



Australian Government
Department of Foreign Affairs and Trade

**Australian
Aid** 



SYRIA CRISIS HUMANITARIAN AND RESILIENCE PACKAGE - DESIGN

February 2017

EXECUTIVE SUMMARY

This document outlines the design for a three-year \$220 million package of assistance in response to the Syria crisis. It is an ‘umbrella’ design, providing the framework for a series of investments which will be delivered over the life of the package.

The conflict in Syria has created one of the biggest humanitarian crises in the world today. More than five years of civil war have left an estimated 13.5 million people inside Syria (6 million of these children) in need of humanitarian assistance, including 6.1 million who are internally displaced. A further 4.8 million Syrians are registered refugees in neighbouring countries (Turkey, Lebanon, Jordan, Iraq and Egypt). Around 90 per cent of these reside outside of refugee camps in urban centres or informal settlements, largely in areas that were already considered poor.

The protracted nature of the Syria crisis means that short-term humanitarian assistance alone is no longer sufficient. Greater support from the international community to build resilience and self-reliance of refugees and refugee-hosting countries is needed.

Under this funding package, DFAT will develop a series of well-planned investments through to FY2018-19, which will contribute to four end-of-program outcomes:

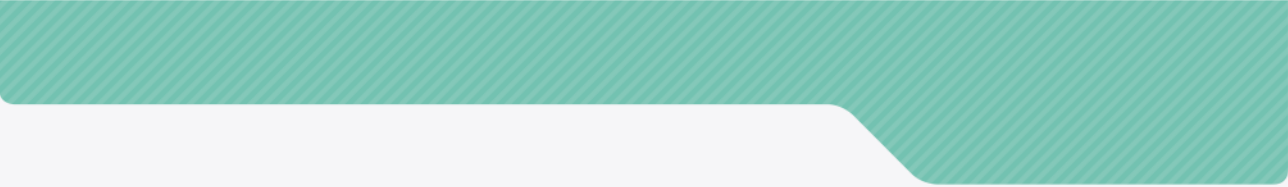
1. People in Syria affected by the crisis have increased access to quality humanitarian assistance and protection services
2. People in Jordan and Lebanon affected by the crisis have increased access to quality humanitarian assistance and protection services
3. Improved access to quality education systems for disadvantaged children in Jordan and Lebanon, including Syrian refugees and local populations
4. Increased access to decent work and income generating opportunities in Jordan and Lebanon, including Syrian refugees and local populations.

These outcomes will be achieved by funding activities organised under three programmatic components:

1. Component 1 – Humanitarian assistance and protection inside Syria
2. Component 2 – Humanitarian assistance and protection in Jordan and Lebanon
3. Component 3 – Improved access to quality education and livelihood opportunities in Jordan and Lebanon for refugees and local populations.

Under Components 1 and 2, DFAT will provide predictable, flexible and largely unearmarked funding to existing partners to meet immediate humanitarian and protection needs in Syria, Jordan and Lebanon. This will allow gaps in response efforts to be filled rapidly and emerging priorities to be met. Funding for these components will be channelled through World Food Programme (WFP), UN Refugee Agency’s (UNHCR’s) appeals, and international humanitarian organisations.

Component 3 will provide targeted funding in Jordan and Lebanon to support their response to the Syria refugee crisis. Funding under this component will focus on key funding gaps in Jordan and Lebanon’s response strategies where Australia can make a meaningful contribution. The majority of funding under Component 3 will focus on the education response, in line with Jordan and Lebanon’s education response strategies. It will be largely channelled through UNICEF in both countries, although the potential to support



Jordan's Ministry of Education directly, in line with other donors, will be explored in later years. DFAT will coordinate with both governments and other education donors to ensure we are meeting the most pertinent needs. DFAT's livelihood investments will initially focus on small-scale pilot programs that have the potential to be scaled up should the environment allow.

As key priorities for Australia's humanitarian assistance, gender equality and women's empowerment, disability inclusiveness and protection will underpin this package and guide the way in which Australia selects and engages with partners in the region. As outlined in DFAT's *Humanitarian Strategy (2016)*¹, DFAT's approach to delivering on its humanitarian strategic objectives is informed by thematic priorities that are central to the efficacy of all Australian aid. These thematic priorities will be integrated throughout the design, implementation and evaluation of DFAT's humanitarian policy and programming. Given Australia's championing of the Charter on Inclusion of Persons with Disabilities in Humanitarian Action at the World Humanitarian Summit and our strong track record on disability-inclusive development – particularly in education – this is one area where we can add a great deal of value.

The package is considered high risk. Given the focus on education, and DFAT's inability to directly monitor activities in Syria, child protection and fraud control will present as the main safeguard and risk issues for the package. A full risk assessment will be conducted and risk management plan developed for each individual investment under this package that assesses programmatic, financial, operational and reputational risks, including the risk of fraud.

¹ See <http://dfat.gov.au/about-us/publications/Documents/dfat-humanitarian-strategy.pdf>

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ANALYSIS AND STRATEGIC CONTEXT

Humanitarian Overview

The conflict in Syria has created one of the biggest humanitarian crises in the world today. More than five years of civil war have left an estimated 13.5 million people inside Syria (6 million of these children) in need of humanitarian assistance, including 6.1 million internally displaced. Gaining access to people in need and protecting civilians are the biggest challenges facing humanitarian actors. An estimated 4.89 million people are in areas regarded as “hard-to-reach” by the UN, which includes 974,080 trapped in besieged locations. All parties to the conflict deny access to humanitarian assistance, and protection of civilians is of paramount concern. The Syrian regime’s employment of siege tactics and its indiscriminate use of barrel bombs and airstrikes, as well as shelling by non-state armed groups, continues to kill, injure and displace civilians. Nearly 60 percent of hospitals are either closed or only partially functioning. Food assistance continues to be a priority, with 9.4 million people requiring food assistance.

A further 4.8 million Syrians are registered refugees in neighbouring countries (Turkey, Lebanon, Jordan, Iraq and Egypt). Around 90 per cent of these reside outside of refugee camps in urban centres or informal settlements, largely in areas that were already considered poor. As the crisis persists, refugees are finding it more and more difficult to meet their basic needs.

While Turkey hosts the largest number of refugees (2.7 million), Jordan and Lebanon are arguably more impacted by the crisis. They are much smaller nations that are less equipped to manage the number of registered Syrians seeking protection within their borders (656,000 and 1 million respectively). The conflict in Syria and the influx of refugees has had an adverse impact on economic and development gains, as well as a significant impact on the social fabric and stability of these countries. Both countries have seen significant demographic change as a result of the crisis, with Syrian refugees comprising 10 per cent and 25 per cent of their populations respectively. This is placing an immense strain on local infrastructure, resources and services. All of Syria’s neighbouring states have restricted admission to their territories. Internal displacement is expected to continue rising as a result; hundreds of thousands of people are already stranded at borders. For instance, more than 75,000 people are stranded in the desert on the Syria-Jordan border in an area called the berm.

An imminent and sustained political solution to the conflict in Syria appears unlikely. The country’s economy and infrastructure have been left devastated and fighting continues. Consequently, the humanitarian and protection situation inside Syria is expected to continue to deteriorate, and refugees will not be able to return home in significant numbers any time in the foreseeable future. Foreign aid to the region will almost certainly be needed for years to come.

Education and Livelihoods Sector Overview

Education is central to building individual skills and promoting stability, particularly in the wake of growing radicalisation in the region. It also offers an investment in the longer term potential of refugees to successfully repatriate to Syria when the situation allows and employment opportunities improve. Many refugees in Jordan and Lebanon continue to lack access to quality education and economic opportunities, which has led to an increase in negative coping mechanisms and protection concerns. Public schools in both countries have expanded to offer double shifts to absorb the additional Syrian students. In 2015-16, there were 98 double shift schools in Jordan and 234 in Lebanon. Prior to the conflict, almost all Syrian children were enrolled in primary school. Although there have been improvements in recent years,² 52 per cent of school-aged Syrian refugee children in the region are out of school.³ This is due to a number of factors, including financial barriers, lack of safe transport, and overcrowding in schools as a result of a lack of available space.

For many Syrian refugees, access to formal employment over the course of the crisis has been limited due to limited legal status and costs associated with work permits. As a result, many refugees work illegally for low pay or send their children to work as they are less likely to be questioned by authorities. With so few income-earning opportunities available, refugees are becoming increasingly reliant on humanitarian assistance as the crisis persists, and are engaging more often in negative coping behaviour such as skipping meals, liquidating assets, increasing debts, child labour and early marriage.

Gender Equality and Disability Inclusion

As the situation for Syrian refugees deteriorates across the region, women and girls continue to bear the brunt of the crisis. A recent Islamic Relief report found that, “Women now find themselves not only as refugees but also trying to make ends meet alongside responsibility for paying the bills and caring in the home, away from their traditional sources of support.”⁴ On top of the difficulties faced by most Syrian refugees in accessing income-earning opportunities, women face additional challenges in securing employment. This is due to a lack of culturally ‘suitable’ work environments, a lack of relevant skills and/or carer responsibilities. The unemployment rate of young women is particularly high across the region as a whole, exceeding young men by about 22 per cent.⁵ However, according to a UN Women report on the resilience of refugees in Jordan’s Zaatari camp, women consider “economic opportunities as the key priority for support from international donors and partners.”⁶ Women participating in cash-for-work activities in Zaatari reported developing a greater sense of purpose, self-esteem and dignity from being able to provide for their family’s basic needs. Gender based violence is also a significant protection issue that affects the situation of women and girls in communities and the workplace.

In the education system, refugee girls are at a particularly high risk of dropping out. Many parents are afraid of sending their daughters to school because of a lack of transport and a fear they might not be safe. In addition, early marriage among Syrians has dramatically increased as the crisis has continued. Girls are being married off to reduce the number of people in a household and ease financial pressure, or as a form of ‘protection’ by their families, demonstrating the connectedness between economic vulnerability, protection

² The education response to date has largely concentrated on addressing immediate needs, such as paying school fees and supporting host governments to expand double shifts. In 2015-16, over 145,000 Syrian students in Jordan and 158,500 refugee children (mostly Syrian) in Lebanon were enrolled in public schools.

³ 3RP Education Regional Monthly Update August 2016. Regional countries include Turkey, Lebanon, Jordan, Iraq and Egypt.

⁴ Islamic Relief (2016) *Invisible lives: How the international community is failing Syrian refugee women*.

⁵ 3RP Regional Refugee and Resilience Plan in Response to the Syria Crisis: 2016-2017 Regional Strategic Overview.

⁶ UN Women (2016) *Restoring dignity and building resilience: Monitoring report on UN Women’s programming in Zaatari refugee camp*.

challenges and access to education. In Jordan, the rate of child marriage among Syrian girls has increased from 12 per cent in 2011 to 35 per cent in 2015; a figure that continues to rise.

Men and boys also face their own specific protection challenges. A report by the International Rescue Committee found that refugee men are disproportionately affected by targeted violence, with two-thirds of those surveyed in Lebanon reporting having experienced threats to their personal safety.⁷ In addition, it found refugee men are generally not prioritised by the humanitarian system and are often not able to access support when they need it. Boys are also more likely than girls to be withdrawn from school to engage in employment. CARE found that 19 percent of adolescent boys (age 15-18) in Jordan had dropped out of school to work.⁸ Disempowerment of men and changing social norms can lead to an increase in sexual and family violence.

Disability inclusion is particularly poor in the response to the refugee crisis, and data is not available in many cases. Stakeholder consultations in Jordan and Lebanon identified this as a weakness across the entire international response. Disability is used as a criterion to assess vulnerability, and there are some strong standalone programs on physical rehabilitation and infrastructure accessibility. However, there is ongoing stigma around intellectual disability in particular, and access to education and livelihood opportunities is very limited – especially for females with a disability. As a result, Handicap International in Lebanon views the need to tackle community discrimination as a priority to help support inclusion.⁹

Evidence Base and Lessons Learned

Australia has provided more than \$213 million in humanitarian assistance in response to the Syria crisis since 2011, largely consisting of periodic grants to international agencies and NGOs. An independent evaluation of Australia's Syria response by the Office of Development Effectiveness¹⁰ found this limited our ability to take a more strategic approach to the humanitarian response, develop deeper partnerships with refugee-hosting governments and key implementing agencies, and respond to longer term needs. It also impacted on our ability to provide a common theme or narrative to Australia's assistance.

To date, the international response both inside Syria and in neighbouring countries has been characterised by funding shortfalls and unpredictable allocations, which has hampered agencies' ability to plan ahead. This aligns with findings in the independent evaluation: "The funding mechanisms employed for the response have been timely and flexible, but do not provide the predictability now required in the form of multi-year funding."

The focus on meeting immediate needs – while still important given the ongoing conflict – has recently given way to a stronger emphasis on programming that builds resilience of systems in refugee-hosting countries and of vulnerable populations impacted by the crisis. The Supporting Syria and the Region Conference was held in London on 4 February 2016 to generate new funds for assistance inside Syria and across the region into future years. It signified a paradigm shift in the international response to the crisis by taking a much longer term view to planning. The focus was on protecting civilians, improving access to quality education and increasing livelihood opportunities across the region – for Syrians and affected refugee host communities.

⁷ International Rescue Committee (2016) *Vulnerability assessment of Syrian refugee men in Lebanon*.

⁸ CARE (2015) *Syrian refugees facing risks as child laborers, lose education, says CARE* <http://www.care.org/newsroom/press/press-releases/syrian-refugees-facing-risks-child-laborers-loss-education-says-care>

⁹ Ibid.

¹⁰ <http://dfat.gov.au/about-us/publications/Pages/australias-humanitarian-response-to-the-syria-crisis-evaluation-report.aspx>

Jordan and Lebanon both committed to having all children in education by the end of the 2016-17 school year, and announced new education strategies at the conference: Accelerating Access to Quality Formal Education in Jordan and Reaching All Children with Education (RACE) Phase II in Lebanon. These strategies build on the emergency education response to date, though take a longer term approach to the crisis by addressing the need for more robust government systems, a context-specific curriculum, and better access to formal qualifications. They aim to deliver:

1. improved access to education (including through expanding and rehabilitating schools, regulating non-formal education, providing catch-up classes and developing technical and vocational education); and
2. improved quality of services (including through curriculum reform, teacher training and strengthening national education systems).

Jordan and Lebanon also committed to opening up job opportunities for Syrian refugees on the basis that donors support job creation programs and help attract foreign investment to both countries. As foreshadowed at the conference, the EU signed a new trade agreement with Jordan in July allowing tariff-free export of several Jordanian-made products. However, it will still take some time for this to translate into the 200,000 job opportunities for Syrians committed to in London – particularly given unemployment across Jordan reached almost 15 per cent in the first quarter of 2016; the highest rate in eight years. In addition, while Jordan suspended work permit fees for Syrian refugees in February, many Syrians have held off applying out of fear they would then lose their humanitarian assistance. Progress on access to employment in Lebanon, meanwhile, has been difficult to achieve.¹¹

Details of Jordan and Lebanon’s commitments at the *Supporting Syria and the Region Conference* can be found in the Jordan Compact and Lebanon Statement of Intent.¹²

Strategic Setting

The international response to the Syria crisis is coordinated under the UN-supported Syria Humanitarian Response Plan (HRP) inside Syria, and the Regional Refugee and Resilience Plan (3RP) in neighbouring countries. In addition, other international humanitarian organisations have their own appeals that operate independent of UN response efforts. Such plans align with the affected governments’ own response priorities. In Jordan and Lebanon specifically, these are articulated in the Jordan Response Plan¹³ and the Lebanon Crisis Response Plan¹⁴, which provide the framework for collective short and medium-term interventions to guide the international response to the refugee influx. These two documents constitute the Jordan and Lebanon country chapters of the 3RP. Accelerating Access to Quality Formal Education in Jordan and RACE II in Lebanon each sit within the parameters of the respective national response strategies.

Inside Syria, the politicisation of humanitarian aid, along with rapid changes in the security situation continue to make longer term planning of response efforts extremely challenging. Shifting frontlines, high levels of violence and deliberate obstruction by all parties to the conflict (including the Syrian regime) impact on the ability of humanitarian organisations to deliver aid to people in need. Under the HRP, humanitarian actors deliver aid through a combination of channels to best reach people in need, including across conflict-lines as

¹¹ Details of Jordan and Lebanon’s commitments at the *Supporting Syria and the Region Conference* can be found in the Jordan Compact and Lebanon Statement of Intent (<https://www.supportingsyria2016.com/news/key-documents-from-supporting-syria-and-the-region-conference-now-available/>)

¹² Both are available for download from <https://www.supportingsyria2016.com/news/key-documents-from-supporting-syria-and-the-region-conference-now-available/>

¹³ Available for download from <http://www.jrpdc.org/>

¹⁴ Available for download from <http://www.lcrp.gov.lb/>

security permits, and cross-border from neighbouring countries. The protection space for civilians has considerably worsened over the past two years. In 2015, the UN delivered humanitarian aid to only 30,000 people in two besieged areas.¹⁵

The International Syria Support Group (ISSG) was formed in late 2015, co-chaired by the US and Russia, to support efforts to resolve the crisis. In early 2016, ISSG members formed two taskforces to help improve the situation inside Syria by working with parties on the ground on a cessation of hostilities and facilitating humanitarian access. Despite this, sustained humanitarian access to many areas in Syria remains elusive. However, the number of people in besieged locations reached at least once with humanitarian assistance so far in 2016 has increased to 413,650 across all 18 besieged areas as a result of ISSG pressure.¹⁶

The Syrian refugee issue is straining the governments of Jordan and Lebanon. Both governments have committed significant resources to host the large number of Syrian refugees in each country, however the crisis has had a huge impact on their economies, local, municipal and national services, social dynamics and domestic security. Both governments have regularly called for greater international responsibility-sharing in hosting Syrians.

The past year has seen a significant increase in the number of Syrians seeking refuge in Europe. This spike is largely due to steadily deteriorating living conditions across the region and desperation that a political solution will not be found. This has been amplified by humanitarian funding shortfalls which have at times led to reduced or suspended assistance. UNHCR has also identified limited livelihood and education opportunities, difficulties in renewing residency permits and growing safety concerns as reasons for the movement. As such, UNHCR has made repeated calls for increased support to countries of first asylum, such as Jordan and Lebanon, to prevent Syrians from fleeing to Europe.

The UN appeals for Syria and its neighbours have been consistently underfunded each year. The UN is seeking US\$7.7 billion in 2016 for the HRP and 3RP; as at the end of November, the appeals are just 49 per cent funded. This year's appeals represent a US\$300 million increase from the 2015 appeals, which were just 54 per cent funded.

The top five donors responding to the Syria crisis in 2016 are the US, the European Commission, Germany, the UK and Norway.¹⁷ Given the protracted nature of the crisis, and the consensus at the Supporting Syria and the Region Conference on the need for predictable funding into future years, donors are increasingly looking to provide multi-year financing for more sustainable response efforts. Australia is also considered an important donor and can add significant value by implementing a predictable, multi-year, targeted funding approach; advocate for important thematic issues such as gender equality and disability inclusive programming and look for innovative solutions to critical issues.

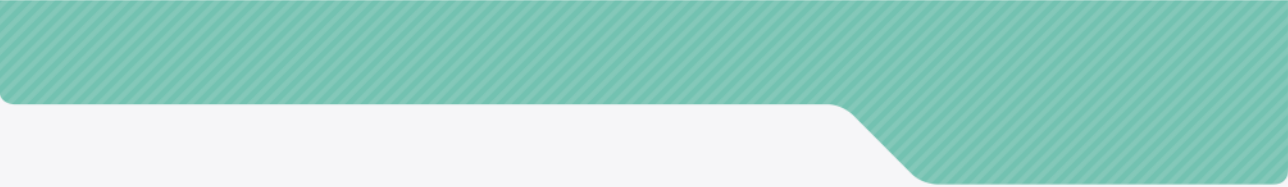
Rationale for Australian Engagement

Australia has major security, political, economic and humanitarian interests engaged in finding a solution to, and mitigating the impacts of, the Syria crisis. This is particularly the case for Jordan and Lebanon. We are a member of the ISSG and the Counter-Daesh Coalition, and maintain our advocacy for a political solution to the conflict. This package will complement Australia's military, resettlement and counter-terrorism assistance (including our contribution to the international effort to combat Daesh and commitment to resettle an additional 12,000 Syrian and Iraqi refugees). It will also complement DFAT's core funding to

¹⁵ <https://www.usaid.gov/crisis/syria/fy16/fs04>

¹⁶ OCHA, Syrian Arab Republic: 2016 UN Inter-Agency Humanitarian Operations (as of 16 November 2016).

¹⁷ Based on contributions to the UN appeals and additional contributions outside of the appeals (i.e. bilateral, international humanitarian organisations, etc.)



UNRWA (\$80 million from 2016-17 to 2019-20) to help Palestinian refugees in Jordan, Lebanon, Syria, West Bank and the Gaza Strip, and DFAT's global core funding to UNHCR , WFP, UNICEF, OCHA, UNFPA and other international humanitarian organisations.

The multi-year approach is aligned to Australia's Aid Policy (specifically the focus on 'building resilience: humanitarian assistance, disaster risk reduction and social protection'), DFAT's Humanitarian Strategy and World Humanitarian Summit commitments, all of which advocate adopting new, innovative approaches to situations of protracted crises that build resilience by bridging the divide between humanitarian and development efforts, as well as providing significant unearmarked funding. In addition, narrowing the sectoral focus to education and livelihoods will provide focus for our assistance, thereby improving opportunities to increase the visibility of Australian aid, and enhance our capacity to monitor and evaluate investments.

INVESTMENT DESCRIPTION

Structure

This package of assistance will comprise a series of investments supported over three financial years, with initial implementation expected to commence in February 2017. The package aims to respond to immediate needs in Syria, Jordan and Lebanon so that the humanitarian situation is prevented from deteriorating further and to support the efforts of Jordan and Lebanon to help Syrians see a future from themselves and their children in the region. The package aims to respond to the immediate needs of people in Syria, Jordan and Lebanon to prevent the humanitarian situation from further deteriorating; stemming further displacement, and to support the efforts of Jordan and Lebanon so that Syrians see a future for themselves and their children in the region, rather than risking their lives by fleeing even further from their homes. This will be achieved by funding trusted humanitarian partners to provide emergency assistance, protection services, education and livelihood activities in Syria, Jordan and Lebanon. Investments will be delivered under three overarching components:

1. Component 1 – Humanitarian assistance and protection inside Syria
2. Component 2 – Humanitarian assistance and protection in Jordan and Lebanon
3. Component 3 – Access to quality education and livelihood opportunities in Jordan and Lebanon for refugees and local populations.

The package will thus support Australia's strategic aid priorities as well as contribute to the overarching objectives of the *Supporting Syria and the Region Conference* from which the original concept of a multi-year package of assistance originated. These include protection of civilians inside Syria; supporting the political transition; and transforming opportunities for refugees from Syria and vulnerable populations in the region.

This package will focus on objectives one and three of the conference, complementing defence and foreign policy work being undertaken by the Australian Government to support objective two. As identified previously, it will contribute to partner government and UN-led strategies in response to the crisis, and will be coordinated closely with other donors. It will be part of a collective global response, in recognition of the unprecedented scale of needs arising from the conflict. Australia's value-add will come from committing predictable funding to partners over the three years of the package, and providing leadership on gender and disability inclusion in discussions with partner governments, humanitarian actors and other donors generally, and on Australian-funded investments specifically.

Logic and Expected Outcomes

The package will contribute to four expected end-of-program outcomes:

1. People in Syria affected by the crisis have increased access to quality humanitarian assistance and protection services
2. People in Jordan and Lebanon affected by the crisis have increased access to quality humanitarian assistance and protection services
3. Improved access to quality education systems for disadvantaged children in Jordan and Lebanon, including Syrian refugees and local populations
4. Increased access to decent work and income generating opportunities in Jordan and Lebanon, including Syrian refugees and local populations.

The Syria package is a departure from DFAT's normal practice of providing single year humanitarian support in situations of protracted displacement – reactive support that is based on a known set of humanitarian needs. The multi-year character of this package demands a process that can also forecast needs in out-years and adaptive management approaches that incorporate both periodic review and flexibility to adjust investments according to significant shifts in the context.

As such, the design approach is based on a best guess of conflict dynamics over the duration of the investment; a program logic that is adjustable rather than prescriptive; a monitoring regime that will track fluctuations in the context (and implications) as well as programmatic progress; and flexible contracting arrangements that allow for adjustments to intended outputs according to significant shifts in the context.

After almost six years of conflict and societal fragmentation, uncertainty is the greatest certainty in Syria. However, most interlocutors are pessimistic about the prospects of durable peace and mass returns in the foreseeable future. Accordingly, for planning purposes, the design adopts a 'most likely scenario' of intractable conflicts inside Syria; protracted displacement inside and outside Syria with some spontaneous secondary movements; hardening attitudes towards asylum seekers by governments in neighbouring countries; diminishing goodwill towards refugees by host communities; and a continuing gap between need and funding. Uncertainty in Lebanon will likely continue and spill-over effects from conflicts in neighbouring countries (Iraq, Turkey, Israel-Palestinian Territories) remain plausible. On the positive side, there is some prospect that livelihood restrictions on Syrians in neighbouring countries may gradually ease providing real opportunities for at least some measure of self-reliance.

The Program Logic will be iterative. It is defined at four levels (goal, purpose, outcomes and outputs) and also includes statements of assumptions and plausible risks that can be regularly 'tested' for ongoing validity. It is anticipated that the goal, purpose and outcomes will remain broadly valid throughout the duration of the investment but that some variation in the outputs may be anticipated. Plausible attribution for Australian assistance will be possible at the purpose, outcome and output levels respectively to provide a compelling narrative about achievements resulting from Australia's support. Individual investment level outputs are not specified within the Program Logic. Rather, indicative activities are listed. However, the menu of options is neither exhaustive nor exclusive of other activities, and alternative options are expected to emerge over the life of the package of assistance. At the individual investment level, proposed output indicators will be scrutinised for coherence with the Program Logic objectives in order to ensure the evaluability of the overall package.

- Goal

The goal of the package replicates the overarching objectives detailed at the *Supporting Syria and the Region Conference*, including the Jordan Compact and Lebanon Statement of Intent. It is the goal of the entire international community and not measurable but serves to position Australia's assistance in the broader context.

- Purpose

The high level purpose statement is framed in terms of Australia's global citizenship role in contributing to the international humanitarian effort to support those affected by the Syria crisis. It is measurable in terms of acknowledgement by the international system and the Australian public that Australia is playing a role in addressing the humanitarian consequences of the Syria crisis that is at least proportional to our status as a medium size donor.

- Outcomes

Four outcomes are identified (two humanitarian in character; two resilience-building in character – listed at the top of this section), which reflect the commitment to play a role in supporting the international response to the consequences of the Syria crisis. In this sense, they are framed as Australia's deliverables. The target group for the first two outcomes, while not exclusive, is expected to be primarily Syrians; the target group for the latter two outcomes will benefit vulnerable people irrespective of status (i.e. refugee or non-refugee). It is anticipated that the balance between investments across the four outcome domains may shift over time but the outcomes themselves are expected to remain broadly valid over the three years.

- Output

The outputs are results-oriented and measurable at an individual investment level. They represent the higher-level results that our implementing partners are expected to contribute towards with Australian funding. The outputs may be subject to revision, re-orientation or even elimination (and other outputs may be added) according to changing priorities resulting from fluctuations in the context. However, outputs are intended to provide the primary basis for dialogue and negotiation with implementing partners and constructing the purpose statements in grant agreements.

The program logic is further detailed on the next page.

Table 1: Program Logic

	Component 1 Humanitarian Assistance and Protection inside Syria	Component 2 Humanitarian Assistance and Protection in Jordan and Lebanon	Component 3 Education and Livelihoods in Jordan and Lebanon
Broader Goal	Humanitarian needs of the conflict-affected population are met and sustainable education and livelihoods opportunities realised that encourage Syrians and their children to remain in the region, rather than risking their lives by fleeing even further from their homes.		
Purpose	The Australian Government aid program provides multi-year funding to support international efforts to meet the humanitarian and longer-term education and livelihood needs of conflict-affected and displaced Syrians and vulnerable host populations in Syria, Jordan and Lebanon		
End of Program Outcome	People in Syria affected by the crisis have increased access to quality humanitarian assistance and protection services	People in Jordan and Lebanon affected by the crisis have increased access to quality humanitarian assistance and protection services	Improved access to education systems for disadvantaged children in Jordan and Lebanon, including Syrian refugees and local populations Increased access to decent work and income generating opportunities in Jordan and Lebanon, including Syrian refugees and local populations
Output	Performance expectations will be agreed with partners		M&E frameworks will be developed for each investment
Output	Strengthened protection services and increased humanitarian assistance provided to affected populations in Syria	Strengthened protection services and increased humanitarian assistance provided to affected populations in Jordan and Lebanon	Strengthened protection services provided to affected populations in Lebanon Increased numbers of children in Jordan and Lebanon have access to quality education Increased number of affected people have access to non-formal, vocational training Increased number of affected people have access to income-generating opportunities
Indicative Activity	International humanitarian organisations conduct dialogue with parties to the conflict on respect for IHL and visits to detention facilities International humanitarian organisations deliver food, household items, water, sanitation services and basic health care WFP delivers food staples and vouchers for fresh produce	WFP provides food vouchers for use in affiliated stores UNHCR provides protection services, referrals, shelter and cash assistance	Plan trains medical staff on clinical management of rape and refers SGBV survivors to protection services Caritas provides shelter, cash assistance and psychosocial support to SGBV survivors UNICEF and the Ministry of Education deliver education programs, including catch-up classes Caritas delivers catch up classes, remedial tutoring, life skills classes and psychosocial support Skills training, cash-for-work programs and support for business start up
Indicative Input	Provide unearmarked funding to international humanitarian organisations in Syria Provide unearmarked funding to WFP in Syria	Provide unearmarked funding to WFP in Jordan and Lebanon Provide unearmarked funding to UNHCR in Jordan and Lebanon	Provide funding to Caritas & Plan in Lebanon for SGBV response Provide funding to UNICEF in Jordan and Lebanon, the Jordanian Ministry of Education, and Caritas in Jordan Provide funding to UN Women and Oxfam in Jordan, and to Australian NGOs through the AHP in Lebanon

Delivery Approach

Components 1 and 2

Components 1 and 2 have been informed by High Level Consultations with our key multilateral partners, and engagement with key stakeholders in Jordan, Lebanon and Syria. Investments will be delivered primarily through the provision of unearmarked funding to country appeals of trusted humanitarian partners. They will aim to provide timely and appropriate protection and life-saving assistance to affected people in Syria (Component 1) and in Jordan and Lebanon (Component 2).

These components will enable the delivery of urgent humanitarian assistance to the most vulnerable people in Syria, Jordan and Lebanon affected by the crisis. Australia is one of few donors that does not earmark funds to specific sectors or activities when allocating funds to partners' humanitarian appeals, and our multilateral partners have regularly expressed gratitude for the flexibility this offers them. Unearmarked funding facilitates a rapid needs-based response (as opposed to earmarked funding which is pre-determined), without partners needing to engage in lengthy negotiations on contract amendments as the context changes. This is a clear value-add by Australia in the international response and is aligned with the World Humanitarian Summit's Grand Bargain and Good Humanitarian Donorship principles, which include ensuring flexibility in funding. The new package will retain this approach, albeit with greater funding predictability for our partners over the three-year timeframe. This will allow Australia to continue to help meet urgent humanitarian needs in Syria, Jordan and Lebanon in accordance with best practice. The provision of funding through unearmarked, multi-year modalities will also enhance the reputational benefits of Australia's assistance internationally, regionally and domestically.

DFAT will work through existing multilateral partners under these Components, including WFP and other international humanitarian organisations inside Syria, and UNHCR and WFP in Jordan and Lebanon. These agencies have demonstrated experience in responding to the crisis; robust security, financial and risk management systems; and child protection policies that align with ours. Using a small number of existing partners will allow DFAT to build on the assistance we have provided to date and strengthen established relationships, an approach in line with recommendations made in the independent evaluation of DFAT's Syria response: "DFAT should consolidate its number of partners in a bid to reduce transaction costs and strengthen the level of engagement and dialogue." .

1. International humanitarian organisations

Syria

The intended partners (not identified here for safety reasons) arguably have the best overall access of all humanitarian actors in Syria. They focus on delivering protection, food, water, household items and medical assistance to affected populations, all of which are areas of great need. The organisations also play a strong role in promoting compliance with international humanitarian law and in helping authorities keep conditions in formal detention facilities in line with internationally recognised standards. This is a key issue for the ISSG and one we should continue to support.

2. WFP

Syria

WFP targets 4.19 million people in Syria each month with food assistance and consistently reaches close to this figure. It also provides nutrition products to some 196,500 children aged 6-59 months for the prevention of acute malnutrition and micronutrient deficiencies, and cash-based transfers to more than 11,160 pregnant and nursing mothers to purchase locally sourced fresh produce in selected retailers in Homs and Lattakia governorates. In addition to its Syria-based operations, WFP also delivers assistance cross-border from Turkey and Jordan into opposition-held areas, which are difficult to reach from within

Syria, in line with UN Security Council Resolutions 2165, 2191 and 2258. Given Australia's leadership on the UN Security Council on humanitarian access in Syria (and our co-authorship of 2165 and 2191), supporting a partner with a cross-border component to its operations is both politically important and will broaden the reach of our assistance.

Jordan and Lebanon

WFP currently provides cash-based transfers for food to over 700,000 Syrian refugees, vulnerable Lebanese and Palestinian refugees in Lebanon, and 536,000 Syrian refugees in Jordan. These transfers allow beneficiaries to tailor their food choices to their own needs at WFP-partnered supermarkets. The modality also enables WFP to look at ways to bring down prices in supermarkets by better tracking what refugees are buying. In addition, WFP provides school meals in Lebanon to Syrian refugee and vulnerable Lebanese children through a pilot program aimed at keeping students in education, and a "Healthy Kitchens" pilot is also underway in Jordan that provides food assistance via restricted e-vouchers to female refugees in camps who cook meals provided to school children.

3. UNHCR

Jordan and Lebanon

UNHCR's core mandate is the protection of refugees, and it plays the lead role in coordinating refugee response efforts in Syria's neighbouring countries under the 3RP. It has a strong focus on providing the most vulnerable Syrian refugees in the region with cash-based assistance, which is a more dignified and cost-effective form of aid. Cash-based assistance gives refugees the ability to prioritise their own needs and purchase the specific items they need from local vendors, directly benefitting the local economy. Importantly, it also helps to address protection risks by minimising the need for refugees to resort to negative coping mechanisms to meet basic needs.

WFP, UNHCR and other international humanitarian organisations (not identified here for safety reasons) were selected as they are best placed to respond to the immense needs in the region given their mandates, reach and ability to scale up activities. Providing assistance through these organisations is the most effective way of delivering Australia's humanitarian aid. DFAT has long-standing relationships with each organisation as part of our existing Syria response, and each has demonstrated its capacity and impartiality in complex humanitarian emergencies. Given the challenges DFAT faces in monitoring humanitarian activities in fragile and conflict settings, working through trusted partners in partnership with other like-minded donors enables us to have the greatest possible confidence in the efficient delivery of our assistance, and to triangulate information effectively.

Unearmarked funding under Component 2 will be complemented by smaller scale targeted protection activities in Lebanon. Activity proposals will be sought from Caritas Australia and Plan International Australia with a focus on actions that progress Australia's policy priorities in preventing and responding to sexual and gender-based violence. Caritas and Plan International have been implementing DFAT-funded programming in this sector in Lebanon since May 2015.¹⁸ Both NGOs were selected through a competitive grant process under DFAT's Humanitarian Partnership Agreement, and were considered best placed to deliver sexual and gender-based violence prevention and response programs in Lebanon. Their activities include medical treatment, outreach, case management services, psychosocial support and community-based activities for survivors of and people vulnerable to sexual and gender-based violence. In addition, three men's shelters are supported under this programming which provide emotional support groups and awareness sessions for men and boys. DFAT monitoring visits have shown that these well-coordinated with each other as well as with other health, protection and sexual and gender-based violence partners, the Ministry of Public Health

¹⁸ Both agreements are due for completion in early 2017.

and the Ministry of Social Affairs. Caritas and Plan International also have strong protection referral mechanisms for affected populations both with one another, and with UNHCR. Due to the high-performing nature of these NGOs, and the alignment of activities with priorities under this package, new three-year agreements with Caritas and Plan International in Lebanon will be considered. This approach is consistent with Australia's policy to fund programs that both target specific vulnerabilities and mainstream cross-cutting issues (see implementation arrangements).¹⁹ It also promotes efficiency and predictability by allowing quality existing services to continue for Syrian refugees and vulnerable local populations, as opposed to going out to tender and starting new programs from scratch.

Component 3

Component 3 will allow DFAT to address some of the longer term challenges in Jordan and Lebanon arising from five years of Syrian conflict. It will not only build the resilience of Syrian refugees, but of Jordan and Lebanon to deal with the increased pressure on resources as a result of the influx of refugees. This approach will directly support the Jordanian and Lebanese Governments' priorities under the Jordan Compact and Lebanon Statement of Intent. The assistance will be a tangible demonstration of support for these governments as they contend with this major ongoing crisis. Focusing on specific sectors under this component will create a platform for Australia to get better visibility of our assistance and enhance engagement with both governments, which the unearmarked approach has restricted to date.²⁰

Component 3 will consist of two larger education investments in Jordan and Lebanon, with an emphasis on disability inclusion (approximately \$30 million in each country over three years). DFAT will focus on how education assistance is being provided to ensure we have a clear understanding of the ways in which education plays into, or possibly exacerbates, tensions and sensitive political issues.²¹ We will do this by working closely with our government counterparts in both countries and address their priorities as outlined in the Accelerating Access plan in Jordan and RACE II strategy in Lebanon.

DFAT's investment to increase livelihoods opportunities for Syrians in Jordan and Lebanon will involve funding small scale projects that have the potential to be expanded when the situation allows. Over the course of the package, we will look to identify opportunities to support innovative approaches to livelihoods programming with partners and/or the private sector.

Mainstreaming disability inclusion will be a focus of all activities under Component 3, given the gaps identified on access to education and livelihood opportunities for people with disabilities. People with disabilities will be targeted for assistance and partners will be required to provide qualitative and quantitative data on disability inclusion (including, where possible, disability-disaggregated reporting). This will be a focus for DFAT in negotiations with partners going forward.

As the situation evolves, DFAT will review Component 3 programs on an annual basis to determine which activities should be scaled up and/or whether investment should be made in any new programs. Unallocated funds will be set aside in Years 2 and 3 to allow for this flexibility, ensuring our intervention complements the existing activities of other donors and meets the most pressing needs.

The partners selected in each instance were determined as part of the initial concept for the package as well as the DFAT design mission to Jordan and Lebanon in July/August 2016.

¹⁹ See, for example, Gender equality strategy, Development for All disability strategy, humanitarian protection framework.

²⁰ In line with Good Humanitarian Donorship, Australia does not request information on how our unearmarked funds are allocated and utilised. This approach can limit visibility of the level of our assistance amongst governments in the region.

²¹ For example, how our proposed education support can make a positive contribution to stability and inclusiveness in a context of Sunni/Shia splits in Lebanon, ethnic rivalries, host community animosity towards refugees, perceptions of refugees taking locals employment opportunities, etc.

Jordan – Education

DFAT will provide funding for education through UNICEF in Year 1, and assess the most appropriate modality for our education funding in Years 2 and 3. Year 1 funding will be directed towards unfunded aspects of the education program implemented by UNICEF, with specific details to be determined in consultation with UNICEF during the Investment Design Summary stage.

In addition, DFAT currently has an agreement in place with Caritas to implement a small-scale education program in Jordan.²² Caritas was selected through a competitive grant process under the Humanitarian Partnership Agreement as the best-placed NGO to deliver education services. Activities are being run through existing Caritas schools in Karak, Balqa and Zarqa governorates. Caritas is the only NGO providing education in these areas. The program targets the most marginalised children and youth (including those out of school for more than three years who are therefore ineligible to enrol in the government school system), providing remedial education, psychosocial support, teacher training, parental support, school upgrades and life skills classes. Caritas has a very solid relationship with the Government of Jordan, due to its long-established presence in the country. Activities will complement our larger-scale education investment with UNICEF/the Ministry of Education by targeting vulnerable areas not covered adequately by the government. An extension of this programming will be considered in Year 2 of the package depending on the performance of Caritas during the agreement.

Jordan – Livelihoods

Our livelihood investment will involve support to UN Women to promote income-earning opportunities for women and people with a disability. DFAT has met with UN Women numerous times over the past year to assess their livelihood activities. UN Women has requested funding for a program in Zaatari and Azraq refugee camps that utilises short-term livelihood interventions (cash for work) and longer-term opportunities for business development to support food security and maternal health. It will also work in Jordan's host communities to provide sustainable employment for vulnerable women in poverty pockets surrounding each camp. UN Women has been implementing a robust cash-for-work program in Zaatari since late 2012 – the camp's largest female-focused cash-for-work program – and this new program would build on lessons learned. Monitoring has demonstrated the cash-for-work program's concrete positive impact on women's empowerment (measured as financial, social and political). Under the package, DFAT will fund UN Women via a direct tender process for a total of \$3.5 million over three years. UN Women has strong, established relationships with camp authorities, expertise in DFAT priority areas for this package and the capacity to scale activities up should the climate allow.

DFAT also has an existing agreement in place with Oxfam (selected through a competitive process) to implement small-scale livelihoods programs.²³ Oxfam is providing Syrian refugees in Zaatari camp with access to improved income by selling recyclable materials or repurposing them into marketable goods, and with garden supplementation to reduce spending on food (which aims to deliver more secure livelihoods and increased resilience). As a secondary outcome, Syrian refugees are also improving knowledge of waste management practices, leading to improved environmental sustainability. While the practice of recycling materials is generally most suitable for men, as part of this program Oxfam is testing a pilot involving women in sorting recyclables to generate income. As with the Caritas education program, an extension of Oxfam's activities will be considered in Year 2 of the package depending on its performance during the current agreement.

²² Agreement was entered into in April 2016 and is due for completion in September 2017.

²³ Ibid.

Lebanon – Education

UNICEF is the primary implementing agency on education programming and has a close relationship with the Ministry of Education and Higher Education; 90 per cent of donor funding for education is provided through UNICEF. DFAT will provide funds earmarked broadly to the implementation of RACE II at the request of UNICEF to allow for maximum flexibility. Donors are increasingly earmarking funds to the project level, and the level of detail being requested as a result is becoming increasingly difficult for UNICEF to manage. DFAT will, however, include a specific focus on disability inclusion as part of our funding, which is in line with the priorities in RACE II.

Lebanon – Livelihoods

On livelihoods, DFAT will seek proposals from Australian NGOs under the Australian Humanitarian Partnership (AHP). The AHP is the primary mechanism for humanitarian funding for Australian NGOs, bringing together organisations that have been pre-selected based on their ability to respond to humanitarian and protracted crises globally. We will provide funding to one organisation to deliver scalable livelihoods programs targeting women and/or people with a disability. The successful NGO will be required to have an established presence in Lebanon, with strong experience in delivering livelihoods programs and a solid relationship with the government.

Australian Civilian Corps (ACC)

DFAT deployed 10 ACC and RedR technical specialists to Jordan and Lebanon in 2016, following an announcement made at the *Supporting Syria and the Region Conference*. Any future deployments will be dependent on a review of the outcomes of the current ACC and RedR cohort, need to be demonstrably demand-driven and align directly with the priorities of the Australian Government.

Resources

Table 2: Indicative budget

Component 1: Humanitarian Relief and Protection in Syria (\$65 Million)			
Year 1 \$15 million	International humanitarian organisations		\$10 million
	WFP		\$5 million
Year 2 \$20 million	International humanitarian organisations		\$10 million
	WFP		\$5 million
	Unallocated		\$5 million
Year 3 \$30 million	International humanitarian organisations		\$10 million
	WFP		\$5 million
	Unallocated		\$15 million
Component 2: Humanitarian relief and protection in Jordan and Lebanon (\$65 million)			
Year 1 \$15 million	Jordan	UNHCR	\$5 million
		WFP	\$3 million
	Lebanon	UNHCR	\$3 million
		WFP Plan & Caritas*	\$2 million \$2 million
Year 2 \$20 million	Jordan	UNHCR	\$5 million
		WFP	\$3 million
	Lebanon	UNHCR	\$3 million
		WFP	\$2 million
		Plan & Caritas*	\$2 million
Unallocated		\$5 million	
Year 3 \$30 million	Jordan	UNHCR	\$5 million
		WFP	\$3 million
	Lebanon	UNHCR	\$3 million
		WFP	\$2 million
		Plan & Caritas*	\$2 million
Unallocated		\$15 million	
Component 3: Education and livelihoods in Jordan and Lebanon (\$87 million)			
Year 1 \$19 million	Jordan	UNICEF	\$8 million
		UN Women	\$1.5 million
	Lebanon	UNICEF AHP*	\$8 million \$1.5 million
Year 2 \$29 million	Jordan	UNICEF/Ministry of Education	\$10 million
		UN Women	\$1 million
		Oxfam & Caritas*	\$2 million
	Lebanon	UNICEF AHP*	\$10 million \$1 million
Unallocated		\$5 million	
Year 3 \$39 million	Jordan	UNICEF/Ministry of Education	\$12 million
		UN Women	\$1 million
		Oxfam & Caritas*	\$2 million
	Lebanon	UNICEF	\$12 million
		AHP*	\$1 million
Unallocated		\$11 million	
Monitoring and Evaluation, and Administrative Costs (\$3 million)			
Funding will be utilised to support effective program management, including performance and quality aspects.			
TOTAL			\$220 million

* NGO partners will be approved by the Steering Committee upon evaluation of their Investment Design Summaries.

IMPLEMENTATION ARRANGEMENTS

Implementation Plan

As an umbrella design, this document seeks to outline the principles governing lower-level investment decisions, which will occur over the course of the package. Specific management and governance arrangements will vary according to component, modality and context, and will be developed as investment decisions are made. The success of the flexible approach proposed for the Syria package will hinge on two factors – a pool of unallocated funds in the out-years (i.e. FY17-18 and FY18-19) and flexible grant agreements. Contract negotiations will therefore seek to strike a suitable balance between a) providing surety of funding to partners; b) incentivising adaptive management of investments; and c) allowing for new investments as required. To this end, we propose to insert clauses into grant agreements that allow for periodic review of the relevance of the investments, re-allocation of funding within the terms of the agreement, additional investments beyond the scope of the original agreement and the reduction of allocated funding if circumstances change or partner performance is poor. General Principles for each Component are outlined below.

Component 1

Contributions under Component 1 will be provided as unearmarked funding at the country level. However, in recognition of the findings of the Syria evaluation that unearmarked funding provided limited opportunity/scope to ensure Australia's humanitarian policy priorities were addressed and monitored effectively, a more structured approach to engagement with partners on unearmarked contributions will be developed. For each partner, three or four specific focus areas for the implementation of Australian funds will be identified and mutually agreed. These performance expectations will be live priorities – reviewed and updated, as necessary, over the life of the activities. Priorities will be specific to the individual humanitarian agencies chosen, reflect their strengths and areas for development, and align with the broader objectives of DFAT's Humanitarian Strategy, as well as the objectives of individual overarching multi-year strategic partnerships already established with partners.

Suggested performance expectations for partners under Component 1 are listed below. Note these priorities will be negotiated and finalised with partners as part of the funding agreement negotiation process and integrated into partners' own annual reporting cycle (on which we will continue to rely).

International humanitarian organisations

Funding will be allocated to international humanitarian organisations (not identified for safety reasons).

1. Action and data on protection and inclusion
 - a. sex, age and disability disaggregated data
 - b. preventing and responding to sexual and gender-based violence
 - c. targeting persons with disabilities
 - d. gender-sensitive approaches

2. Promotion and dissemination of international humanitarian law
3. Sustained efforts to improve humanitarian access

WFP

Funding will be allocated to WFP's Syria Operations (EMOP200339 and/or PRRO200988).

1. Action and data on protection and inclusion
 - a. sex, age and disability disaggregated data
 - b. preventing and responding to sexual and gender-based violence
 - c. targeting persons with disabilities
 - d. gender-sensitive approaches
2. Effective use and coordination of cash-based programming
3. Sustained efforts to improve humanitarian access, including through cross border operations

Funding agreements will proceed following the approval of this design under existing Strategic Partnership Frameworks with each partner with the addition of specific clauses to reflect mutually agreed priorities and reporting requirements. A base amount of Australian funding will be allocated to each agency's respective appeal each year for the three years of this package, with the possibility to scale funding up should the humanitarian situation worsen.

Component 2

Component 2 will primarily be delivered as unearmarked funding to the country level appeals of UNHCR and WFP in Jordan and Lebanon. Like Component 1, key performance expectations will be mutually agreed with partners through the funding agreement process and incorporated into their existing annual report process. Indicative priorities are provided below. Contributions will be made under the conditions of the Australia-WFP Strategic Partnership Framework and the Australia-UNHCR Strategic Partnership Framework.

UNHCR

Funding will be allocated to UNHCR's 3RP appeal in Jordan and Lebanon.

1. Action and data on protection and inclusion at the field level
 - a. sex, age and disability disaggregated data
 - b. preventing and responding to sexual and gender-based violence
 - c. targeting persons with disabilities
 - d. gender-sensitive approaches
2. Effective use and coordination of cash-based programming
3. Innovative approaches to aid delivery
4. Effective coordination between international and local actors
5. Demonstrated visibility of unearmarked funds (including branding)

WFP

Funding will be allocated to WFP's Syria Regional Operations in Jordan and Lebanon.

1. Action and data on protection and inclusion at the field level
 - a. sex, age and disability disaggregated data
 - b. preventing and responding to sexual and gender-based violence
 - c. targeting persons with disabilities
 - d. gender-sensitive approaches
2. Effective use and coordination of cash-based programming
3. Innovative approaches to aid delivery
4. Strengthened private sector engagement
5. Demonstrated visibility of unearmarked funds (including branding)

Caritas and Plan International

Given Caritas and Plan International have already been through a competitive process and are performing well, an extension of their existing small-scale protection activities will be done under the AHP agreement. DFAT due diligence requirements have already been met through the negotiation of this agreement. Funding agreements will abide with DFAT's fraud and safeguards requirements, and will include specific reporting requirements on DFAT's humanitarian policy priorities. DFAT will work with partners to undertake appropriate planning, risk assessment and design processes. This will include quality-assuring activity proposals, ensuring appropriate visibility and recognition for Australian funding, and seeking a sufficiently robust approach to monitoring and evaluation. Value for Money assessments will also be conducted and clear parameters around indirect costs and overheads negotiated. Specific programmatic milestones will be built in to the funding agreements and will need to be met in order for funding to continue into forward years.

Component 3

Component 3 will comprise four distinct but complementary programs of work. Each will operate under similar governance arrangements, but different implementation, procurement and contracting processes.

Jordan – Education

DFAT will initially provide funding for education through UNICEF. Our support will be provided under the existing Australia- UNICEF Strategic Partnership Framework and be subject to the standard clauses and requirements outlined by this framework. Jordanian Government officials from the Ministry of Education have a close and constructive relationship with UNICEF, as their main non-government implementing partner. In future years we will assess which payments for education support in Jordan can move 'on budget'. The US, UK, EU, Norway and Germany have already established a 'Special Account' within the Ministry of Education to provide such funding. All have also expressed willingness to share their due diligence assessments with DFAT on which we could base our own assessment. The small-scale education program through Caritas has already been through a competitive process and an extension of its activities beyond the timeframe of the existing agreement will be done through the AHP. As in Component 2, any extension will include specific milestones which will need to be met.

Lebanon – Education

Australian funding for Lebanon's education sector will be channelled through UNICEF. With the clearest link into the Ministry of Education and Higher Education, and global credentials in the sector, UNICEF is the most appropriate partner for investment and has the full support of the Ministry. UNICEF also provides staffing support to the RACE II Program Management Unit, which sits within the Ministry. To assist in filling gaps in the delivery of RACE II, this funding will be provided earmarked at the sectoral level to UNICEF (i.e. to be allocated within the education sector by UNICEF). As with our education investment in Jordan, we will integrate requirements to deliver meaningfully on DFAT's thematic priorities within contracting arrangements, and include a special focus on disability inclusion, given the overall weakness on this issue in the response.

Jordan – Livelihoods

As noted, programming and avenues for donor investment in livelihoods are currently limited in scope and reach. Home based work and micro-enterprises (which are not prohibited under Jordanian law) are feasible. In the camp environment, programs have also been successfully implemented. Initial investments in livelihoods will be limited to small scale projects through trusted UN and NGO partners – UN Women and Oxfam. Funding to UN Women will be provided under the forthcoming Australia-UN Women Strategic Partnership Framework, and to Oxfam under the AHP.

Lebanon – Livelihoods

Significant barriers remain for Syrians seeking to access work opportunities in Lebanon. As in Jordan, small scale livelihoods projects remain the most feasible option at present. Delivery of this portion of Component 3 will be provided under the AHP mechanism through a competitive grant process. A single grant agreement will be concluded with either one Australian NGO or via a consortium arrangement.

Unallocated Funds

Given the dynamic context in Syria and the region, a pool of unallocated funds has been set aside under each Component for Years 2 and 3. DFAT will review the package annually to determine which activities should be scaled up and/or whether new programs should be supported. This flexible approach will ensure our intervention complements the activities of other donors and meets the most pressing needs.

Under Components 1 and 2, unallocated funding will provide the flexibility to respond to emerging needs. These funding decisions will be based on humanitarian needs at the time, partner performance and their level of access to affected populations. Should a best-case scenario situation eventuate, funds may be redirected to reconstruction and recovery. Unallocated funding under Component 3 will provide the flexibility to increase funding in the livelihoods sector should the necessary conditions develop to allow more significant investments to be made. If this does not occur, funding will be channelled into education in line with the major investments already noted.

Given the Department's focus on innovation, unallocated funds may also be used to finance pilot projects that explore new ways of solving problems in the refugee response, and that would enhance the effectiveness and efficiency of this investment. Proposals will be sought as relevant opportunities arise over the course of the package. Pilots with a focus on the key thematic priorities of this package (i.e. education, livelihoods and protection) will be considered for a direct grant.

Governance Structure

Funding decisions on all unallocated funds, and earmarked activities under Components 2 and 3, will be made following a thorough quality assurance process. This will involve endorsement by a Steering Committee and approval by the First Assistant Secretary of the Middle East and Africa Division (FAS MAD) and the First Assistant Secretary of the Humanitarian, NGOs and Partnerships Division (FAS HPD). The Steering Committee will be co-chaired by the Assistant Secretary of the Middle East Branch (AS MEB) and the Assistant Secretary of the Humanitarian Response Branch (AS HMB), and members will be from relevant programmatic and thematic areas across DFAT. Co-chairs will provide recommendations to FAS MAD and FAS HPD who will have final approval over funding decisions.

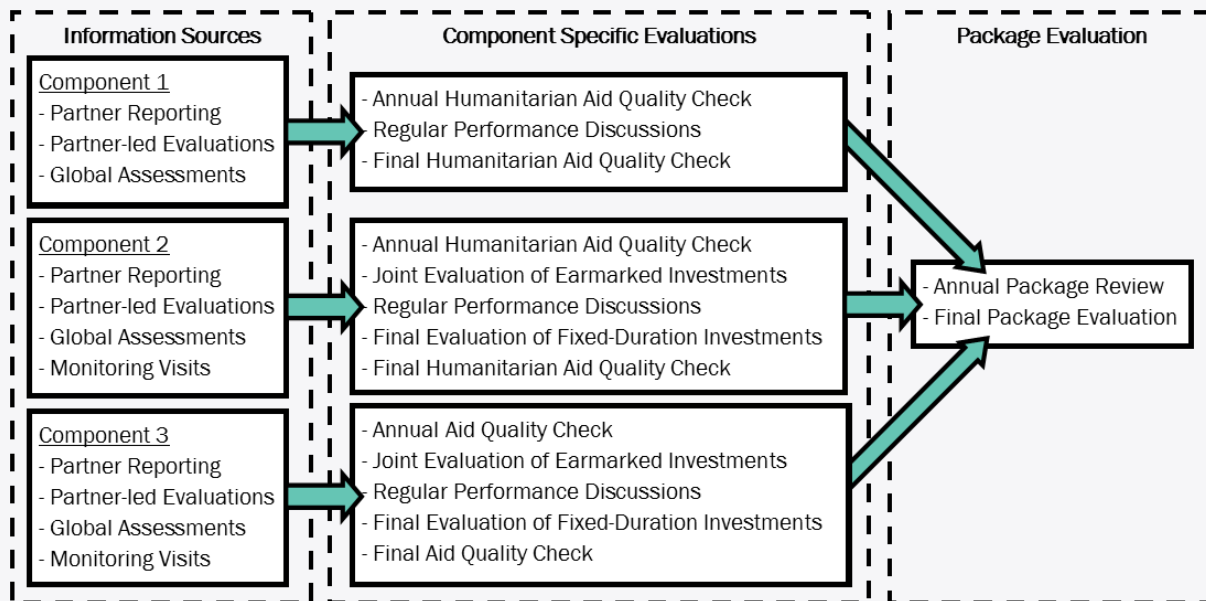
Investment Design Summaries will be drafted by DFAT for the NGO funding in Component 2 and all activities under Component 3, accompanied by project proposals from partners. The Steering Committee will be asked to review each Investment Design Summary to ensure the intervention aligns with relevant DFAT policies and do-no-harm principles, and that partners have appropriate risk management measures in place. The Steering Committee will also assess each proposed activity against the priority areas²⁴ of the overall package and their complementarity to existing investments. This will help guarantee consistency and relevance across Australia's response to the Syria crisis as a whole.

²⁴ Education, livelihoods and protection with a focus on gender and disability inclusion.

Monitoring and Evaluation

The monitoring and evaluation arrangements proposed for the Syria package will be specific to each Component. This is reflective of the differences in the partners selected, the nature of the funding and the level of access for monitoring purposes that can reasonably be expected. A flowchart of monitoring and evaluation arrangements is contained in Table 3, and explanations of these arrangements are also provided by Component. All monitoring and evaluation activities will be conducted in accordance with DFAT’s Monitoring and Evaluation Standards.

Table 3: Monitoring and Evaluation Flowchart



Component 1

Given the difficulties of accessing Syria, monitoring visits to verify reporting will not be possible. Therefore, we will rely on our partners’ own reporting, the assessments of other donors and our partners’ proven track records as demonstrated through global-level performance assessments, including DFAT’s Multilateral Performance Assessment process and internationally recognised Multilateral Organisation Performance Assessment Network (MOPAN) assessments. We will also encourage each partner to conduct at least one independent evaluation over the duration of the package, and we will seek to provide input into the TORs in order to ensure the evaluability of Australian contributions. High level performance expectations will be agreed and incorporated into contracts with partners under Component 1 that will guide ongoing engagement, but specific monitoring and evaluation frameworks will not be developed. Performance will be managed through discussions at annual package reviews and High Level Consultations. This is consistent with DFAT’s approach to funding trusted humanitarian partners in response to situations of protracted conflict.

Component 2

The security environment in Jordan and Lebanon will allow for field-level monitoring of investments under Component 2. This will be one of the primary functions of the new posted officer positions in Amman and Beirut, and will be supplemented by annual monitoring visits by Canberra-based staff. Field-level monitoring will be used to verify the performance information compiled from external sources. As with Component 1, high level performance expectations will be agreed with partners which receive unearmarked funding to inform annual reviews and High Level Consultations and we will encourage at least one independent evaluation over the duration of the package, but monitoring and evaluation frameworks will not be

developed. For recipients of earmarked funding, monitoring and evaluation frameworks will be developed as part of individual Investment Design Summaries. These monitoring and evaluation frameworks will include performance indicators, which will be jointly agreed by DFAT and the implementing partner. Each recipient of earmarked funding will also be required to conduct a single evaluation over the duration of the package and a final evaluation for fixed duration investments. These evaluations will be a contractual requirement with the timing to be mutually agreed by DFAT and the implementing partner.

Component 3

Each investment under Component 3 will be the subject of an individual Investment Design Summary, including a monitoring and evaluation framework with agreed performance indicators. Assessment of these investments will be based on regular partner reporting, monitoring visits by posted and Canberra-based staff, and assessments by other donors. Earmarked funding to NGOs will be subject to a single evaluation over the duration of the package and a final evaluation for any fixed-duration investments. These evaluations will be a contractual requirement with the timing to be mutually agreed by DFAT and the implementing partner. In addition, our proposed major earmarked education investments will be subject to a mid-term evaluation in the first quarter of FY18-19 and a full, independent evaluation in the second quarter of FY19-20. The mid-term evaluation will comprise a significant part of the whole-of-package evaluation.

Investment Quality Reporting

The annual Investment Quality Reporting round in the second quarter will provide contestability through the peer review process. Each Component of the package will be treated as a separate investment for the purposes of Investment Quality Reporting. The performance of Components 1 and 2 of the package will be reported through an annual Humanitarian Aid Quality Check (HAQC), while performance information on component 3, given its resilience-building objective, will feed into an annual Aid Quality Check (AQC). The reporting period will cover the previous calendar year. In 2017, the package will not be eligible as activities will have been underway for less than six months. Final Aid Quality Checks (FAQCs) will be completed in the fourth quarter of FY19-20. A monitoring visit by Canberra-based staff in the second quarter of FY19-20 will provide an opportunity to gather data in advance of the FAQCs.

Whole-of-Package Annual Review

A formal review of the package will be conducted annually. These reviews, chaired by HOMs, will allow for joint reflection with implementing partners on changes in the operating environment, how these will affect the investments and allow for adaptive management of investments to ensure that the package delivers realistic, relevant and timely value for money outcomes. Canberra-based monitoring visits will be timed directly prior to annual reviews, to inform discussions with partners. The annual review will produce recommendations for consideration by the Steering Committee regarding changes to existing investments and the introduction of new investments drawing on a pool of unallocated funds in FY17-18 and FY18-19.

Whole-of-Package Evaluation

DFAT will conduct an independent evaluation of the Syria package in the second quarter of FY18-19. This evaluation will aggregate performance information from each component of the package to determine results achieved as a whole. The evaluation is scheduled during the implementation period in order to produce recommendations for DFAT's ongoing support in response to the Syria crisis prior to the conclusion of existing investments.

Design Process Evaluation

A light evaluation of the design process will be conducted to inform the development of multiyear assistance packages in response to other humanitarian crises in the future. This evaluation will be the responsibility of the Canberra-based country desk, in consultation with the Syria Design Team.

Table 4: Indicative monitoring and evaluation schedule

Activity	FY16-17		FY17-18				FY18-19				FY19-20			
	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Post Monitoring														
Canberra Monitoring														
Annual Package Review														
Package Evaluation														
Joint Evaluation (UNICEF and government support)							Mid-Term	↑				Full		
Partner-led Evaluations (Earmarked funding)	Timing of evaluations to be agreed by implementing partners and DFAT													
Partner-led Evaluations (Unearmarked funding)	Timing of evaluations to be determined by implementing partners													
Investment Quality Reporting						(H)AQ Cs				(H)AQ Cs				FAQCs

Sustainability

Sustainability of investments will vary across different components and sectors of the funding package. Sustainability is not a primary focus of Components 1 and 2. As humanitarian activities are designed to provide immediate lifesaving assistance and protection, there is an implicit assumption that continued donor funding will be required as long as the conflict inside Syria continues and its effects in neighbouring countries endure.

Under Component 3, our focus on supporting the state-led education plans of Jordan and Lebanon will directly improve the sustainability of the program. Working in partnership means that our aid will work through, rather than alongside, Jordan and Lebanon’s own systems of public service delivery. The creation of this partnership with host governments (and other donors), with agreement on goals and the use and strengthening of their systems, will, in the long term, strengthen their ability to deliver to all children residing in their countries. For the medium term, however, both Jordan and Lebanon will be heavily reliant on international donor support and the agreed responsibility sharing arrangements outlined at the London Conference. There remains a high risk that political instability will impact programs and Australia, with the rest of the international donor community, will need to stay flexible to be able to respond to these changes. In the long-term, it is hoped that the majority of Syrians residing in Lebanon and Jordan will be able to return and rebuild their own country safely and without fear. This offers the greatest prospect for long-term sustainable education for Syrian children.

The sustainability of any new activities in Years 2 and 3 supported with unallocated funds will be assessed as part of the approval process.

Gender Equality and Women’s Empowerment, Disability Inclusiveness and Protection

Different approaches will be taken on gender equality and women’s empowerment, disability inclusiveness and protection depending on the modality and primary sectoral focus of individual investments. For investments comprised of unearmarked funding, expectations regarding mainstreaming of thematic priorities will be outlined clearly within contractual agreements, and progress will be assessed in accordance with the monitoring and evaluation arrangements outlined in this design. Specific objectives and focus issues will be agreed with implementing partners during the contract negotiation process. We will prioritise funding for agencies with protection mandates where appropriate (i.e. UNHCR, UNICEF, and other international humanitarian organisations).

For sectoral investments in education and livelihoods, a similar approach will be taken with clear indicators, expectations and monitoring requirements outlined within contracts on each thematic priority. Given the particular weakness of disability inclusiveness across current programming in the region, Australia (via our posts in Beirut and Amman) will also take a leading role in policy advocacy on this issue, and seek to develop a coalition of like-minded donors to advocate for progress and effect positive change on disability inclusiveness with the Governments of Jordan and Lebanon. This will focus initially on the education sector and progress to the livelihoods sector when/as possible. A strategy for this engagement will be developed in consultation with posts, to commence with the arrival of the new first and third secretaries in Amman and Beirut respectively.

Targeted investments to support priority, underfunded and urgent protection, gender equality and disability inclusiveness needs will also form part of the package. Initial recommendations include:

- support for clinical, psychosocial and legal assistance for survivors of gender-based violence in Lebanon
- support for livelihoods programs that target women and people with disabilities.

Private Sector

Given the volatile context across the region, direct engagement with the local private sector is not appropriate. In Syria particularly, there is no substantial active private sector to engage with, and any partnership with what does exist would post extensive financial risks that cannot be sufficiently mitigated.

Further, with the bulk of the program in Jordan and Lebanon focused on delivery of public services (education), we have prioritised working with public sector institutions over engagement with the private sector. Focusing on the public education system in both countries will provide the greatest chance of a long-term sustainable solution to the capacity constraints currently being experienced in the sector. It will also ensure that the quality of education is regulated and meets basic standards.

The funding package will, however, work through implementing partners with strong engagement with the private sector. Humanitarian actors in Jordan and Lebanon have a strong reputation for employing new technologies in partnership with private sector organisations to deliver aid more efficiently.

We will also seek to engage with the private sector in the livelihoods space as it develops.

Risk Management Plan

The package is considered high risk. A preliminary risk register has been developed. More detailed risk assessments will be conducted and risk management plans developed at the individual investment level that assess programmatic, financial, operational and reputational risks. Risk assessments will include consultation with relevant like-minded donors and ACD. Risk management plans will be finalised through the Steering Committee. Ultimate responsibility for risk management will rest with FAS HPD and FAS MAD, with day-to-day management resting with the Syria Response Secretariat comprising HPP, MDS and posts (Amman and Beirut). By entering into arrangements that are largely pooled funding mechanisms, risk is also inherently shared with other donors.

Child protection will present as the main safeguard issue for the investment, given the focus on education and regular partner engagement with children. Further analysis of child protection risks will be conducted as part of the contract negotiation process and risk mitigation strategies developed for individual investments, as required.

The potential for fraud is also a substantial risk due to the persistent conflict in Syria and DFAT's inability to directly monitor activities. DFAT will build on existing due diligence assessments by other donors to ensure all of our financial policies are adhered to. In addition, all partners under this package will contractually be required to comply with DFAT's Fraud Control Policy. Where the Steering Committee has increased concerns on risks associated with a specific partner, we will also conduct due diligence assessments of partners at the country level. This will include ensuring that any sub-partners are managed in line with DFAT's fraud control policies and any new staff are appropriately trained in fraud awareness.

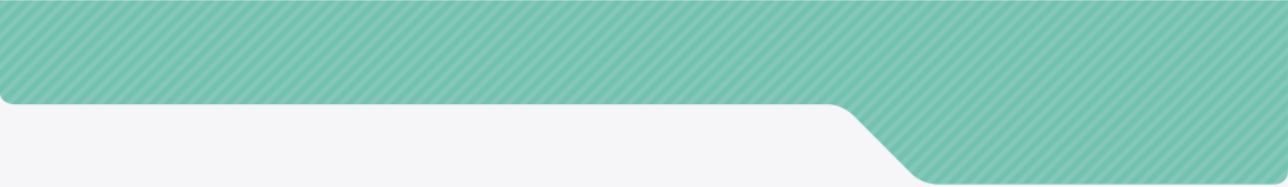
Overall, the outlook for the Syria crisis is poor and consequently, the package has been designed for a scenario of ongoing violent conflict within Syria and increasing impacts on the political economy and social fabric of neighbouring countries. Delivery of vital, life-saving humanitarian assistance will inevitably be fraught and risky. These risks cannot be avoided. Meanwhile, opportunities for more forward-looking, resilience-building activities will emerge but may, on occasions, be fleeting. A 'no regrets' approach will need to be adopted to take advantage of these transient opportunities. Again, mitigation strategies will limit but not completely eliminate the risk exposure to Australian aid.

The investment will work primarily through trusted partners that have already been assessed as compliant with DFAT's Safeguards Policies at a global level. The procurement processes will stipulate a requirement for compliance with DFAT's child protection standards and environmental safeguard systems, and will also assess broader protection capabilities. During implementation, checks of compliance with DFAT's child protection and environmental protection policies, and the presence of appropriate safeguards, will be carried out as part of monitoring, evaluation and learning activities.

A high level of risk associated with the insecure operating environment is expected. This includes the potential for attacks on program staff, and assistance not being able to reach beneficiaries as planned or being misappropriated by parties to the conflict. Our partners manage these risks by working through local, established organisations to deliver assistance, coordinating with other partners and monitoring changing conflict lines. As DFAT will not deploy staff to Syria, we will continue to rely on the risk management plans of our partners as well as advice from larger, likeminded donors with a presence in-country, such as ECHO.

Counter Terrorism Provisions

Partners in the Syria multi-year package will need to have robust due diligence processes in place, due to a high risk of misuse and leakage of funds including to terrorist organisations. Funded organisations will need to provide details of how they propose to manage the risk of financing terrorism and misuse of funds, in relation to the Syria response. We will require partner organisations to provide their CT strategy (or equivalent) prior to agreement signing.



Due diligence should seek to identify if any identified fund recipient is, or has in the last two years been, the subject of any formal or informal investigation relating to financing terrorism or donor fund misuse.

CT provisions will be included in agreements with partners due to increased risk in operating environments of funding terrorism and the misuse of funds. Provisions will be developed in consultation with partners.