducted training for the Lebanese Internal Security Forces, the Lebanese Army and the Lebanese General Security on the approach when interacting with refugees and protection issues including human trafficking, child protection, gender -based violence, women's rights, non-refoulement, detention/ill-treatment, and civil status documentation.

4.1.3 Project level results

Voice and Accountability for Syrian Women and Men

Implemented by ABAAD- Resource Centre for Gender Equality over a period of 12 months between October 2015 and September 2015, the overall objective of this project was to help create a better quality of life for men, women, boys and girls in Lebanon (including refugees) through prevention and response to GBV. Notable results from this project which are relevant to UNSCR 1325 and the WPS agenda include:

- Engaged with 41 Syrian refugee female youth to encourage them to advocate for their rights through artistic expression and act as agents of change in their community.
- Organized and delivered a nationwide campaign on GBV, in line with the Global 16 Days of Activism to End Violence Against Women, which resulted in an increase in referrals to ABAAD's services.
- Organized and delivery an advocacy campaign, which led to the abolishment of a provision of Lebanese law which allowed rapists to escape punishment by marrying their victims.
- Provided protection to 195 GBV survivors through services provided through the Mid Way House shelter in Chekka North Lebanon.
- Working in partnership with the Ministry of Social Affairs and as part of a national GBV Taskforce, helped draft the first national Standard Operating Procedures, which sets out principles, procedures and roles in GBV prevention and response.
- Influenced the discourse on GBV prevention and response, stressing the importance of working alongside men and boys to encourage behaviour change and create positive role models of masculinity. This is a good example of where consideration of gender has informed project design and activities, with efforts being made to challenge traditional gender roles, relationships and dynamics, given the role these play in driving violence against women and girls.

In an interview with a representative from ABAAD, it was recommended that in the next phase of RDPP, implementing partners focused on achieving policy reform should be awarded flexible and multi-year funding, which would enable implementing partners to adjust their priorities and activities in response to fluctuations in the political climate. It was also recommended to improve information sharing mechanisms between RDPP implementing partners, so they could agree on common messaging about important and contentious issues, such as the return of refugees to Syria.

Strengthening Refugees Protection through Capacity Building of Lebanese Local and National Authorities

Implemented by UNHCR, UNDP partners over a period of 36 months between December 2014 and December 2017, the aim of this project was to enhance the capacity of government institutions and civil society to support protection for Syrian refugees in Lebanon, paying particular attention to the need to protect and respond to GBV against women and girls.

Notable results which are relevant to UNSCR 1325 and the WPS agenda include:

- Development of Standard Operating Procedures and Code of Conduct for municipal police and provision of training to municipal police stations to improve their communication on key protection issues, including GBV.
- Recruitment of women into internal security forces and municipal police force. This is a good example where consideration of women's right to participate in the administration of peace, security and justice informed project design and activities, resulting in an increase in new livelihood opportunities for women, and GBV survivors benefitting from improved policing practices.

It is important to note that in an interview with a representative of UNDP, it was said that funding from the RDDP to UNHCR and consequently UNDP stopped at the end of 2017, and that it was only with the support of other donors, such as the Governments of the Netherlands, Canada and the United Kingdom that the above results were able to be achieved.

Building Consensus on Legal Framework Modification to Combat Child Marriage in Jordan

Implemented by the Jordanian National Commission for Women (JNCW) over a period of 7.5 months in Jordan between February and September 2018, the aim of the project was to help combat child marriage in through legislation enhancement and changing social attitudes.

Notable results which are relevant to UNSCR 1325 and the WPS agenda include:

- Organized a series of high-level consultations with national stakeholders, including sharia law judges, parliamentarians, and lawmakers, as a result of which a consensus was reached to modify the law in one of the following three ways:
 - i. Restrict marriage until 18 and over
 - ii. Retain the exception but raise the minimum age for an exception to 16.
 - iii. Keep the minimum age of exception to be 15.
- A policy brief was launched in September 2018 under the patronage of the Minister of Social Development Her Excellency Hala Ltouf Bessesso, the Chairperson of the Ministerial Committee for Women's Affairs. A decision has since been made that the

minimum age a girl can marry is 18, while the minimum age for which an exception can be made is 16.

In an interview with a representative of JNCW, it was said that funding from RDPP also enabled the JNCW to pilot an innovative programme focused on combatting early child marriage by working with young students to challenge existing stereotypes and practices relating to masculinity and early child marriage. This is another positive example of where consideration of gender has informed project design and activities, with efforts being made to challenge traditional gender roles, relationships and dynamics, given the role these play in driving harmful traditional practices.

Improving quality and effective management of Gender Based Violence (GBV) mitigation and response services in the Kurdistan region of Iraq

Implemented by UNFPA in the Kurdistan region of Northern Iraq over a period of 13 months between August 2017 and September 2018, the overall aim of this project was to improve the availability and access of women and girls to quality and multi-sectorial GBV prevention and response in line with international standards and best practices. Notable results which are relevant to UNSCR 1325 and the WPS agenda include:

- Endorsement and roll out of GBV Standard Operating Procedures (SoP). GBV SoPs have been validated and rolled out in three governorates of the Kurdistan Region of Iraq (Erbil, Duhok and Sulaymaniyah), targeting stakeholders including policy makers, international and local NGOs, and service providers with information on GBV prevention and response and quality multi-sectorial service provision
- Improved government capacity in the clinical management of rape (CMR). CMR Protocol in line with international standards approved at both Iraq Central Government and Kurdistan Regional Government levels. Delivered a series of TOT workshops for Ministry of Health staff on CMR protocols.
- Improved management of GBV Shelters – These shelters are run by The Ministry of Social and Labour Affairs (MOSLA) runs four GBV shelters in the Kurdistan region and 1 in Baghdad. UNFPA has delivered training to staff on the management and day-to-day running of the shelters and will soon be partnering with MOSLA to establish a new shelter in Basra.
- Establishment and Improved Management of GBV Hotline – A GBV hotline has been established and is operational in three Governorates (Erbil, Sulaymaniyah and Duhok). The hotline received 4,000 calls over a period of six months. It is now scheduled to be rolled out countrywide upon further funding. UNFPA has delivered training to hotline staff, to improve their ability to respond sensitively and provide appropriate information and guidance on available services.
- Strategy to Prevent and Respond to Female Genital Mutilation, which is expected to be endorsed in 2019 after which there will be a series of trainings for relevant stakeholders.

The RDPP PMU Programme Manager based in Jordan suggested that this intervention was singled out for its results and its contribution to advancing the protection pillar of UNSCR 1325 and the WPS agenda. However, a UNFPA representative raised concerns about the sustainability of the intervention due to increasing shortages in humanitarian funding, as Iraq

transitions from a humanitarian to a development context. This is resulting in reductions in the number of women's centres UNFPA can support.

Supporting Economic Opportunities and Livelihoods in Jordan

Implemented by the IRC over a period of 16 months in Mafraq, Irbid and East Amman between 1st September 2017 and September 2018, the aim of this project was to help ensure refugees and vulnerable host communities impacted by the Syrian conflict and resulting displacement crisis have improved livelihood opportunities and economic resilience. With funding from RDPP, IRC was able to provide mentoring, enterprise and employability skills training, microenterprise grants and business development services, apprenticeships and job placements, as well as integrated protection services to 960 beneficiaries. Women and youth were reported by key informants to have been targeted as beneficiaries, but exact numbers cannot be given as data is not disaggregated by sex.

Representatives from both the IRC and Danish MFA noted that there were a number of challenges related to the successful implementation and achievement of results for this project, and others targeting women's participation in income-generating activities. These include the difficulties women face in juggling household and childcare responsibilities and participating in trainings, being engaged in regular employment and starting a business, and the potential for women's increased earnings to put them at greater risk of experiencing GBV from family members. IRC is planning on conducting further research on these issues and putting in place risk mitigation measures.

Note on Approach to Mainstreaming and Integration of Gender Perspectives

It is important to note that when calls for proposals were made as part of the first phase of RDPP (2014-2018), the selection criteria did not require partners to demonstrate meaningful consideration of gender in the design of projects and reflect this in results frameworks;¹⁸ therefore, a systematic approach for mainstreaming gender and considering the role of and engagement with men and boys was not in place. According to the Danish MFA, in light of lessons learnt from the first phase, in the second phase of RDPP (2018-2021), applicants' project proposals are subject to a scoring system that assesses how gender sensitive the engagement is.

5 Case study contribution to Danish NAP

5.1 Contribution of engagement to NAP objectives

The RDPP appears to be a relevant, appropriate and strategic investment by the Government of Denmark, as part of its efforts to contribute to the implementation of UNSCR 1325 and the advancement of the WPS agenda. The programme is also in line with the

¹⁸ In the calls for proposals between 2014 and 2016 the following five selection criteria were used: 1. Relevance to the action. 2. Link with RDPP priorities and national strategic documents. 3. Coordination and synergies with national and international actors. 4. Design and logic of the intervention. 5. Previous experience with similar activities and capacity of implementation. In 2016 and 2017, an addition two criteria were added, one on innovation, the other on integrated approaches.

priorities set out in the third Danish NAP (2014-2019), which includes supporting humanitarian partners to protect women and girls from the threat of sexual and gender-based violence and provide essential services to survivors, and link up with development efforts to promote their empowerment through access to education, employment and business opportunities.

5.2 Relevance of the NAPs to the case study engagement

This question is difficult to assess for RDPP since it is a multi-donor partnership between eight European governments, and therefore no reference is made to the third Danish NAP (2014-2019) in programme documentation. The third Danish NAP does not appear to have contributed to the significant results that have been achieved through this programme. Interviewees (with the exception of some staff members from the PMU) were not familiar with Denmark's NAP nor aware of its relevance to RDPP. Whilst the NAPs are relevant in their content, this link has not been strongly made to date, and there are opportunities to communicate this more clearly to Danish staff engaged in the programme going forward to strengthen alignment of Denmark's work under RDPP with the NAP.

5.3 The role of civil society

One of the strengths of the RDPP has been its willingness to fund CSOs directly, including women's rights organizations (WROs) such as ABAAD-Resource Centre for Gender Equality. In an interview conducted with a representative of ABAAD, this approach was described as "empowering" as it gave ABAAD the sense that they were viewed as partners in the design of the project, as opposed to just an instrument for implementation.¹⁹ RDPP should continue with this approach, also bearing in mind that rather than focus on the achievement of individual project results, which may not be sustainable in the long-term, it is instead advisable to earmark a portion of the RDPP budget for the capacity building of national and local actors and work towards institutional sustainability.

WROs have an important role to play in bridging the humanitarian-development-peace nexus and advancing the implementation of UNSCR 1325 and the WPS agenda. Interventions in crisis-affected contexts typically require both short-term emergency responses as well as longer-term programming that meets immediate needs and also lays the foundation for sustainable and peaceful recovery. WROs are on the ground before, during and after a crisis and can therefore respond to the immediate humanitarian needs of women and girls; build their resilience so they are better able to withstand and recover from future shocks; and, promote gender equality and women's empowerment, so women and girls are better able to claim and exercise their rights. As trusted and established members of the community, they are well placed to understand the distinct needs of women and girls in the specific context and respond appropriately.

¹⁹ Interview with Ghida Anani, Founder and Director of ABADD – Resource Centre for Gender Equality.

5.4 Resourcing and Sustainability

Within the RDPP Programme Management Unit, there is not a dedicated Gender Adviser to support with the integration of gender considerations and identification of opportunities to advance UNSCR 1325 and the WPS agenda into the overall RDPP programme design or build the capacity of implementing partners. This is a noticeable skills gap and undermines the ability to mainstream these considerations across the programme portfolio.

According to the budget for RDPP, it does not appear as though a portion has been earmarked for projects that specifically target gender equality and women's empowerment and the implementation of one or more of the four pillars of UNSCR 1325:

- I. *Increasing the **participation** of women in peace processes and decision-making.*
- II. *Contributing to the **prevention** of conflict and violence against women and girls.*
- III. ***Protecting** the human rights of women and girls.*
- IV. *Addressing women's and girl's needs in **relief and recovery**.*

It is also unclear as to whether a portion of the RDPP budget has been earmarked for the capacity of national and local actors, including WRO's, which is necessary to facilitate institutional sustainability.

6 Conclusions and recommendations

6.1 Overall conclusions

The Danish MFA has described RDPP as an effective funding modality for facilitating partners' response to the displacement crisis in Syria, and has been particularly lauded for its efforts to bridge the humanitarian-development nexus and support socio-economic development in Lebanon, Jordan and Iraq in a manner that improves the quality of life and wellbeing of refugees and host communities.²⁰ The RDPP has funded a number of projects that have made a positive contribution to the participation, prevention, protection and relief and recovery pillars of the UNSCR 1325. Together these project activities have helped increase women's participation in decision-making and the administration of security and justice, contributed to the prevention of conflict and violence against women and girls, sought to protect and uphold their human rights, and address their needs in relief and recovery efforts. These projects appear to be relevant, appropriate and strategic investments by the Government of Denmark, as part of its efforts to contribute to the implementation of UNSCR 1325 and the advancement of the WPS agenda. They also appear to be in line with the priorities set out in the third Danish NAP (2014-2019), which include, for example, supporting humanitarian partners to protect women and girls from the threat of gender-based violence and provide essential services to survivors, and promote women's empowerment through access to education, employment and business opportunities.

²⁰ Ministry of Foreign Affairs of Denmark (2018) *Evaluation of the Regional Development and Protection Programme in Lebanon, Jordan and Iraq (2014-2017)*. Available at: http://um.dk/en/danida-en/results/eval/eval_reports/publicationdisplaypage/?publicationid=aaa865aa-7ad5-4733-9354-b60d8ed95a06 P8-17.

The third Danish NAP (2014-2019) has not influenced the design, monitoring, evaluation of Phase I of the RDPP (2014-2018) because of both the multi-donor nature of RDPP and a lack of engagement between Danish NAP-engaged staff in Copenhagen and staff involved in RDPP implementation (e.g. in PMUs). It is also important to note that while some of the projects funded by Phase I of the RDPP (2014-2018) delivered strong UNSCR 1325 and WPS related results, the integration of gender considerations generally appears to have been weak across the broader portfolio. Implementation of Phase II of the RDPP (2018-2021) is still underway; therefore, there is an opportunity for the Danish NAP to help guide and strengthen the integration of gender considerations in the programme and advance the implementation of UNSCR 1325 and the WPS agenda going forward.

6.2 Recommendations

1. Revise the Danish NAP and Results Framework. Include a section which helps the reader to understand; first, the overall impact and outcomes of the RDPP and its work across research, advocacy protection, and livelihoods; second, the potential for its contribution to the Danish NAP and the implementation of UNSCR 1325 and the WPS agenda; and third, how the impact and outcome level results from the programme can feed into the global Danish NAP results framework under the fourth NAP.
2. Raise awareness about the Danish NAP internally among staff working for the Danish MFA, the RDPP Programme Management Unit (PMU) and externally among implementing partners.
3. Appoint a Senior Gender Adviser within the RDPP Programme Management Unit (PMU), who can help ensure that gender, UNSCR 1325 and WPS considerations deemed to be a priority by Denmark are strategically and meaningfully factored into the monitoring of Phase II of RDPP (2018-2021) and the design and selection of the projects it funds.
4. Pursue a twin-track approach to advancing gender equality, the implementation of UNSCR 1325 and the WPS agenda: that is, mainstreaming across the RDPP Phase II (2018-2021) programme portfolio, as well earmarking a proportion of the overall programme budget (e.g. 10 %) to fund specific projects targeting one or more of the four pillars of UNSCR 1325.
5. Earmark funds for the capacity building of partners, particularly women's affairs machineries and WROs, to work towards longer-term institutional sustainability.
6. Provide implementing partners with general training on gender mainstreaming, including the collection of sex and age-disaggregated data and the development of gender-sensitive results and indicators. Improve the quality of mainstreaming by ensuring the integration of gender considerations throughout each stage of the project cycle and budget and reporting requirements.
7. Provide implementing partners with specific training on UNSCR 1325 and the WPS agenda, its contextual relevance in the Middle East and North Africa in the wake of

the Syria Displacement Crisis, and guidance on its practical application in project design.

8. Ensure that robust gender-sensitive research and gender analysis informs the design of individual projects, and where evidence is limited, commission partners to undertake further study.
9. Integrate gender, UNSCR 1325 and WPS considerations and commitments into existing live RDPP Programme Management Tracking System. When the RDPP PMU decides to fund a new project, the tracker should be updated, so it is clear the contribution this project will make to these specific commitments.
10. Strengthen accountability mechanisms within the RDPP PMU and the Danish MFA that oversee the Danish NAP, so those responsible for approving RDPP projects and authorising expenditure are held to account by the MFA for consideration of gender, UNSCR 1325 and WPS agenda and for meeting agreed targets.

7 References

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Social Development Direct

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T: +44 (0) 203 948 1985

E: info@sddirect.org.uk

Office 6.10 Tintagel House,
92 Albert Embankment, London, SE1 7TY, UK

www.sddirect.org.uk

