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Evaluation of the Global Concessional Financing Facility (GCFF)

Final Report v2

Ipsos MORI

Ipsos MORI



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Acronyms

| | |
|--------------|--|
| AAI | – Accelerating Access Initiative |
| ADRES | – <i>Administradora de los Recursos del Sistema General de Seguridad Social en Salud</i> |
| AGD | – Age, Gender and Diversity |
| BC | – Benefitting Country |
| CA | – Contribution Analysis |
| CFF | – Concessional Financing Facility |
| CU | – Coordination Unit |
| DFS | – National Direction of Health Sector Financing (<i>Dirección de Financiamiento Sectorial</i>) |
| DLI | – Disbursement Linked Indicator |
| DLR | – Disbursement Linked Results |
| DNP | – <i>Departamento Nacional de Planeación</i> |
| DPL | – Development Policy Loan |
| EBRD | – European Bank for Reconstruction and Development |
| EIB | – European Investment Bank |
| EPHRP | – Emergency Primary Healthcare Restoration Project |
| EQ | – Evaluation Question |
| ERF | – European Refugee Fund |
| ERI | – Economic Resilience initiative |
| EU | – European Union |
| EUTF | – EU Regional Trust Fund |
| FCDO | – Foreign Commonwealth and Development Office |
| FGD | – Focus Group Discussion |
| FIF | – Financial Intermediary Fund |
| GCFF | – Global Concessional Financing Facility |
| GoC | – Government of Colombia |
| GoE | – Government of Ecuador |
| GoL | – Government of Lebanon |
| GoJ | – Government of Jordan |
| HRP | – (Lebanon) Health Resilience Project |
| IADB | – Inter-American Development Bank |
| IBRD | – International Bank for Reconstruction and Development |
| IDA | – International Development Association |
| ILO | – International Labor Organization |
| IOM | – International Organization for Migration |
| ISA | – Implementation Support Agency |
| IsDB | – Islamic Development Bank |
| IMF | – International Monetary Fund |
| JIC | – Jordan Investment Commission |

KfW – German Development Cooperation (*Kreditanstalt für Wiederaufbau*)

KG2 – Kindergarten 2

KPI – Key Performance Indicator

LBP – Lebanese Pound

LCRP – Lebanon Crisis Response Plan

LL – Lebanese Lira

MDB – Multilateral Development Bank

M&E – Monitoring and Evaluation

MENA – Middle East and North Africa

MENA TF – Middle East and North Africa Transition Fund

MIC – Middle-Income Country

MoE – Ministry of Education

MoF – Ministry of Finance

MoL – Ministry of Labor

MoPH – Ministry of Public Health

MOPIC – Ministry of Planning and International Cooperation

NGO – Non-Governmental Organization

NTPS – National Teacher Professional Standards

OECD DAC – Organization for Economic Co-ordination and Development (OECD) Development Assistance Committee (DAC)

OM – Operations Manual

P4R/PforR – Project for Results

PDO – Project Development Objectives

PEP – Temporary Stay Permits

PHCC – Primary Healthcare Center

PMU – Project Management Unit

RAMV – *Registro Administrativo de Venezolanos*

SC – Steering Committee

SEZ – Special Economic Zone

SGSSS – *Sistema General de Seguridad Social en Salud*

ToC – Theory of Change

TOR – Terms of Reference

TTL – Task Team Leader

UN – United Nations

UNDP – United Nations Development Program

UNGA – United Nations General Assembly

UNHCR – United Nations High Commissioner for Refugees

UNICEF – United Nations Children’s Emergency Fund

(UN)OCHA – United Nations Office for the Coordination of Humanitarian Affairs

USAID – United States Agency for International Development

USD – US Dollars

WAJ – Water Authority Jordan

WASH – Water, Sanitation, and Hygiene

WHO – World Health Organization

Executive Summary

Context and background to this evaluation

Ipsos MORI has been commissioned by the World Bank Group to carry out an independent evaluation of the GCFF after its first four years of operation to inform discussions around the Facility's extension and identify necessary improvements that can be made to its operations to maximize impact in future years. The purpose of the evaluation **is to draw lessons learned, assess progress towards the GCFF's objectives, and recommend any changes to design and management**. It is therefore both retrospective – evaluating the GCFF's performance based on its stated objectives and indicators, evaluating the impact of the GCFF to date, and assessing the effectiveness and efficiency of the governance, operations and funding structures of the GCFF – and forward-looking, identifying the areas where GCFF has showed strength as well as lessons learned, in order to recommend potential adjustments in order to enhance development impact. It covers all of the Organization for Economic Cooperation and Development's Development Assistance Committee (OECD DAC) evaluation criteria: relevance, coherence, efficiency, effectiveness, impact, and sustainability.

The Final Report synthesizes and summarizes the evaluation findings drawn from all the evaluation activities conducted, which are as follows:

- **Familiarization interviews:** Semi-structured interviews with key stakeholders were conducted to better understand the GCFF and its key processes.
- **Internal Document Review:** An internal document review was conducted to inform the evaluation team's understanding of GCFF's governance structure and processes.
- **External Document Review:** An external document review was conducted focusing on the following broad categories: existing policies and programs; global trends; contextual analysis of the economic and policy landscape in Lebanon, Jordan, Colombia and Ecuador.
- **Portfolio Analysis:** An analysis of the 16 GCFF funded projects was undertaken using project and program documentation.
- **Stakeholder interviews:**¹ Semi-structured interviews with key stakeholders were conducted to understand the relevance, efficiency, effectiveness and coherence of the GCFF, and to understand the development impact of projects funded by the GCFF.
- **Case Studies:** Four Case Studies are currently being finalized which take an in-depth look at four projects that have received concessional financing through the GCFF. Three Case Study reports are included in this report; however, as field work activities remain on-going these have not been finalized.

In addition to this report, the evaluation has also produced an **Inception Report** which defined the approach to the evaluation, the Facility level Theory of Change and the Evaluation Questions, and an **Interim Report** which presented the initial findings of the evaluation based on stakeholder interviews, the literature review and portfolio analysis.

¹ The evaluation team faced difficulties in recruiting stakeholders from Benefitting Countries in comparison with those from Supporting Countries, and Observers.

Key Findings: Efficiency and effectiveness of the GCFF and alignment of structure and management to its stated objectives

The stated **objective** of the GCFF is outlined in the Operations Manual (Article 6); *to support middle income countries impacted by the influx of refugees through the provision of concessional financing and improved coordination for development projects addressing the impact of the influx of refugees.*

Progress towards this objective is assessed through the Results Framework Indicators presented in the Operations Manual. The GCFF has been thus far mostly successful in **achieving its 2021 targets**, and particular success has been made on Indicator 3. The progress against these objectives is summarized below:²

- **Indicator 1 – Amount of contributions made:** A total of USD 786.74 million has been raised in pledges and contributions as of Dec 2020, representing significant progress against a target of USD 1 billion by June 2021 (79%).
- **Indicator 2 – Amount allocated by the GCFF per year:** A total of USD 658.55 million has been allocated by the GCFF, as of December 2020, at an average of USD 146 million per year.³ This amount falls slightly below the target of allocating an average of USD 150-200 million per year. The last two and a half years have seen a reduction in allocations below this yearly target. As of December 2020, there was an additional USD 96.1 million of unallocated funds that are available for Steering Committee funding decisions. Allocating these funds by June 2021 would ensure that the target of allocating an average of at least USD 150 million per year will be met.
- **Indicator 3 – Amount of MDB financing made on concessional terms from the GCFF:** A total of USD 4.87 billion of MDB financing has been made on concessional terms from the GCFF. This has significantly exceeded the target of USD 3 billion. The yearly target of USD 600 million has been exceeded in each year of the program.
- **Indicator 4 – Share of stakeholders who indicate that CFF implementation is making a useful contribution to coordination efforts:** Reporting on this indicator has been limited and is no longer ongoing. This evaluation is assessing how the Results Framework can better reflect its objective to increase stakeholder cooperation, see Section 10.

The **scope** of the GCFF is to support projects that have a *demonstrated objective of supporting refugee populations and host communities* (Operations Manual, Article 7). The impact of these projects is the responsibility of the respective Benefitting Country and Implementation Support Agency (ISA) and as such, no targets are set by the GCFF on the impact of these projects.

The scope of the GCFF was assessed through Portfolio Analysis which identified that, in the majority of projects, project design specifically considered how refugees and host communities would be supported.

In addition, the project Case Studies have identified a wide range of ways that refugees and host communities have been supported by projects receiving concessional finance through the GCFF. However, findings have also highlighted that project delays, especially in Lebanon, largely as a result of the deteriorating political and economic situation, have limited the extent to which GCFF projects in Lebanon are able to support refugees and host communities.

² Figures taken from the Dec 2020 Trustee Report

³ Average over 4.5 years to Dec 2020

In cases where direct outcomes related to refugees have been limited, Benefitting Country and Observer stakeholders still consider that GCFF funding has an effect on maintaining the political will to support refugees and maintain the protection space in these countries in addition to providing much needed fiscal support.

The Case Studies of projects that have received concessional financing through the GCFF provide a more in-depth analysis of the results of these projects:

- **Economic Opportunities for Jordanians and Syrian Refugees:** The program has improved the employment opportunities for Syrian Refugees. According to 2020 data, the number of Syrians in employment rose from approximately 50,000 to 150,000, of which approximately 45,000 had a work permit. In focus group discussions, refugees highlighted the benefits of obtaining a work permit including increased sense of safety and security and freedom to leave camps. The home-based businesses scheme also had some benefits, offering some Jordanian entrepreneurs with a new, flexible way of making an income. Some challenges persisted however, with ongoing employment issues continuing to affect Syrian refugees' employment outcomes. There was also low take up of formal home-based businesses among Syrians.
- **Jordan Education Reform Support:** Positive steps have already been made, with Syrian children included in the government's education reform and policies, monitoring data on enrolment and learning outcomes collected, and National Teacher Professional Standards implemented in schools. These teaching standards should improve the quality of education provided to children and improve the resilience of the education system. Improved data collection provides evidence upon which the Ministry of Education can address issues in the education sector affecting Syrian and Jordanian children. While enrolment of Syrian refugee children in formal education and Jordanian children in KG2 has increased, it is not possible to solely attribute these outcomes to the project, and the impact of these outcomes has been reduced due to school closures.
- **Improving Quality of Health Care Services in Colombia:** As of December 2020, a total of 179,090 eligible migrants have been affiliated to the health system under the project.⁴ The project and GCFF were also highlighted as contributing to the implementation of policy changes to ensure project outcomes are sustainable and, beyond that, contributing to increasing the focus on policies that support the integration of migrants and refugees and highlighting their benefits.
- **Lebanon Health Resilience Project:** The project has faced significant implementation delays; however, it has been restructured to help the Government of Lebanon's response to the COVID-19 pandemic. Thus far, the key activities include procurement of medical goods and supplies to public hospitals and vaccinations. The project has exceeded its targets in the number of COVID-19 treatment centers and COVID-19 rapid response teams at the governorate level, which should benefit host communities and Syrian refugees' access COVID-19 treatment and reduce the burden on primary healthcare centers. While the project design states that improving hospital capacity will equally benefit Lebanese and Syrian refugees, some stakeholders reported that the project has not addressed ongoing access barriers for Syrian refugees and some felt the project was reliant on humanitarian organizations to fund elements of refugee support in the project.

Overall, **monitoring** of the GCFF's targets at Facility level has been an efficient and effective process, although a new approach is needed for monitoring the GCFF's influence on collaboration (Indicator 4 - see

⁴ An additional 158,815 migrants have been affiliated under a separate but complementary operation financed by the Inter-American Development Bank (IADB).

recommendations). Project-level progress updates are also collected from the ISAs; this process has been considered efficient and its effectiveness has improved through introduction of a new reporting template by the Coordination Unit to better meet Supporting Countries' information needs. However, there is a request from Supporting Countries for more information at project level, particularly surrounding projects' impacts on refugees and women, as well as on lessons learned. A mechanism for aggregating results across projects has also been highlighted as a priority.

Although the GCFF was initially conceived to benefit countries in the MENA region, it has been extended to a global scope, with two new countries, Colombia and Ecuador, having joined and already having had projects approved. The process for **adding new Benefitting Countries** has been considered effective, with the most relevant countries being members of the GCFF and the process being recipient-led. Sponsorship by a Supporting Country is seen as a necessary function of the process to ensure that sufficient finance is available for all Benefitting Countries.

GCFF **fundraising** has been considered effective. Fundraising has been more successful in responding to the Syrian refugee crisis than it has in response to the Venezuela migrant and refugee crisis. This has been reflected in the relatively slow progress towards the objective of raising USD 500 million for the global window, which currently stands at USD 148 million. Progress towards overall target of raising USD 1 billion has been stronger, currently standing at USD 787 million in pledges and contribution (including contributions to the Global Window). When compared to similar funds addressing the same crises, it is performing well. The European Bank for Reconstruction and Development's (EBRD) Refugee Crisis Response has directed EUR 900 million towards building resilience in Turkey and Jordan to address the Syrian crisis, while the European Investment Bank's (EIB) Economic Resilience Initiative (ERI) has invested roughly EUR 400 million towards 16 projects across Lebanon and Jordan.

The GCFF's **project portfolio** is relevant to the GCFF's aims, although efforts to ensure projects benefit refugees have been considered mixed, with particular concerns in Lebanon and Ecuador. In terms of the process for **selecting funded projects**, this was considered effective at supporting these aims, and Supporting Countries felt that the information provided in Funding Requests had improved over time. There is an opportunity for more consistent sharing of project pipeline information with Supporting Countries and some concern that the 14-day review period for Steering Committee approval of funding requests does not allow for sufficient review and discussion. In addition, there is a sense that project documentation could be further strengthened including by leveraging expertise within the Steering Committee and among Observers such as UNHCR, particularly in terms of ensuring that the GCFF scope is visible in all projects.

The GCFF structure utilizes **ISA** policies and procedures and, as such, the costs of managing the loans are greatly reduced. This is seen as a key strength of the program and helps to manage the Fund cost effectively. At a project level, ISAs provide technical assistance in certain aspects, such as M&E, but project implementation is exclusively the responsibility of recipient agencies. The GCFF has been less effective in engaging all ISAs, with the majority of GCFF projects implemented by the World Bank. The concessionality formula, which provides less appealing rates for short-maturity loans, was highlighted as a key reason for this, and the evaluation team understands the formula is currently under review.

The GCFF's **governance and management structures** were largely considered effective. The Steering Committee was considered to be an effective governing body, particularly in terms of working as a partnership and reaching decisions efficiently. Some questions were raised about whether the membership has sufficient expertise related to Latin America and whether Supporting Countries feel sufficiently free to share concerns and critiques. The Coordination Unit was generally considered to be efficient and effective but faces demands for a greater degree of input to ensure that Funding Requests comply with the scope

of the GCFF, as well as a role in aggregating project level monitoring inputs provided by ISAs. These additional requirements would require expanding the Coordination Unit's current role, as outlined in the Operations Manual.

The Trustee was likewise considered to be efficient and effective in fulfilling its responsibilities. Stakeholders felt that there was a greater need for discussing Facility-level risks such as those caused by changes in the economic context, Supporting Countries' priorities, new refugee crises, and political commitment of Benefitting Countries.

Key Findings: Measuring the relevance and development impact of the GCFF Portfolio

The GCFF has been successful in responding to the critical financing needs of Benefitting Countries experiencing a significant influx of refugees which had significant impacts on host countries. The role of the GCFF funds in contributing to stabilizing the situation in Lebanon and Jordan at the onset of the Syrian refugee crisis has been highlighted as a particular success. However, the ongoing relevance and appropriateness of the Facility to Lebanon has been highlighted as a particular concern across all stakeholder groups.

Benefitting Country leadership in the GCFF is felt to be ensured through their ownership of Funding Requests and participation in the Steering Committee and position of joint chair. The **country selection process** is largely considered to be effective, and the current Benefitting Countries were considered those most appropriate for the GCFF.

Stakeholders felt that there is a need for improvements in program monitoring from ISAs to better understand impacts on refugees, while acknowledging many of the projects are at too early of a stage for results to be evident.

The **concessional finance model** has been considered successful for meeting Benefitting Countries' financial needs, incentivizing inclusion of pro-refugee elements in project design, and leveraging additional funding from MDBs.

The case studies identified a number of development impacts of projects within the GCFF portfolio such as: formalizing the right and ability to work, improving the working conditions, and encouraging female entrepreneurship, in the Economic Opportunities for Jordanian and Syrian refugees project; increasing school enrollment and improving preparation and management, in the Jordan Education Reform Support project; affiliating migrants into the healthcare service in the Improving Quality of Healthcare Services and Efficiency in Colombia project; and expanding hospital capacity in the Lebanon Health Resilience Project. However, impacts for women and girls could be strengthened through integration of gender analysis in project design.

Key Findings: Lessons learned to enhance coordination and impact and promote sustainability of the GCFF

The GCFF **Results Framework** focuses on the GCFF's funds raised, allocated and distributed, in line with the GCFF's **objective**, but there is a strong interest among Supporting Countries for measurement of the overall impact of the GCFF on refugees and host communities (related to the **scope** of the GCFF). This would necessitate the creation of a new outcome-level framework at the Facility-level for aggregating project results indicators across the portfolio. This could be created separately to the existing Results Framework in order to maintain the separation between the objective and scope of the GCFF. There is also a desire for increased reporting on certain aspects of interest, such as gender.

Another area which has not yet been addressed at the Facility-level is an ongoing assessment of risks, such as those due to changes in the political and economic climate. The discussion of facility-level risks will be a key factor in the assessment of the long-term sustainability of the program. While fundraising was initially strong, it has subsequently slowed, emphasizing the necessity of continual assessment of risks to the Facility to ensure its sustainability.

Based on a review of project documents and stakeholder interviews, it seems that as a result of the GCFF, Benefitting Countries have introduced a number of **pro-refugee** policies and incorporated pro-refugee elements in project design. An example of this is Decree 064 in Colombia which means that the changes introduced as part of the Improving Quality of Healthcare Services and Efficiency in Colombia project and the expected impacts for the migration population can be expected to remain in place in the future. However, some stakeholders stated that the extent that the GCFF had influenced pro-refugee policies in Lebanon was limited.

In addition to this, the IsDB has incorporated the World Bank's social and environmental safeguards into the design of GCFF projects with IsDB as an ISA.

The GCFF is considered to provide a new and unique **platform for a wide range of stakeholders** to engage and discuss priorities in addition to knowledge and expertise sharing. In particular, bringing together stakeholders across the development-humanitarian nexus at the Steering Committee is seen as a key strength which could be further enhanced through increased inclusion of UN agencies and more multi-party engagement outside of Steering Committee meetings. To further improve coordination, different ministries within Benefitting Countries could also be more engaged to increase their awareness of the GCFF.

There was some evidence of the GCFF contributing to the adoption or preservation of national pro-refugee policies. One example of this was in Jordan Emergency Health project, where the ISA worked alongside other development actors on counteracting a policy change that would have increased healthcare costs for refugees in the country. On the global stage, the GCFF has also participated in **global fora** related to refugees, where the Facility's concessional finance model has been highlighted. This is informing the World Bank's strategy on refugees more broadly and is also leading to the creation of a new World Bank Global Public Good fund.

Recommendations

The findings of the evaluation have led to the following recommendations, summarized in the table below. The recommendations are accompanied by a rating for the level of priority attached to the recommendation, and the resource requirement and level of risk associated with their implementation.

Table 1 Summary of recommendations

| Recommendation | Level of priority | Level of resource requirement | Level of risk |
|---|-------------------|-------------------------------|---|
| <i>Monitoring and reporting</i> | | | |
| <ul style="list-style-type: none"> Define the GCFF's objectives related to coordination. Include these objectives in the Theory of Change to clearly articulate the causal pathway through which they are realized. Develop a measurement approach to assess the progress made towards coordination objectives. | High | Low | Low |
| <ul style="list-style-type: none"> Include the first two suggested indicators in the Operations Manual (below) as mandatory across all GCFF funded projects. <ul style="list-style-type: none"> <i>Direct project refugee beneficiaries (number), of which female (percentage)</i> <i>Direct project host community population beneficiaries (number), of which female (percentage)</i> Specific guidance on measuring these indicators should be provided by the CU to ensure consistency in measurement across projects. Monitoring and reporting should remain the responsibility of the ISA, however the CU should assume responsibility for aggregating results across projects. | High | Low/medium | Medium – risk that this is seen to interfere on the independence of Benefitting Countries' and ISAs' monitoring and reporting responsibilities. |

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| <ul style="list-style-type: none"> Develop a more detailed outcome-based framework supported by a Theory of Change. This would enable the aggregation of a wider range of indicators across projects. The suggested indicators included in the Operations Manual (pg.32) should be a starting point for the indicators included in this framework which would be revised and further developed alongside a Theory of Change to ensure that the indicators selected best correspond to the scope of the GCFF. Specific indicators could be included as mandatory for projects in the corresponding sector, for instance projects related to 'improved economic opportunities for host and refugee populations' through the provision of work permits would mandatorily include the indicator; '<i>Work permits issued to refugees (number), of which female (percentage)</i>', thus allowing for aggregation across similar projects. This would ensure that projects in the same sector consistently applied indicators. Responsibility for monitoring and reporting would remain with the ISA; however, the CU would assume responsibility for aggregating results across projects. | High | Medium/high The exact resource requirement will depend on the comprehensiveness of the Results Framework. | High – risk of this being seen to interfere on the independence of Benefitting Countries and ISAs in the project design phase. |
| <ul style="list-style-type: none"> Develop a monitoring data dashboard to provide an easy to access means of accessing the project monitoring information that is reported by ISAs. | Medium | Medium | Low |
| <ul style="list-style-type: none"> Explore the options for conducting more qualitative monitoring activities to support quantitative monitoring. | Medium | Medium | Medium - risk that this is seen to interfere on the independence of Benefitting Countries' and |

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| | | | ISAs' monitoring and reporting responsibilities. |
| <ul style="list-style-type: none"> Provide more regular project progress updates from Benefitting Countries and ISAs at Steering Committee meetings. | High | Low | Low |
| Addressing the needs of refugees and Benefitting Countries | | | |
| <ul style="list-style-type: none"> Utilize UNHCR in project design. A requirement to consult with the UNHCR in the project design stage should ensure that the focus on refugees is included in each GCFF project. This would support the Coordination Unit in ensuring that all projects support the GCFF Scope as outlined in Article 7 of the Operations Manual. This would draw on the UNHCR's experience from the IDA 18 Refugee-Sub-Window and IDA 19 Window for Host Communities and Refugees. | High | Medium | Medium - risk that this process lengthens the project design phase and reduces the level of Benefitting Country and ISA ownership of projects. |
| <ul style="list-style-type: none"> Explore options for better utilizing UNHCR throughout the project cycle for instance through better use of UNHCR's data and expertise in ensuring the refugee protection space. | High | Medium | Medium- risk that this is seen as interfering with the Benefitting Country ownership of projects. |
| <ul style="list-style-type: none"> Explore the option for the GCFF to provide grant funding as outlined in Article 22 of the Operations Manual. | High | Low | More evidence is required to assess the level of risk associated to this recommendation |
| Country Selection | | | |
| <ul style="list-style-type: none"> Introduce on-going commitments of Benefitting Countries' maintenance of an adequate refugee protection framework (as in | Medium | Medium | Medium – risk that this slows down project approval |

the case in the IDA Refugee Sub-window) will help ensure that Article 9b⁵ of the Operations Manual is maintained over time.

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| ▪ Explore options around pausing a Benefitting Country's membership to the GCFF in the case that they are no longer complaint with the scope of the Facility. | Medium | Low | High - would be highly politically sensitive. |
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Fundraising and Mobilization

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| ▪ Make more information on funded projects available on the GCFF website, particularly examples of project successes and other resources that can be used for advocacy. | Medium | Low | Low |
| ▪ Explore the possibilities to conduct joint advocacy activities with the UNHCR. | Medium | Low | More evidence is required to assess the level of risk associated to this recommendation. |
| ▪ Explore the options around moving towards one Global Window. Consultations are necessary to explore the benefits and costs associated with moving towards one Global Window. | Medium | Low | High – risk that this could discourage future funding. |

Funding Application Process

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| ▪ Provide earlier sight of the project pipeline to give an opportunity to provide early feedback on the project design and other key factors, such as whether impact on refugees is prioritized at the design stage. | High | Low | Medium - risk that this leads to Supporting Countries targeting their contributions at specific projects. Earlier involvement of Supporting Countries could also undermine the level of |
| ▪ Providing more time at Steering Committee meetings for Benefitting Countries to formally present the project pipeline, and increased sharing of documents with the Steering Committee at | | | |

⁵ Article 9b outlines the commitment to pro-refugee policies required by Benefitting Countries

the early stages of the project design process based on clearer guidance on information required, will provide more transparency on upcoming projects.

Benefitting Country ownership of projects.

- Consult with Supporting Countries to clearly define additional information requirements for the Funding Request Form.

Coordination

- | | | | |
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| ▪ Improve stakeholder coordination and collaboration at the national level - regular convening of the various GCFF actors at the national level should be used to discuss current developments on existing as well as prospective projects, as well as regarding wider contextual issues. ⁶ | High | Medium | Medium - risk of duplicating existing groups in the humanitarian/development space. |
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Global Policy Outreach

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| ▪ Define the GCFF's objectives and approach in terms of policy outreach both nationally and internationally. | Low | Low | Low |
| ▪ Develop a knowledge dissemination or engagement strategy to formalize the GCFF's role in global policy discussion on refugee protection. | | | |

Governance and Management

- | | | | |
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| ▪ Develop a Facility level risk matrix to assess risks to the facility and put in place suitable mitigation strategies. | High | Low/medium | Low |
| ▪ Consult with Supporting Countries to develop an effective structure for Supporting Country meetings. | Low | Low | Low |

⁶ An example of this is the Beirut Coordination Group.

1 Introduction

1.1 Overview of the evaluation scope and objectives

The World Bank Group has commissioned Ipsos MORI to carry out this evaluation of the Global Concessional Financing Facility (GCFF) after four years of its operation completed, to inform discussions around the facility's extension and identify necessary improvements that can be made to its operations to maximize impact in future years. The purpose of the evaluation was originally set out in the GCFF's Operations Manual (OM), and confirmed in the evaluation Terms of Reference (TOR) outlining that the independent evaluation shall:

- (i) draw lessons learned;
- (ii) assess progress towards the GCFF's objectives; and
- (iii) recommend any changes to design and management.

The evaluation scope has been primarily defined by the TOR and informed by feedback gathered from key stakeholders during familiarization interviews, which identified their priorities for the evaluation. In line with the evaluation purpose set out above, the evaluation is both **retrospective** – evaluating the GCFF's performance based on its stated objectives and indicators, evaluating the impact of the GCFF to date, and assessing the effectiveness and efficiency of the governance, operations and funding structures of the GCFF – and **forward-looking**, identifying the areas where GCFF has showed strength as well as lessons learned, in order to recommend potential adjustments in order to enhance development impact. The evaluation covers all of the Organization for Economic Cooperation and Development's Development Assistance Committee (OECD DAC) evaluation criteria: relevance, coherence, efficiency, effectiveness, impact, and sustainability.

A thorough analysis of operational processes over past years took place in the form of a **Process Evaluation**, covering the performance of GCFF structures and the governance that underpin the fund: the Steering Committee, Coordination Unit (CU) and the Trustee – as well as its linkage with its Supporting Countries (SC), Benefitting Countries (BCs), Implementation Support Agencies (ISAs) and other stakeholders such as the International Monetary Fund (IMF) and United Nations (UN) agencies. The evaluation also explores how external stakeholders are engaged by the Steering Committee and Coordination Unit, in particular. The evaluation also investigated the efficiency and effectiveness of the GCFF's key processes, especially its fund allocation process and its financial architecture (commitments and disbursements). Individual processes and the operating structures were reviewed as to their **efficiency** and **effectiveness**.

The GCFF provides funding to projects that respond to development needs and, as such, the evaluation has also considered its development **impact**. Impact has been explored through a review of project documents and through project-level Case Studies.

As part of both the Process Evaluation and the Evaluation of Impacts and to develop forward-looking recommendations for future improvements, the evaluation explored the overall GCFF Results Framework and reporting mechanisms. The alignment of projects to the Results Framework and the ways in which impacts on refugees and host communities are measured are of particular interest to Supporting Countries. The evaluation therefore considered reporting frameworks and developed recommendations for their improvement, based on an assessment both at the project-level and wider Facility level. This assessment

of the Results Framework also supports the evaluation's efforts to consider and make a judgement on the GCFF's development impact, a key objective of the evaluation.

Assessments of impact also explore the likely **sustainability** of these achievements. The GCFF implements projects in particularly challenging and often fragile and unstable contexts. The current political, economic and social situation in Lebanon is a prime example but the continuing impact of COVID-19 may be another major factor affecting GCFF projects. The relevance of the projects to these contexts and the effect these contexts may have on projects is explored. Risks to project achievements are also explored as part of this effort.

Although the OECD DAC criterion of **coherence** has not been specified as part of the evaluation scope in the TORs for the evaluation, the evaluation team investigated the **coherence** of the GCFF, that is how well it has aligned with the many other initiatives seeking to support refugee-supporting countries in the Middle East and North Africa (MENA) and Latin America and specifically how it has coordinated its activities with other initiatives and the intentions of host and donor governments. Specifically, the evaluation considered whether the GCFF's extension to Colombia and Ecuador has helped or hindered coherence and whether it has supported the intention to act as a mechanism for donor coordination on support to development projects in refugee crises. Similarly, the evaluation explored the **relevance** of the fund in terms of the sectoral interventions it has supported and whether these can best meet the needs of national governments in responding to the needs of refugees and host communities. Relevance is explored through analysis of the Facility's financial mechanisms, assessing the appropriateness of the financial tools provided to Benefitting Countries and the benefits of the concessionality offered by the fund.

1.2 Overview of the evaluation approach

The evaluation involved five main work phases, each of which are described in detail in Section 5:

- **Phase 1 – Inception:** The aim of the Inception Phase was to refine the evaluation approach, first outlined in the proposal. This was done through developing a deeper understanding of the GCFF and a better understanding of stakeholder intentions for the evaluation; an overview of the evaluation is provided in Annex 1. The evaluation team carried out an internal document review to develop our understanding about the program and to map out the documentation to be used in the main stage of the evaluation. To better understand the program as well as stakeholder's aspirations for the evaluation, the evaluation team had a number of meetings with the Coordination Unit, carried out 16 familiarization interviews with Supporting Countries, BCs, the Coordination Unit and Trustee, ISAs and SC observers. The evaluation team also conducted a Theory of Change workshop with eight stakeholder representatives to re-assess the program's functioning and the causal mechanisms to be tested within this evaluation. On the basis of this activities, we refined our proposed evaluation framework, approach and methods.
- **Phase 2 - Portfolio Analysis and Document Review:** Project portfolio analysis allowed for an assessment of the efficiency, effectiveness, coherence, relevance and development impact of GCFF projects and the extent to which objectives have been met for project activities that have taken place to date. It assessed whether the program as a whole has achieved its intended objectives. The analysis included a review of internal documentation and monitoring information, a review of country-specific information from both internal and external sources and stakeholder feedback (drawn from Phase 3, below). In addition, the wider Document Review of external literature built on the findings from the Inception Phase and explored the work of existing policies and programs that align with GCFF, the development impact they are achieving, the context in

which GCFF operates both globally and in the four countries of operation. The review fed into the analysis and reporting stages of the Interim Report and feeds into analysis and reporting for the Final Report (Phases 4 and 5) to develop an assessment of the comparative principles and practices on refugee programming amongst comparable funds and implementers in the BCs.

- **Phase 3 - Stakeholder and in-country consultation:** Forty-three semi-structured interviews with a total of 54 key stakeholders developed the evaluation team's understanding of the relevance, efficiency, effectiveness and coherence of the GCFF and the development impact of projects funded by the GCFF, informing findings in Phase 4 and 5. These helped to provide evidence to inform the evaluation team's generation of recommendations for future-facing changes to design or implementation. Phase 3 also included four in-depth Case Studies on projects sampled from the GCFF's 16 current projects. These Case Studies feature stakeholder consultations with government and municipal government representatives for projects, project implementers, organizations representing refugees (such as local advocacy groups) and the designated ISA responsible for the project (alongside further project document reviews, contributing to Phase 2 findings, above). Case Studies for the Economic Opportunities for Jordanians and Syrian Refugees and Improving Quality of Health Care Services and Efficiency in Colombia also included focus group discussions with refugees/migrants.
- **Phase 4 - Analysis of operations and funding structures:** Phase 4 comprises the Process Evaluation, which focused on relevance, efficiency and effectiveness. It focused on several key aspects of the program's delivery as identified in the Process Map (described in Section 4): fundraising from donors, country approval, funding requests and approval, monitoring, and the support provided to projects, along with an assessment of the efficiency and effectiveness of the key structures involved within the GCFF. The output of this task was an analysis of operations and funding structures included in the Interim Report.
- **Phase 5 - Analysis, synthesis and reporting:** The evaluation team gathered evidence from Phases 2, 3, and 4 to develop findings and specifically answer both the Process and Impact evaluation questions as set out in the evaluation framework. As emphasized in the TOR, the evaluation sought to explore whether the program is "working" (its components and causal chains are operating as expected) and to understand how the program is interacting within its context, with reference to the collaboratively-produced Theory of Change developed in Phase 1. Contextual analysis conducted within the Document Review in Phase 2 was particularly important here in helping the evaluation team to place the fund's achievements within their operating contexts and allow for judgments on additionality to be made. Both primary and secondary data collected in Phases 2 and 3 were used to help triangulate evidence and develop rigorous and reliable findings. The outputs of Phase 5 are the Interim and Final reports which sought to answer the evaluation questions, with the Interim report focusing on the Process Evaluation, and the Final report covering both the Process and Impact Evaluations. In addition, the findings of the Project Portfolio Analysis and Document Review were initially presented in an Emerging Findings note prior to submission of the Interim Report. Both the draft Interim and draft Final report were presented at meetings of the Steering Committee on December 7, 2020 and April 26, 2021, respectively, and feedback from SC members was collected and incorporated in the final report versions.

1.3 Activities undertaken for the Final Report

The Final Report provides an update to the Interim Report, and it includes the findings based on the following workstreams. An overview of the workstreams involved in the evaluation as a whole can be found in Section 4.

- **Stakeholder interviews:** A small number of additional stakeholder interviews were conducted for the Final Report to fill in gaps identified in the Interim Report.
- **Case Studies:** The evaluation conducted four Case Studies of projects that received concessional financing through the GCFF. Each Case Study follows a bespoke approach consisting of stakeholder interviews and/or focus groups with beneficiaries.
- **Development of the evaluation's recommendations:** Based on the key findings developed from all workstreams conducted during the evaluation, the evaluation team developed the key recommendations for the GCFF.

1.4 Structure of this Report

This Report is structured as follows:

- Section 2 provides a brief overview of the GCFF and its objectives.
- Section 3 summarizes the evaluation framework and process map.
- Section 4 provides an overview of the Theory of Change for the GCFF.
- Section 5 provides an overview of the evaluation methodology.
- Section 6 provides the evaluation's findings in terms of the GCFF's achievements against its Results Framework.
- Section 7 provides the findings from the process evaluation. It is structured around key processes, with sub-sections on the relevant evaluation questions.
- Section 8 provides the findings from the impact evaluation. It is structured around key elements from the Theory of Change, with sub-sections on the relevant evaluation questions.
- Section 9 provides summary findings from the Case Studies.
- Section 10 provides key findings and recommendations from the evaluation.
- Appendices provide full findings from each of the Case Studies, as well as the TOR for the evaluation.
- A separate Annex document provides the evaluation methodology, including the full process map, Theory of Change, and research tools, as well as findings from the portfolio analysis and document review.

2 Overview of the GCFF

2.1 GCFF overview and objectives

As stated in its OM, the GCFF's objective *"is to support middle income countries affected by the influx of refugees through the provision of concessional financing and improved coordination for development projects addressing the impact of the influx of refugees"*. In doing so, the GCFF also aims to bridge the humanitarian-development gap that MICs face when hosting refugees over the medium to long term, and to support such countries that are providing a global public good. Stakeholders stated that as secondary objectives, the GCFF aims to improve coordination between BCs, Supporting Countries, ISAs and others to ensure better coordinated, well-designed solutions for emerging refugee crises as well as increasing these actors' focus on refugee crises overall.

The Concessional Financing Facility (CFF) was formed and began in late 2016, in the wake of the Syrian refugee crisis which resulted in Jordan and Lebanon having the highest proportion of refugees as a share of their overall population in the world. In October 2015, at the World Bank Group-IMF Annual Meeting, Lebanon and Jordan appealed to the international community for support in coping with this influx. In response, a global consensus emerged on the weakness of multilateral development banks' (MDBs') existing financial instrument to engage on the required scale of the crisis and that additional arrangements were needed on top of existing development and humanitarian sources of financing.⁷ Some major donors favored concessional loans as a mechanism of support to host country governments over grant funding (although in exceptional circumstances, the GCFF may also provide direct, grant funding at a Benefitting Country's request with the consensus agreement of the Supporting Countries).⁸ It was acknowledged that as a result of the protracted nature of the crisis and the characteristic that refugees often stay in their host country for an extended period of time, a platform to provide medium-to-long-term development financing supporting both refugees and their host communities was needed. The fund's operating model is unique; by blending non-reimbursable concessional amounts from the GCFF (funded by Supporting Countries) with loans from ISAs, it creates concessional loans (providing significantly more favorable terms than would otherwise be available to these counties). While the objective is to provide full concessionality, different levels of concessionality can be provided.

After initially focusing on the Syrian crisis, supporting Lebanon and Jordan with refugee influxes, the CFF was extended to a global level (renamed the GCFF) in September 2016, by allowing it to support eligible countries anywhere in the world. Colombia was added to the CFF in January 2019, with a view to addressing the impacts of the Venezuelan crisis on its economy. Ecuador was added in September 2019 to support its efforts to handle an influx of refugees from the same crisis.

The fund has a particularly wide scope of operations. It is flexible to respond to various sectors where BCs identify a funding need, as long as those sectors and proposed projects are part of BCs' development agendas while also clearly supporting refugee populations and host communities. Financing may be provided to support the delivery of basic services (e.g. education, health), social protection, expanding economic opportunities (e.g. work permits, job creation), and/or operations that strengthen and develop

⁷ *Concessional Financing for Refugees and Host Communities in Middle-income Countries Case Study*, The World Bank, available at: <http://pubdocs.worldbank.org/en/802571523387514211/case-study-Financial-Products-concessional-financing-for-refugees-and-host-communities.pdf>

⁸ Ibid.

critical infrastructure, promote private sector participation, and provide host countries with necessary budget support as it relates to the impacts of the refugee crisis.

Projects are jointly developed and implemented by BCs and ISAs and funding requests are submitted by BCs together with ISAs when projects are ready for GCFF approval. GCFF funding is calculated to result in reduced borrowing rates that cannot go below the IDA borrowing rate (i.e. the rate provided by the World Bank to low-income countries). The GCFF is an open platform for funding, and GCFF provides funds using any of the instruments used by its ISAs; for example, where the World Bank is the ISA, this could be investment financing, budget support, or program for results. The ISAs then integrate GCFF funds into their loan operations based on their applicable policies and procedures and are therefore responsible for ensuring implementation of the project in line with ISAs' own requirements. The GCFF's provision of a grant to the ISA therefore leverages ISAs' loan finance.

ISAs conduct project monitoring and reporting activities, with each project developing a Results Framework. The project level results frameworks are supported by suggested indicators regarding refugees and host communities which are included in Section 9 of the Operations Manual.

2.2 Summary of the GCFF governance and key stakeholders

The GCFF's Operating Manual (OM) outlines the fund's governance structure, operating principles, guidelines and procedures for operations. This sub-section sets out our understanding of the main structures of the GCFF and its key stakeholders.

Founding partners

The founding partners of the GCFF are the World Bank, the UN (represented by UN High Commissioner for Refugees (UNHCR), UN Development Program (UNDP) and UN Resident Coordinators for each Benefitting Country), and Islamic Development Bank (IsDB). The foundation of the GCFF was brokered between the UN Secretary General, the President of the IsDB, and the President of the World Bank Group in April 2016.

Governance

The GCFF's decision-making body is the Steering Committee, comprised of representatives from each Supporting Country and Benefitting Country; observers also attend who provide expertise and guidance. It facilitates coordination among Benefitting Countries, Supporting Countries, ISAs and Observers, as well as other country-level stakeholders and in relation to other financing instruments. It is co-chaired by a representative from the Supporting Countries and one from the Benefitting Countries. The SC will approve strategic documents of the fund and advise on the process and common format for Funding Requests. Supporting Countries all have an equal say in decision-making, regardless of their contribution amount.

Management

The World Bank serves as **Trustee** for the Financial Intermediary Fund (FIF) Trust Fund and hosts the secretariat, referred to as the **Coordination Unit (CU)**. The Trustee administers the Trust Fund through receiving funds from Supporting Countries, holding funds under the terms of the Contribution Agreement, disbursing the funds at the direction of the Steering Committee, and returning funds.

The Coordination Units supports the Steering Committee and liaises between the Trustee, ISAs and other stakeholders. It is also responsible for raising funds and has various responsibilities relating to management, coordination and guidance.

Supporting Countries

Currently, there are 10 Supporting Countries: Canada, Denmark, the European Commission, Germany, Japan, Norway, the Netherlands, Sweden, the UK, and the USA.

The GCFF has four Trust Fund Windows – one for Jordan, one for Lebanon, one for Jordan and Lebanon and one for a Global Window. Donors may contribute to these windows based on their intentions to support specific refugee crises and host communities.

Benefitting Countries

There are currently four **Benefitting Countries**: Colombia, Ecuador, Jordan and Lebanon. The GCFF is a global facility and can include additional Benefitting Countries in the future.

ISAs

The GCFF has established partnerships with four MDBs to carry out projects supported by the Facility: the EBRD, EIB, IsDB, and World Bank. The Facility also allowed for other MDBs to join in the future and is currently in discussion with the Inter-American Development Bank (IADB). 12 projects are implemented by the World Bank, two jointly by the World Bank and IsDB, and two by the EBRD.

Project-level stakeholders

At a project level, stakeholders vary depending on the delivery model designed by the BC and ISA. These may include responsible national government ministries, local government, and delivery partners such as non-governmental organizations (NGOs) or the private sector.

GCFF Portfolio

The GCFF became operational in July 2016 and has mobilized nearly USD800 million in pledges and contributions from Supporting Countries and provided USD658 million in funding to date, which has leveraged USD4.9 billion concessional financing.

3 Evaluation Framework

Through synthesis of evidence across its various workstreams, this evaluation has answered the sub-questions set out in the evaluation matrix summarized in the table below, which was agreed with the Coordination Unit in the Inception Report. The full evaluation framework is provided in Annex 4.

Table 2 Evaluation Framework

| Key evaluation question | Indicators |
|--|---|
| <i>1 Efficiency and effectiveness of the GCFF and alignment of structure and management to its stated objectives</i> | |
| 1a To what extent has the Facility achieved its objectives as set out in Section 8 (Results Framework) of the OM? | <ul style="list-style-type: none"> - Achievement of Results Framework indicators - Perspectives of stakeholders on role of GCFF in achieving indicators and addressing drivers/barriers |
| 1b How well did ISAs, working with Benefitting Countries, monitor, evaluate and report on the interim results of their activities? | <ul style="list-style-type: none"> - Analysis of GCFF reports for timeliness, completion - Project Portfolio Analysis (ISA M&E submissions) - Analysis of evidence generated from Case Studies - Perspectives of stakeholders on monitoring processes employed |
| 1c To what extent has the process of fundraising been carried out efficiently and effectively? | <ul style="list-style-type: none"> - Analysis of GCFF documentation including Progress Reports, Annual Reports and Steering Committee minutes - Perspectives of stakeholders on processes used, role of GCFF and the success of the GCFF in raising funds from Supporting Countries and attracting Supporting Countries - Analysis of donor spending trends in Document Review |
| 1d To what extent has the process of country approval been carried out efficiently and effectively? | <ul style="list-style-type: none"> - Analysis of GCFF documentation including Progress Reports, Annual Reports and Steering Committee minutes - Perspectives of stakeholders on processes used for country approval |
| 1e To what extent have funding requests been handled efficiently and effectively? Did applications for funding provide enough information, including regarding compliance with the ISA's policy and safeguards, to the SC to adequately inform allocation decisions? | <ul style="list-style-type: none"> - Analysis of GCFF documentation including Progress Reports, Annual Reports and Steering Committee minutes - Perspectives of stakeholders on funding requests and their suitability - Analysis of Case Study-generated evidence on funding requests |

| | |
|---|--|
| <p>1f To what extent have funding commitments and disbursements been delivered efficiently and effectively?</p> <p>Have the fund allocations and disbursement processes been efficient and effective both in terms of transfers of funds from FIF to ISAs and from ISAs to Benefitting Countries?</p> | <ul style="list-style-type: none"> - Perspectives of stakeholders on funding disbursement process, suitability for recipient ISAs and BCs, including their efficiency and effectiveness |
| <p>1g To what extent has GCFF project monitoring been carried out efficiently and effectively?</p> | <ul style="list-style-type: none"> - Project Portfolio Analysis - Perspectives of stakeholders on project monitoring processes - Analysis of Case Study-generated evidence on project monitoring - Synthesis of alternative monitoring procedures and processes in comparator program generated from stakeholder consultations and Document Review |
| <p>1h To what extent has support during prep phase and project implementation, particularly from ISAs, been carried out efficiently and effectively?</p> | <ul style="list-style-type: none"> - Perspectives of stakeholders on support provided to BCs - Synthesis of evidence of support provided to recipient BCs or implementing agencies in comparator program generated from stakeholder consultations and Document Review - Analysis of Case Study-generated evidence |
| <p>1i To what extent has the Steering Committee been efficient and effective and fulfilled its roles as set out in the OM? Has decision making been timely?</p> | <ul style="list-style-type: none"> - Analysis of GCFF documents including SC minutes - Perspectives of stakeholders on performance - Analysis of Case Study-generated evidence |
| <p>1j To what extent has the Coordination Unit been efficient and effective and fulfilled its roles as set out in the OM? Have internal GCFF resources been used efficiently?</p> | <ul style="list-style-type: none"> - Analysis of OM - Perspectives of stakeholders on performance - Analysis of Case Study-generated evidence |

| | |
|--|--|
| 1k To what extent has the Trustee been efficient and effective and fulfilled its roles as set out in the OM? Have resources been used efficiently and decision making been timely? | <ul style="list-style-type: none"> - Analysis of GCFF documents including trustee-produced reports financial reports - Analysis of OM and other internal documents - Perspectives of stakeholders on performance - Analysis of Case Study-generated evidence |
| 1l What are the key factors that prevent certain ISAs from participating to a greater extent in the GCFF? | <ul style="list-style-type: none"> - Analysis of GCFF documents and any unsuccessful applications (if obtainable) - Perspectives of stakeholders, including ISAs - Contextual and trend analysis in Document Review |
| 1m From a cost perspective, how efficiently have ISAs been able to leverage their existing operations? | <ul style="list-style-type: none"> - Reporting of ISA activities in GCFF and ISA documents - Analysis of Case Study-generated evidence - Perspectives of stakeholders, including learning on costs and processes gleaned from ISA stakeholder consultations |

2 Measuring the relevance and development impact of the GCFF Portfolio

| | |
|--|---|
| <p>2a Does the GCFF's financial support respond to critical financing needs of Benefitting Countries and the objective to "support middle income countries impacted by the influx of refugees through the provision of concessional financing and improved coordination for development projects addressing the impact of the influx of refugees"?</p> <ul style="list-style-type: none"> ▪ Has concessional financing been an appropriate tool to respond to these needs? ▪ Has the concessionality formula adequately served the needs of the Benefitting Country? | <ul style="list-style-type: none"> - Analysis of GCFF documents including funding requests - Analysis of Benefitting Countries' national development strategies, funding asks and refugee response plans in Document Review - Perspectives of stakeholders on needs for financing - Project Portfolio Analysis - Analysis of Case Study-generated evidence |
| 2b Is the GCFF aligned to the critical programmatic needs for support of Benefitting Countries in their support to refugees and host communities and support the objective to "support middle | <ul style="list-style-type: none"> - Analysis of GCFF documents including funding requests - Project Portfolio Analysis |

| | |
|---|---|
| <p>income countries impacted by the influx of refugees through the provision of concessional financing and improved coordination for development projects addressing the impact of the influx of refugees” and what lessons can be learned to ensure the GCFF is country-owned?</p> <ul style="list-style-type: none"> ▪ Have the critical needs of female refugees and host community members been supported? | <ul style="list-style-type: none"> - Analysis of Benefitting Countries' national development strategies, funding asks and refugee response plans - Evidence of inclusion considerations in projects identified in portfolio analysis - Perspectives of stakeholders on needs and relevance of projects - Analysis of Case Study-generated evidence |
| <p>2c To what extent has country selection appropriately served the objective “to support middle income countries impacted by the influx of refugees through the provision of concessional financing and improved coordination for development projects addressing the impact of the influx of refugees.”</p> | <ul style="list-style-type: none"> - Analysis of GCFF documents including SC minutes - Analysis of country suitability for GCFF participation based on literature on global trends and policies (contextual and trend analysis) reviewed in Document Review - Perspectives of stakeholders, including external stakeholders |
| <p>2d What complementarities, synergies, overlaps or disconnects are there between the GCFF and other funds and programs addressing the refugee crisis?</p> | <ul style="list-style-type: none"> - Analysis of GCFF documents - Perspectives of stakeholders on GCFF coherence - Synthesis of processes, practices and implementation areas of comparator programs generated from stakeholder consultations and Document Review |
| <p>2e What are the anticipated results of the program and its supported projects, and what are the outcomes and impacts of the portfolio on refugees and host communities? To what extent has the program supported BCs to be able to cope with and support refugee influxes?</p> | <ul style="list-style-type: none"> - Achievement of Results Framework indicators - Analysis of GCFF documents - Development of ToC - Analysis of evidence on impact reported internally for Case Study projects as well as in external reporting (Document Review) - Refugees', host communities', and other stakeholders' perspectives on results achievement - Disaggregation of results by gender and other inclusion dimensions |

| | |
|--|---|
| <p>2f How well has the Facility been able to follow up on the commitment made at the inception to mobilize more than USD1 billion over five years for Lebanon and Jordan and another US\$500 million for the Global Window (progress to date)? What has helped or hampered resource mobilization?</p> | <ul style="list-style-type: none"> - Analysis of GCFF documents including funding pledges, commitments and Trustees' Financial Report - Perspectives of World Bank, SC, and external stakeholders on resource mobilization |
| <p>3 Lessons learned to enhance coordination and impact and promote sustainability of the GCFF:</p> | |
| <p>3a To what extent has the GCFF influenced the global policy discussion on the needs of refugees and host communities? What types of positive or negative effects?</p> | <ul style="list-style-type: none"> - Perspectives of stakeholders on the effects of the program - Evidence of the GCFF's coordination efforts influencing refugee response agendas of key actors identified in stakeholder consultations and documentation - Evidence of other countries and actors increasing their engagement with these crises, motivated by the work of the GCFF identified in Document Review - Contextual and trend analysis in Document Review |
| <p>3b To what extent has the GCFF been able to inform and influence the operations of the ISAs and the policies of Benefitting Countries? To what extent has the Facility's communication/outreach approach been effective? Has the dialogue between the CU, SC, ISAs and Benefitting Countries translated into increased attention for refugees and hosting communities in Benefitting Countries?</p> | <ul style="list-style-type: none"> - Analysis of Benefitting Countries' national development strategies and refugee response plans - Evidence of similar modalities/innovations emerging to respond to similar crises and related global public goods identified in Document Review - Project Portfolio Analysis - Contextual and trend analysis in Document Review. Perspectives of stakeholders on the effects of the program, including ISAs and Benefitting Countries |
| <p>3c To what extent did the GCFF drive additional funding, contribute to scaling operations, create a multiplier effect, incentivize cooperation among ISAs and Benefitting Countries, etc.?</p> | <ul style="list-style-type: none"> - Contextual and trend analysis in Document Review - Evidence of similar modalities/innovations emerging, influenced by GCFF, to respond to similar crises and related global public goods identified in Document Review - Evidence of other countries and actors increasing their engagement with these crises, motivated by the work of the GCFF identified in Document Review and Stakeholder Consultations |

| | |
|--|---|
| | <ul style="list-style-type: none"> - Analysis of GCFF documents - Perspectives of stakeholders on the effects of the program |
| 3d How sustainable are the GCFF's results likely to be? | <ul style="list-style-type: none"> - Development of ToC - Contextual and trend analysis in Document Review - Analysis of results achieved (GCFF Results Frameworks and per project in Project Portfolio Analysis and Case Studies) - Perspectives of stakeholders on likely sustainability of projects and results |
| 3e To what extent have risks at the overall Facility level been discussed by the relevant stakeholders and appropriate mitigation measures put in place? | <ul style="list-style-type: none"> - Analysis of GCFF documents including SC minutes, project documents - Perspectives of stakeholders on risks and mitigations |
| <p>3f Is the current results framework fit for purpose? How can it be improved?</p> <ul style="list-style-type: none"> ▪ What options could be developed to update the Results Framework to more effectively monitor the impact on refugees and host communities, and how practical are these options? ▪ What steps/data would it take to develop a dedicated M&E framework to be designed for the GCFF in addition to the project-level M&E framework ensured by ISAs?⁹ ▪ How can the updated M&E framework take into consideration gender-disaggregated data and environmental indicators? | <ul style="list-style-type: none"> - Analysis of GCFF documents including Results Framework - Analysis of incorporation of equity and social inclusion dimensions in Results Framework - Development of Theory of Change - Review of literature on impact (Document Review) - Perspectives of stakeholders on Results Framework and feasibility of proposed options - Refugees', host communities', and other stakeholders' perspectives on results achievement - Synthesis of comparator program efforts on results frameworks in similar fields and funding modalities |

Source: Ipsos MORI

⁹ From the TOR: Beyond measuring project-level results, several Supporting Countries have expressed a shared interest in maximizing the benefits of GCFF-funded operations for refugees and host communities. The effort to achieve this shared objective would be aided by a framework that supplements normal project-level monitoring to be undertaken by the ISAs to systematically capture the wider impact of GCFF-funded projects on refugees and host communities.

Process Map

For the purposes of the Process Evaluation, a Process Map was also agreed with the Coordination Unit in the Inception Report.

The Process element of the Evaluation aimed to assess the effectiveness with which the GCFF has been implemented and the efficiencies of the processes involved, and the extent to which these processes either help or hinder the achievement of the intended outcomes.

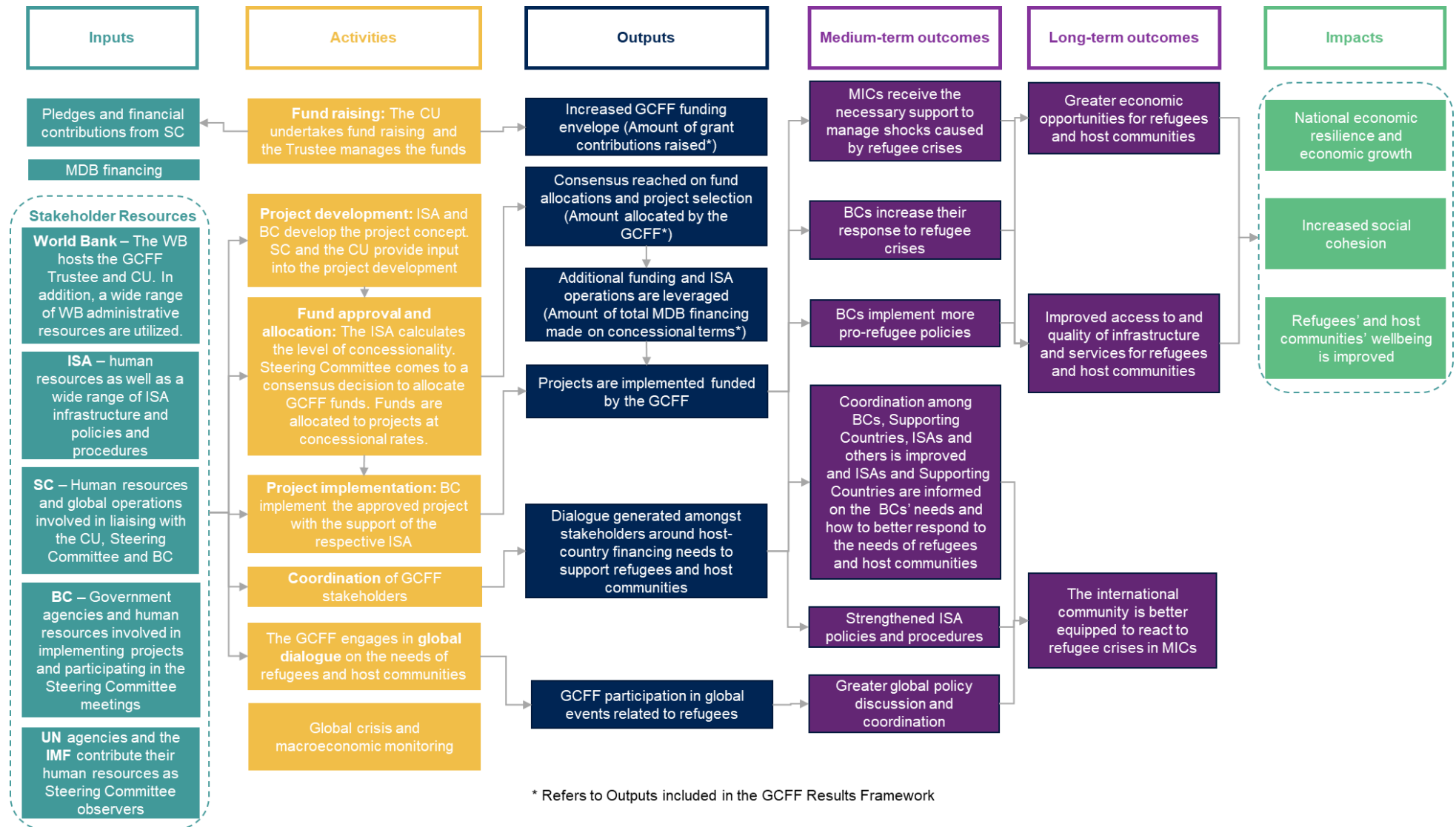
A key task in the Inception Phase was therefore to develop the Process Map, which describes the key processes involved with the delivery of the program and responsibility for their delivery. This is largely informed by the OM, which describes the key processes, with insights from familiarization interviews, the ToC workshop, and a review of other documents in the Inception Phase. The Process Map is presented in Annex 3 with an accompanying narrative for each process, providing more detail on each.

4 Theory of Change

A Theory of Change (ToC) is an overall narrative that explains how a program aims to achieve its intended objectives. It traces the program inputs through to its intended impacts. The Theory of Change helps capture how the program will support changes to achieve its objectives and how it will evolve, assuming pre-conditions for changes (both inside and outside of the program) are in place. This section outlines in detail how the program operates and the Theory of Change that underpins program delivery and will be used in this evaluation. The Theory of Change was developed in collaboration with the GCFF at a Theory of Change workshop undertaken on August 18th, 2020 and has additionally been informed by a document review and familiarization interviews undertaken throughout the Inception Phase.

4.1 Logic Model

The figure below provides a visual representation of the key elements of the ToC for the GCFF, highlighting the linkage between each step in the Theory of Change. The accompanying narrative to the Theory of Change can be found in Annex 2.

Figure 1 GCFF logic model

Source: Ipsos MORI

5 Methodology

This section summarizes the methodology to support the evaluation and satisfy the frameworks detailed above in Section 3. The Theory of Change, Process Map, Evaluation Framework, and Methodology which were developed in the Inception Phase are included in Annexes 2-5. Topic guides for all primary research are included in Annexes 6-14.

5.1 Data collection workstreams

The evaluation has carried out a range of data collection activities designed to provide a holistic account of GCFF performance to date, supporting both the process evaluation and impact assessment. These include:

- **Portfolio Analysis:** The first task of the second phase of the evaluation was an assessment of the project activities that have taken place to date, which allowed the evaluation team to measure the relevance and development impact of the GCFF, its additionality, and the extent by which it pursues the stated objectives. This was done through an analysis of the Facility's portfolio, including all closed and ongoing operations which have received funding since the GCFF became operational in 2016. The evidence gathered together from documentation and consultations is organized into a portfolio analysis matrix. The portfolio analysis is contained in Annex 15.
- **Document Review:** This evaluation is informed by the existing evidence base around what works in helping countries manage and adapt to refugee influx in different contexts and geographies. The document review focused on the following broad categories: existing policies and programs; global trends; contextual analysis of the economic and policy landscape in Lebanon, Jordan, Colombia and Ecuador; and development impacts of Case Study projects. The full document review and bibliography are contained in Annex 16.
- **Stakeholder Consultations:** In phase three, the evaluation team carried out semi-structured interviews with key stakeholders to understand the relevance, efficiency, effectiveness and coherence of the GCFF, and to understand the development impact of projects funded by the GCFF. These consultations also informed the Portfolio Analysis, contributing evidence to both add to and triangulate document-generated evidence and provide inputs to generate lessons for changes to implementation - looking forward, based on experiences of what could be improved in future design and implementation. We have interviewed 59 stakeholders in total.
- **Case studies:** In phase three, we also carried out four "program effects" Case Studies, with GCFF-funded projects constituting the Case Study "sites". The selection of Case Studies followed a sampling approach to ensure a representative variety in terms of size of GCFF contribution, country, project status, as well as ISA, target sector, length of project implementation and progress towards objectives. The four selected projects were Economic Opportunities for Jordanians and Syrian Refugees; Jordan Education Reform Support; Improving Quality of Healthcare Services and Efficiency in Colombia; and the Lebanon Health Resilience Project. The Case Studies comprised of a review of key project documents, stakeholder interviews, and focus group discussions (FGD). Each Case Study was originally planned to include up to eight stakeholder interviews and two focus groups, this allocation was revised in light of a more detailed review of the state of implementation of individual projects, and a bespoke approach for each project was developed. The case study approach is detailed in Annex 5. In total, 41 stakeholder interviews and nine focus group discussions were planned as part of these Case Studies. Recruitment challenges meant that a total of 33

interviews, 2 group interviews and 7 focus group discussions were conducted for the Case Study Reports.

5.2 Approach to synthesis

This evaluation synthesizes a particularly diverse set of data collected across the evaluation to support subsequent analysis. This has allowed the evaluation team to triangulate the evidence and validate the findings from different data collection strategies. The evaluation team can be more confident if similar findings and themes are identified from different methods and data sources.

It is key for the data synthesis to bring together the evidence in relation to the evaluation questions, particularly for understanding which process mechanisms are most effective in driving outcomes, and amongst which groups. As data has been added to the evidence base throughout the lifetime of the evaluation, it has allowed analysis of whether new data corroborates or contradicts previously collected data and findings.

The evaluation employs meta-synthesis.¹⁰ This approach seeks to analyze the findings from across primary and secondary, and across qualitative and quantitative evidence¹¹ to form interpretive explanations and thematic descriptions. The following main steps will be followed:

- Organization of the evidence by theory area into data tables;
- Thematic analysis of evidence by individual reviewers;
- Comparison of thematic analysis and identification of chains of influence;
- Making connections among the chains of influence.

This Final Report reports against the evaluation framework questions presented in Section 3. It also reports specifically against the Theory of Change and reports on its realization and the flow of causal mechanisms.

5.3 Limitations

This Final Report faced the following limitations:

- Overall, the evaluation team has effectively recruited stakeholders for interviews, but it has faced difficulties in recruiting stakeholders from Benefitting Countries. The Coordination Unit has offered support with prompting stakeholders and providing alternative Benefitting Country stakeholders; however, this has remained an issue when conducting the Case Studies which has slowed the progress of implementing these Studies, particularly when these stakeholders act as gatekeepers for accessing project beneficiaries.
- The evaluation team had hoped to engage with stakeholders external to the GCFF to better understand similar facilities which could provide lessons learnt to the GCFF. The Coordination Unit agreed that these interviews should take place once the other stakeholder groups have been interviewed, to build on these learnings. However, few external stakeholders were identified from stakeholders, Coordination Unit contacts meaning that lessons learnt from external facilities are

¹⁰ Sandelowski M, Barroso J. Handbook for synthesizing qualitative research. New York, NY: Springer; 2006.

¹¹ The principles of the meta-synthesis, primarily employed for qualitative analysis, will also be applied to quantitative analysis for the purpose of this evaluation in order to ensure a consistent approach is employed.

limited. However, engagement with the EIB, EBRD and IMF did provide insights into alternative programs with similar objectives.

- Each Case Study was initially planned to include two focus groups with beneficiaries (refugees / migrants and host communities). However, due to several of the Case Studies' state of implementation, it was not possible to speak to beneficiaries for all Case Study projects as they had not yet been engaged or were not identifiable.

6 Achievement Against Results Framework Indicators

The GCFF's performance is measured against four indicators, presented in the Operations Manual, which are used to assess the achievement of the GCFF in the provision of concessional financing to middle income countries impacted by the influx of refugees and improved partner and donor coordination. The table below shows the progress made towards each of the Results Framework indicators, as of 31st December 2021.

Table 3 Progress made towards GCFF Results Framework indicators

| Indicator | Baseline (2016) | Target (2021) | Current Status (December 2020) |
|---|-----------------|--|---------------------------------------|
| 1. Amount of contributions raised | USD 0 | USD 1b contribution | USD 787m in pledges and contributions |
| 2. Amount allocated by the GCFF per year | USD 0 | USD 150-200 million yearly | USD 146m ¹² average yearly |
| 3. Amount of MDB financing made on concessional terms from GCFF | USD 0 | USD 3b in Concessional MDB Financing (2021) (USD 600m yearly) | USD 4.87b (USD 1.1b yearly) |
| 4. Share of respondents from Benefitting Countries, ISAs, and Supporting Countries who indicate that CFF implementation is making a useful contribution to coordination efforts | n/a | % indicating that GCFF contributing to MDB & UN coordination to address refugee impact | Limited survey results |

Source: GCFF Portfolio Monitoring Dec 2020

In addition to these four indicators originally included in the Operations Manual, when the GCFF became a global fund and introduced a Global window, the Facility set the objective to raise a further USD 500 million for this window.

6.1 Indicator 1

EQ2f How well has the Facility been able to follow up on the commitment made at the inception to mobilize more than USD1 billion over five years for Lebanon and Jordan and another US500 million for the Global Window (progress to date)?

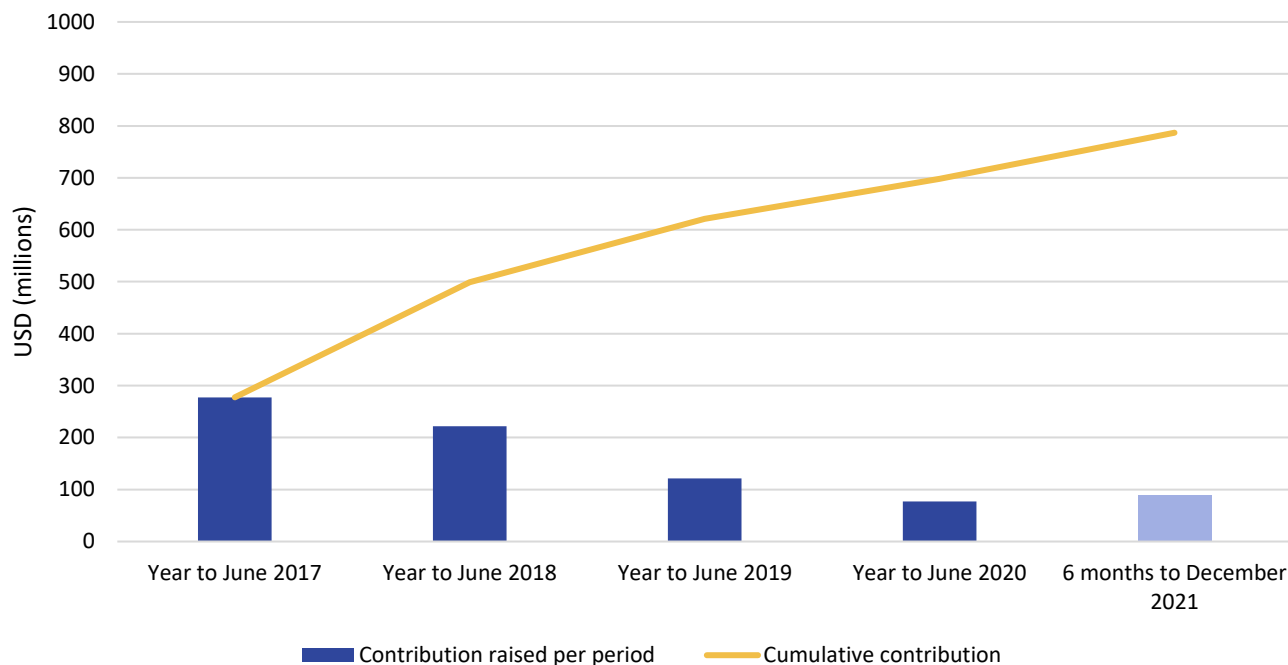
The GCFF has been partially successful in achieving its commitment to mobilize more than USD 1 billion by June 2021, having achieved 79% of this target as of December 2020, with six months year remaining. As of December 31, 2020, USD 736.74 million had been contributed and a further USD 50.00 million had been pledged, taking the overall amount raised in pledges and contributions to USD 786.74 million.

The figure below presents the funding contributions made to the GCFF since its inception. Funding contributions were strongest in the first two years of the GCFF. Funding contributions will need to be

¹² Yearly average between June 2016 and December 2020, from a total of USD 658.55 million

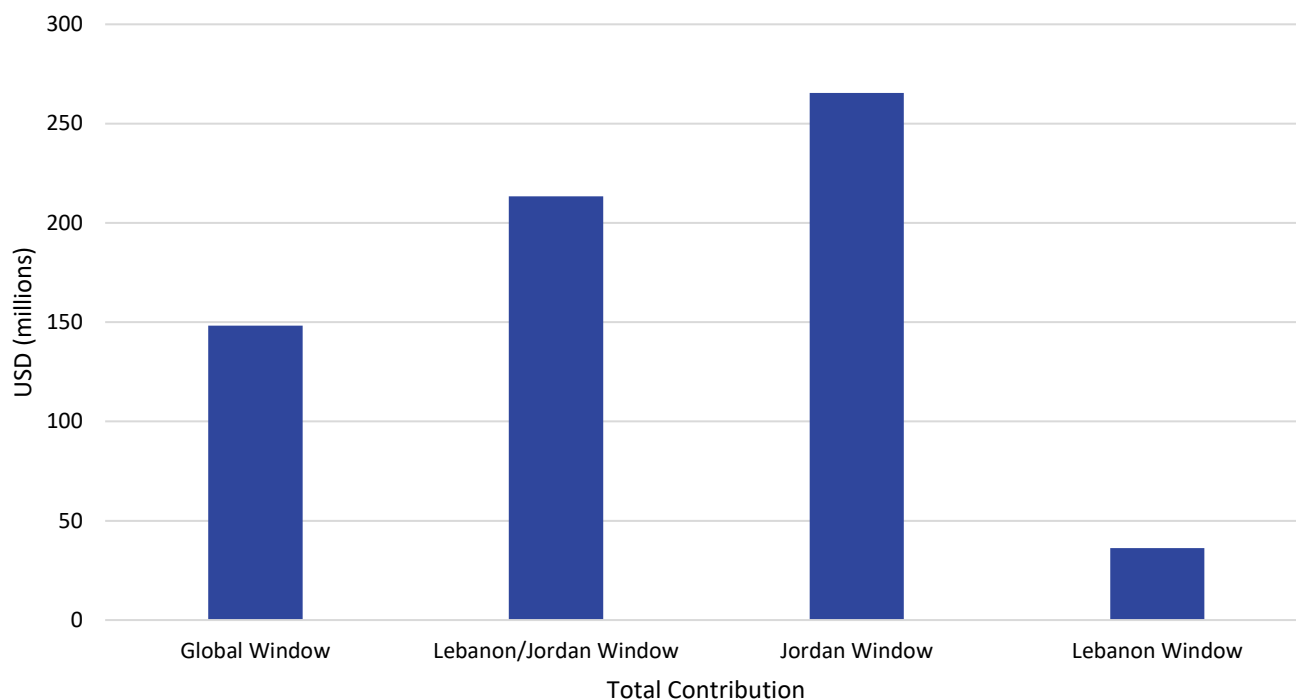
increased significantly from the previous year if the GCFF is to meet its Indicator 1 target of a total of USD 1 billion raised in the five years of the Facility. Since June 2020, an additional USD 88.57 million has been contributed, which already marks an increase in the previous year (USD 77.39 million) with 6 months remaining.

Figure 2 Funding contributions made to the GCFF



Source: Ipsos MORI analysis of GCFF Progress Reports

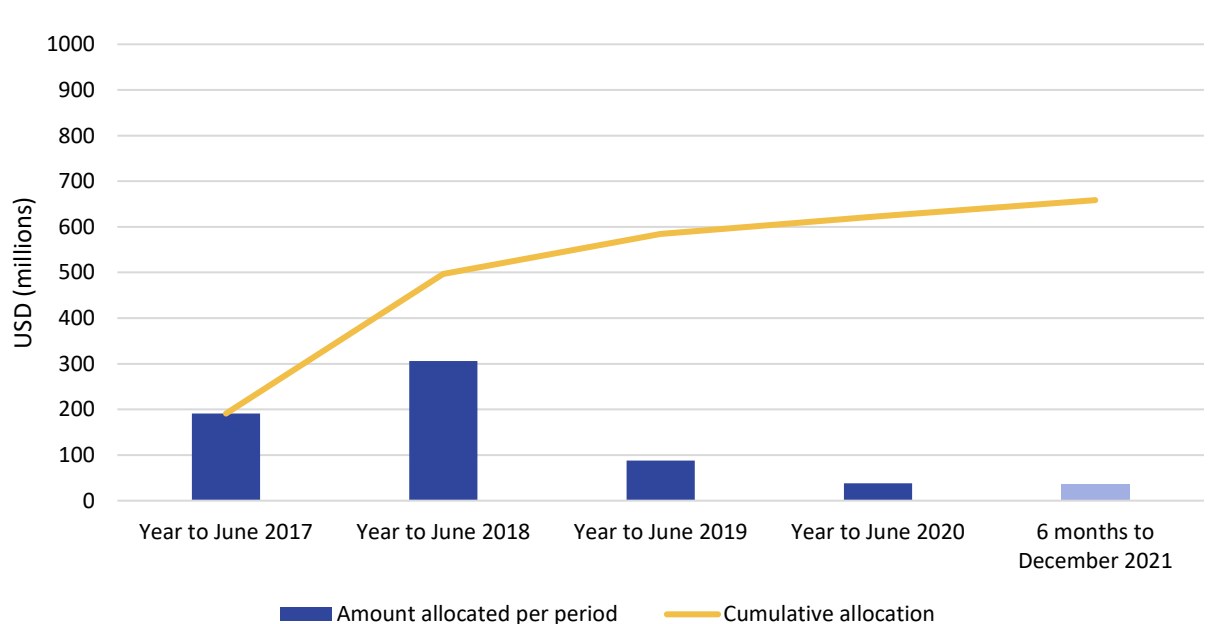
However, the Facility has been less successful in its pledge to mobilize a further USD 500 million for the global window. As of December 2020, USD 148.21 million has been committed to the global window, representing only a 30% achievement of this target. To avoid double counting, it is worth noting that the total figure of USD 787m raised against Indicators 1 includes funding contributions to the Global Window. The figure below shows the total funding contributions by Funding Window as of December 2020.

Figure 3 GCFF contributions by Funding Window

Source: Ipsos MORI analysis of Trustee Report December 2020

6.2 Indicator 2

As of December 2020, the GCFF has allocated a total of USD 658.55 million in concessional financing. The average amount allocated by the GCFF has been USD 146 million per year, which is just below the target range set in Indicator 2 of between USD 150 and 200 million. However, over the last two years the amount of funding allocated has fallen below this level, mirroring the lower level of contributions in these two years.

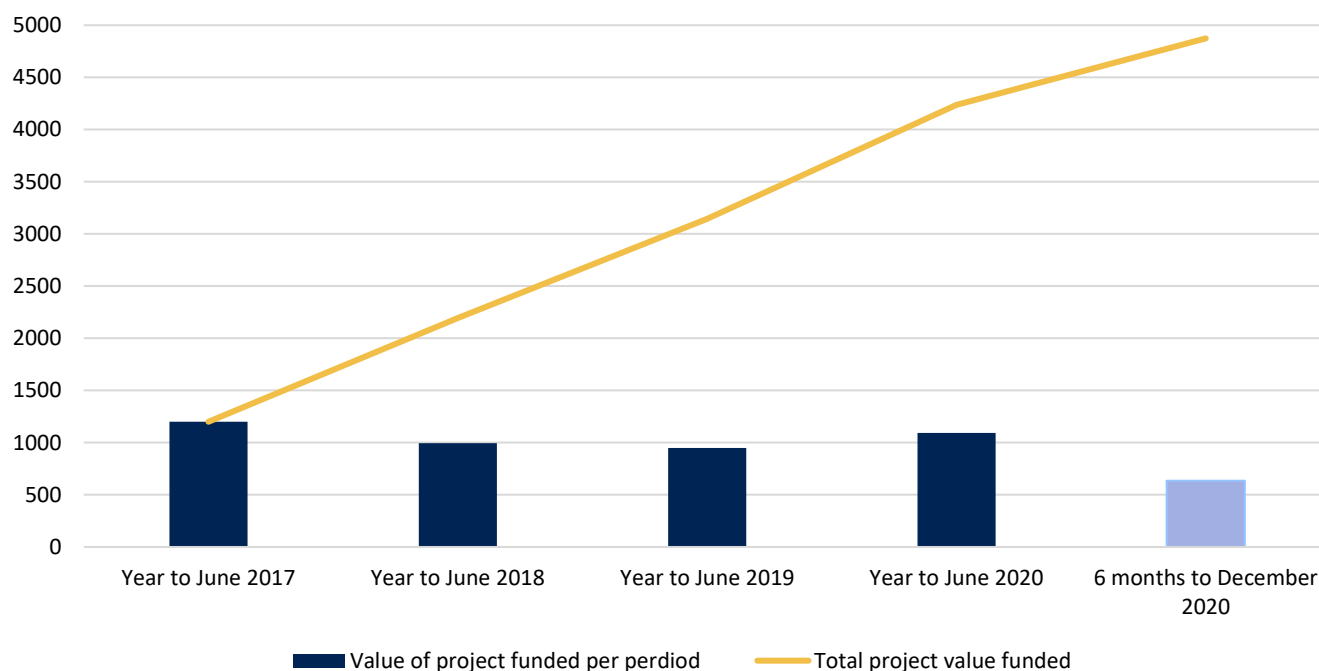
Figure 4 Allocation of concessional financing

Source: Ipsos MORI analysis of GCFF Progress Reports

6.3 Indicator 3

The GCFF has already exceeded its targeted amount of MDB financing made on concessional terms from the GCFF. Currently over USD 4.87 billion has been made in concessional MDB financing, exceeding the target of USD 3 billion. In each year, the target of USD 600 million has been exceeded.

Figure 5 Value of projects funded, total and by year



Source: Ipsos MORI analysis of GCFF Progress Reports

This suggests the GCFF has had a greater contribution to mobilizing MDB financing than targeted, despite its lower level of funds raised and committed than had been targeted.

6.4 Indicator 4

Reporting on Indicator 4 has currently ceased, and the Indicator is under review.

7 Process Evaluation

This section presents the main findings on the evaluation questions related to GCFF program delivery and governance processes. The processes were identified during the Inception Phase of the evaluation. An overview of the GCFF processes can be found in Annex 3.

7.1 Fundraising and mobilization

EQ1c To what extent has the process of fundraising been carried out efficiently and effectively?

Both the Supporting Countries and the Coordination Unit reported that the Coordination Unit continuously engages with a range of potential donors to attempt to mobilize additional Supporting Countries onto the program and ensure that fundraising is sustainable.

The ability of the Fund to leverage MDB financing is seen as a key appeal for the Supporting Countries, as donor contributions can be used to provide concessional loans of far greater amounts than the initial contribution.

However, the success of fundraising should be considered within the context of demand for funds. Generally, the demand for funds has been able to be met in the majority, but not all, of Funding Requests. The Funding Requests which have not been fully met are described below:

- **Jordan First Equitable Growth and Job Creation DPL:** received a concessional grant of USD 113.0 million in response to a request of a concessionality amount of USD 156.6 million.
- **Second Fiscal Sustainability, Competitiveness, and Migration Development Policy Financing:** The Government of Colombia requested a concessionality amount of USD 75 million. However, at the time of the Steering Committee approval (April 1, 2019) the availability of Funding in the GCFF Trust Fund was USD 5.19m. As a such a payment of USD 5.13m was allocated for the Underlying Operation and an additional allocation of up to USD28m for the Concessionality Amount was made as of 9 April 2019, providing a total concessionality amount of USD 31.5m.
- **Greater Urban Transport Project:** The project was accepted, in principle, at the Third Steering Committee meeting on 29 October 2017. Lebanon then submitted a new funding request based on updated calculations of the concessionality amount at the time of resubmission for a virtual, no objection approval as soon as additional funds are available. Steering Committee members agreed on a shorter period of 4 business days for the no-objection approval of this funding request, based on the fact that the underlying operation had already been approved. A total concessionality amount of USD 69.80 was approved, marginally below the original request.

Further, an informal process has also emerged where some Supporting Countries time their financial contributions to the GCFF when a project of interest is ready for approval.

It has been suggested that providing more predictability around the flow of financing would assist Benefitting Countries in the planning process and improve the project design process and improve the consistency of funding. In addition, one stakeholder suggested that better vision of upcoming financing needs would enable better planning of funding contributions. This could be achieved through better visibility of the upcoming Beneficiary Country project pipeline.

The widespread interest in the Syrian refugee crisis and concern around its implications for stability in the region have been a key contributing factor in mobilizing funds, especially in the first two years of the GCFF. A potential reason for the relatively slower progress made towards within the global window is that the Venezuela crisis does not affect the policy objectives of many Supporting Countries' to the same extent as the Syrian refugee crisis.

Going forward, fundraising is likely to be more challenging as national and international COVID-response programs increase competition and pressure on Supporting Countries' budgets. Supporting Countries' desire to see greater evidence of the impact of the program on refugees and some concerns about low levels of disbursement may also make fundraising more challenging.

EQ1f To what extent have funding commitments and disbursements been delivered efficiently and effectively? Have the fund allocations and disbursement processes been efficient and effective both in terms of transfers of funds from the FIF to ISAs and from ISAs to Benefitting Countries?

The time taken to disburse funds from the FIF to the ISA has been handled in a timely fashion, with no reported delays. The time taken for funding to be disbursed varies depending on the Benefitting Countries' internal approval processes and implementation progress. Three projects; the Jordan West Irbid Wastewater Project, the Ain Ghazal Wastewater Project (Jordan) and the Municipal Investment Program (Lebanon) are yet to receive disbursement of any funds, despite being approved in 2017, 2016 and 2019 respectively.

A number of projects have run into delays after funding was approved. These are to a large extent due to recipient agencies or Benefitting Country governments failing to agree on either significant project matters (the Lebanon Municipal Investment Program, for example, has not yet been declared effective as the Government of Lebanon (GoL) is still negotiating the loan with the ISA, even though GCFF funding was approved in October 2019) or failing to agree on more minor issues (such as the details of a Terms of Reference or taking months to appoint key personnel) causing roadblocks. Government procurement processes in infrastructure projects were also reported to slow progress. One project (Lebanon National Jobs Program for Results) was cancelled due to the delays in declaring effectiveness exceeded ISA guidelines, and financing was withdrawn.

Fund disbursement for projects in Lebanon is particularly low: it was on average 6% across the four projects approved in Lebanon (as of December 31st, 2020, not including the National Jobs P4R project that was cancelled in 2019). Issues in implementation in Lebanon specifically are impacting further Funding Requests from the country; for instance, Steering Committee meeting minutes show that when discussing the Lebanon Municipal Investment Program, Government delays were a reason for concern, contributing to the project going through another iteration before approval.

7.2 Country selection

EQ1d To what extent has the process of country approval been carried out efficiently and effectively?

Overall evidence from project documents and stakeholder interviews suggests that the process of country approval has been carried out efficiently and effectively. The process is Benefitting Country-driven, with aspiring members approaching the GCFF, but combines Supporting Countries' considerations through their sponsorship of Benefitting Countries and approval of membership. Sponsorship by a Supporting Country is seen as a necessary function of the process to ensure that finance is mobilized.

The case of Colombia joining the GCFF demonstrates that the process of approval, once formally initiated, was efficient and timely, with Colombia being informed of membership approval one month after it

expressed its interest in joining the GCFF. For both Colombia and Ecuador, Canada took on the role of sponsor - this stemmed from their existing engagement and operations in the Latin America region and thus familiarity with the Venezuelan refugee crisis, as well as from their position as co-chair of the Steering Committee at that time.

In the case of Ecuador's inclusion into the GCFF, more time elapsed between the initial expression of interest to join the GCFF (January 2019) and its membership approval (September 2019), as well as before its first project approval March 2020).

Whereas there was general agreement across the Steering Committee that both Colombia and Ecuador merited inclusion in the GCFF and fulfilled the criteria outlined in the Operations Manual, there was a hesitancy amongst other Supporting Countries to support their inclusion. Some stakeholders explained that this was because the region is less of a policy priority for most European Supporting Countries, coupled with the fact that the GCFF, due to its initial set-up, had stronger MENA expertise and much less familiarity with the Venezuelan crisis context.

Ecuador's membership timeline was longer than that of Colombia. The case of Ecuador required more discussion by the Steering Committee, as its commitment to refugees was a point of concern for several Supporting Countries, voiced in the Steering Committee's meeting in September 2019. The discussion over the approval decision was generally considered efficient and effective by stakeholders interviewed, as there was agreement that the countries for debate fulfilled the selection criteria.

Nevertheless, some stakeholders consider the different strategic and policy aims of the Supporting Countries a strength - while it does play a role in the country selection process, the inclusion of two Latin American countries, a region considered to be a lower priority for most Supporting Countries shows that this has not been a significant barrier to membership. The mix of Supporting Countries across regions and with different strategic foci allows for the GCFF to be a global instrument, helping ensure that there will be some funding for each region available.

"I don't think that you should make it too dependent on the donor policies. You believe the concepts, and that's something that you want to support. Maybe this year we don't have funding, maybe next year we have other governments and there will be funding for that region."

One issue raised by some stakeholders with regards to the country selection process is that there is no process to deselect countries from the program, and some Supporting Countries felt that a discussion about adding such a process is needed due to concerns about the continued commitment of Benefitting Country governments to pro-refugee policies.

A further concern raised was that the process of country approval in its current form does not give the Coordination Unit a formal, proactive role in monitoring refugee crises and reaching out to potential new Benefitting Countries, but rather relies on Supporting Countries and ISAs to facilitate the inclusion of additional Benefitting Countries. This means that it is not possible to offer immediate support to countries when they are first impacted, which one Benefitting Country has raised as a challenge. While the Venezuelan refugee crisis was already highlighted in the 2017-2018 GCFF annual report as placing great strain on neighboring countries (Ecuador and Colombia), and internal documentation shows that the inclusion of Colombia was being discussed as early as October 2018, the formal process for Colombia's approval did not kick-off until December 2018. In the case of Ecuador, the timeline was longer still, with the first project approval granted in March 2020 whereas political instability started contributing to a growing displacement crisis in Venezuela as early as 2016, four years prior.

EQ2c To what extent has country selection appropriately served the objective “to support middle income countries impacted by the influx of refugees through the provision of concessional financing and improved coordination for development projects addressing the impact of the influx of refugees”?

There is broad consensus among stakeholders interviewed that the current country selection is in line with the facility’s objective and global scope. The objective of the GCFF aligns with the financial needs of the Syrian and Venezuelan crises in terms of the coverage of funding still required for both crises, and the impact on Benefitting Countries in terms of the number and proportion of refugees relative to their population. Both the expansion to include Colombia and Ecuador was supported by stakeholders, as both fulfilled the criteria outlined in the Operation Manual (see EQ2a for further discussion).

The GCFF has responded to two major refugee crises, both of which have disproportionately impacted MICs. The Syrian Refugee crisis and Venezuelan migrant and their associated cost have resulted in a significant funding requirement. UNOCHA estimates the cost of the Refugee and Migrant Response Plan 2020 for Refugees and Migrants from Venezuela to be USD 1.4 billion, of which USD 689 million has been funded (coverage 49%)¹³, while the Syria Refugee Response and Resilience Plan (3RP) 2020 has a funding requirement of USD 6 billion, currently USD 2.3 billion is funded (coverage 38.6%).¹⁴

The below table gives a summary of middle-income countries, their refugee hosting burden, and the total ODA received in 2019.

¹³ <https://fts.unocha.org/appeals/944/summary>

¹⁴ <https://fts.unocha.org/appeals/943/summary>

Table 4 Middle-income refugee hosting countries and select indicators

| Country | Economy ¹⁵ | Relevant Crisis | Number of refugees hosting (in millions) ^{16,17} | Proportion of country's population (percentage) | Total ODA received in 2019 (in billions USD) ¹⁸ |
|------------------|-----------------------|------------------------------------|---|---|--|
| Turkey | Upper middle income | Syrian crisis | 3.6 | 4.4 | 0.8 |
| Colombia | Upper middle income | Venezuelan crisis | 1.8 | 3.6 | 0.9 |
| Pakistan | Lower middle income | Afghanistan conflict | 1.4 | 0.7 | 2.2 |
| Republic of Iran | Upper middle income | Afghanistan conflict | 1.0 | 1.2 | 0.2 |
| Lebanon | Upper middle income | Syrian crisis | 0.9 | 13.1 | 1.5 |
| Peru | Upper middle income | Venezuelan crisis | 0.9 | 2.8 | 0.5 |
| Bangladesh | Lower middle income | Myanmar crisis | 0.9 | 0.4 | 4.5 |
| Jordan | Upper middle income | Syrian crisis | 0.7 | 7.0 | 2.8 |
| Ecuador | Upper middle income | Venezuelan crisis, Colombia crisis | 0.5 | 2.3 | 0.5 |

Source: Ipsos MORI analysis

While the country selection has been seen to support the GCFF's objectives the ongoing inclusion of Lebanon has been highlighted across multiple stakeholder groups as a particular risk to the Facility meeting its objectives.

"We've been in doubt when it comes to, 'Is GCFF delivering for its purposes in Lebanon?' Especially if we go back a year due to the policy changes or the environment surrounding refugees. So, we have been in doubt if GCFF has or will continue to be the right mechanism for us to support the refugees [in Lebanon] specifically."

7.3 Funding Applications

To receive concessional financing through the GCFF projects must be approved by the Steering Committee on a no-objections basis.

¹⁵ <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519>

¹⁶ <https://reliefweb.int/sites/reliefweb.int/files/resources/5ee200e37.pdf>

¹⁷ This includes refugees registered as per UNHCR.

¹⁸ Numbers are per the World Bank open data: <https://data.worldbank.org/>

EQ1e. To what extent have funding requests been handled efficiently and effectively? Did applications for funding provide enough information, including regarding compliance with the ISA's policy and safeguards, to the SC to adequately inform allocation decisions?

Evidence from stakeholder interviews and the portfolio analysis is mixed as to whether funding requests are handled efficiently and effectively. While the process was seen to be effective across a range of stakeholder groups lack of sufficient information to inform decisions making of Supporting Countries was raised as a barrier to effective decision making while multiple delays in project implementation and low disbursement in some projects suggest that assessment of project risk can be improved.

The pipeline preparation stage's importance was highlighted by stakeholders interviewed, although there was mixed evidence from the document review and stakeholder interviews on the efficiency of the presentations of the project pipelines to the Steering Committee, and this was also seen to vary by project and country.

Pipeline information is shared at Steering Committee meetings as well as more informally between meetings, with the Coordination Unit playing an important role in liaising bilaterally with ISAs and BCs on to identify their project pipeline.

In some cases, Supporting Countries also reported liaising bilaterally with Benefitting Countries to scope potential projects. This informal bilateral engagement was described by stakeholders as a crucial process to provide Supporting Countries with project information ahead of their presentation for decision and to help the Benefitting Countries to provide sufficient information on the Funding Requests Forms, allowing for more efficient decision making. However, one stakeholder felt that this early engagement should involve all the Supporting Countries. They also stated that the sharing of information at this stage was inconsistent and unstructured, for example there were differences in the amount of information shared with Supporting Country representatives and their colleagues working in the Benefitting Countries, or the Supporting Country Steering Committee representatives would sometimes receive information at a different time to their colleagues working in the Benefitting Countries.

"Sometimes the donor group is being consulted and then it's very last moment and, in all honesty, sometimes they have the feeling that World Bank is not sharing all the information, or there are other discussions going on that they're not being involved in. So, that's sometimes a bit complicated."

In some cases, the Steering Committee meeting minutes provide evidence of extensive discussions about upcoming projects in the pipeline (such as the Jordan Youth, Technology and Jobs project) where the Steering Committee provides feedback and "pre-approval" ahead of the official submission to the Coordination Unit. This means that the Steering Committee members (specifically the Supporting Countries) are able to engage with Benefitting Countries on upcoming projects early on in the process.

However, some stakeholders reported that communications ahead of receipt of the Funding Request were insufficient, reducing the ability of the Steering Committee to provide informed feedback and suggest changes. While some Supporting Countries reported having strong insights into some projects before the Funding Request was introduced, others reported that they were less aware, suggesting Supporting Countries engagement in the project design stage varies. One stakeholder reported that information shared in the pipeline phase should include the planned outcomes and impact of the project.

In terms of timeliness, Supporting Countries felt that there is insufficient time for the Steering Committee to adequately scrutinize Funding Requests. The Coordination Unit shares the Funding Requests with the

Steering Committee members ahead of the meeting (aiming to do this at least 14 days ahead, as prescribed in the Operations Manual).¹⁹

Analysis of program documents suggests that in the cases where Supporting Countries do not have substantive questions and where funds are immediately available, the time between submission of the Funding Request Form to the Coordination Unit and the approval of concessionality is around two weeks. Steering Committee members emphasized the importance of complying with this window in allowing them time to review Funding Requests ahead of the decision (although one stakeholder complained that the approval process was too lengthy due to Supporting Countries focusing on their own priorities). However, in some cases, Steering Committee members reported that documents were not received within two weeks of the meeting, though this claim has not been verified by the evaluation team.

More broadly, several Steering Committee members reported that the time available for scrutiny was insufficient, even when the 14-day timeline had been adhered to. This was referred to as a particular problem in the cases of projects which required more discussion amongst Steering Committee members.

"I think there has been a feeling of the Steering Committee being rushed by not always having the information ahead of time in a timely manner that would allow for more detailed review and consultations... Sometimes those conversations [with other government members and colleagues in the Benefitting Countries] have been rushed to accommodate either the ongoing negotiations between the ISA and the recipient country, or the ISAs broader board and governance schedule."

As a result of the short timeframe allocated to Steering Committee members to review Funding Requests, the Steering Committee's scrutiny function is reduced. When potential issues with projects have been observed, for instance regarding safeguards, the Steering Committee has had limited time to give feedback and for Benefitting Countries to make the necessary amendments. One participant felt that the Steering Committee's limited time for review was ineffective, particularly in the context of a wider protracted crisis in the Benefitting Country.

Stakeholders reported the following issues with the project documentation they were provided and wider information requirements to inform decision making:

- **A lack of detail relating to key project indicators, particularly the focus and impact on refugees**, as well as safeguards relating to gender and the environment. One stakeholder discussed how in the April 2017 Steering Committee meeting, one Supporting Country planned to veto the Jordan Emergency Health project which had insufficient gender safeguards, leading to the Benefitting Country and ISA producing an annex on gender within 48 hours. This indicates that some projects are not prioritizing these areas in the project design stage, which could affect the quality of implementation in these areas. This was substantiated by the portfolio analysis, which found that in the case of the Municipal Investment Project in Lebanon, at the September 2019 Steering Committee the Supporting Countries called for additional information on the project's direct and indirect impact, notably for refugees and youth.²⁰

¹⁹ As Funding Requests include only the submission date to the Coordination Unit and not dates shared with the SC, whether this 14-day period has been always met could not be established by the evaluation team. However, stakeholders interviewed reported that this timeline had generally been adhered to.

²⁰ As a result of these requests for additional information, Supporting Countries requested additional consultations to strengthen specific aspects of the program before proceeding to approval. It was therefore decided that subsequent to consultations planned in Beirut for October 4, the

- **A lack of detail on the planned project monitoring arrangements.**
- **A lack of detail on how the project will comply with the ISA's policies and safeguards.**
- **A lack of clarity on the Benefitting Countries' funding priorities**, in cases where Benefitting Countries are presenting multiple Funding Requests.
- **A need for the Coordination Unit or the ISA to share their recommendations or prioritizations**, in cases where Benefitting Countries are presenting multiple Funding Requests.
- **A need for Benefitting Countries to share more detail on their overall funding needs**, to inform contextual understanding of the total demand and the extent to which the GCFF can support.
- **A need for the GCFF to share more detail on their overall funding needs**, to inform contextual understanding and future planning by Supporting Countries.

The issues raised by the stakeholders regarding project documentation and wider relevant information indicate potential problems with the non-objection model, in that Steering Committee members may not have sufficient information to make an objection, even if they have concerns. This is also discussed in EQ1i.

One stakeholder suggested improvements to the format of the Steering Committee meetings and the approach to sharing information could be made, in order to aid decision making. For instance, Project Funding Requests could be shared through a presentation, which would give Steering Committee members the opportunity to ask questions exploring the country context, particularly the political economy context.

"To ask a few questions sometimes is what you really need, to understand the context, the political economy of the situation. How does it play into political structures? Why is it difficult? What makes it complicated? To have this open discussion is always useful."

This stakeholder also referenced the value of having the UNHCR's input as an observer in the Steering Committee. Multiple stakeholders felt that it was necessary to strengthen the voices of refugees and displaced peoples in the Project Funding Requests. Some stakeholders felt that working closely with UNHCR during the project conception and design stages rather than asking occasional questions would also ensure that projects were prioritized to maximize refugee impact as they could draw on their expertise as well as internal data and tools to measure impact. In particular, local UNHCR offices could offer local expertise, and one stakeholder recommended including UNHCR country offices in a more formalized role such as a local observer.

EQ1h. To what extent has support during the preparation phase and project implementation, particularly from ISAs, been carried out efficiently and effectively?

In the **preparatory phase**, the ISAs support Benefitting Countries with pipeline development. Stakeholders described that ISAs are able to use their own expertise as development banks to provide Benefitting Countries with advice on improving the quality of projects and tailoring the Funding Requests to meet

Government of Lebanon would recirculate through the Coordination Unit project documentation for virtual SC approval with a reduced non-objection period of seven calendar days. The project was approved on 18 October 2019. In other cases where comments are less substantive, such as the Jordan First Equitable Growth and Job Creation DPL project, comments have been addressed during the SC meeting and the approval made in the same meeting.

Supporting Country requirements. This was particularly valuable where Benefitting Countries had less experience developing project proposals in this format. They also support Benefitting Countries through scoping, for example by doing feasibility studies and assessments. One Benefitting Country representative highlighted the benefit of working with the ISA to develop Funding Requests in building the capacity of those working in the Ministry developing the request.

“Having a development bank as a channel is a very good thing because it helps the countries to really present good-quality initiatives, and it helps to also give to the donors tranquility that the resources are going to be executed with very good standards and high-quality standards.”

Case Study projects identified a number of instances where the preparatory phase could be improved through greater coordination with relevant actors. For instance, consultation with UNHCR in the Improving Quality of Healthcare Services and Efficiency in Colombia project was found to be limited. In addition, coordination between the World Bank and IsDB, both acting as ISAs on the Lebanon Health Resilience project, as well as with the UNHCR was found to be an area that could be improved in the preparatory phase.

However, a significant portion of projects have faced delays early on, which may indicate insufficient preparation, which can lead to changes to the project, delays, and cost implications. One stakeholder reported that planned timelines were sometimes unrealistic, suggesting that the effectiveness of scoping could be improved.

Some Supporting Countries also play a role in the preparation phase. One Supporting Country reported that they used formal and informal processes to work closely with the Coordination Unit on some projects in the design stage. They identified bilateral meetings which took place between the Supporting Country and the GCFF, the GCFF and the Benefitting Country, and the Supporting Country and the Benefitting Country as a barrier to efficient support, with trilateral conversations only taking place on the initiative of the Benefitting Country.

An additional barrier to support from Supporting Countries is the fact that the level of Supporting Country engagement varies according to the Supporting Country’s priority thematic areas and staff capacity. One stakeholder reported that coordination and communication needed to be improved in order to involve more Supporting Countries and increase dialogue with Benefitting Countries which could be done at a strategic level.

A barrier to effective support identified by one stakeholder was insufficient collaboration with the UN agencies in the preparation phase. This links to the findings relating to gaps in the Funding Requests, indicating that using the expertise of observers at the design phase could help to ensure Funding Requests contain sufficient information on the political economy and refugee contexts. For example, involving UNHCR stakeholders to a greater extent helps to ensure projects have a clear mandate to support refugees and host communities. Where UNHCR is involved, they support the GCFF and Benefitting Countries through provision of relevant data demonstrating project need, however some stakeholders reported that it was not clear to what extent the World Bank always used this advice.

Within the **implementation phase**, the portfolio review and stakeholder interviews found that ISA support during implementation appears to match project requirements, most often consisting of technical assistance. They also offer support with monitoring and evaluation, audits, advice on procurement and general assistance during implementation. Where there are delays or issues due to political reasons, ISAs have used their leverage to influence Benefitting Country governments in some cases to overcome delays

(as was the case in the Lebanon Health Resilience Project, for example, or in the Jordan Emergency Health Project). Project stakeholders interviewed were satisfied with the degree of ISA involvement and support. In the Case Study projects, the role of the World Bank, as ISA, in coordinating and managing the different actors involved in implementation was highlighted as being valuable to project implementation.

7.4 ISA involvement

Each project has a designated ISA that provides support to the Benefitting Country in the design and implementation of the project.

EQ1m From a cost perspective, how efficiently have ISAs been able to leverage their existing operations?

A key strength of the GCFF program has been the ability to use contributions from Supporting Countries to leverage finance from MDBs. Through this mechanism a total of USD 4.87 billion of financing for development projects has been leveraged through USD 658.55 million in Supporting Country contributions (that have been allocated). This function is seen as a key aspect of the GCFF's value proposition to Supporting Countries.

"People look to FIFs for financial innovation and donors like that there is innovation going on, makes it easier for them to sell it internally rather than just providing grants. They like the idea of providing grants, leveraging the lending power of the MDBs. It has been one of the selling features of the GCFF."

In addition, GCFF structure utilizes ISAs' infrastructure, procedures and practices and as such the costs of managing the loans are reduced. This is seen as a key strength of the program and ensures that Facility is managed cost effectively. At a project level, ISAs provide technical assistance in certain aspects, such as M&E, but implementation of project delivery is largely the responsibility of recipient agencies within Benefitting Countries.

"The high reliance on ISA practices is a strong feature of the GCFF."

Additionally, at a higher level, ISAs have worked to ensure project funding. For instance, when the West Irbid wastewater project increased in cost after being approved, the ERBD (the respective ISA on this project) was able to provide additional funds to meet the funding gap. Project costs increased from EUR 44 million to EUR 53.2 million. While not part of the intended financing structure, the EBRD Shareholder Special Fund stepped in to provide EUR 5.9 million to cover part of this increase, while the EBRD itself increased its loan as well.

ISAs have also leveraged their influence to ensure a policy environment that enables the success of projects. For example, the World Bank, acting as the ISA for the Jordan Emergency Health project, worked alongside other development actors to find a solution to reduce the barriers put up by a policy change that made healthcare significantly more expensive for the project's target groups which would have made the project unfeasible.

EQ1l. What are the key factors that prevent certain Implementation Support Agencies (ISAs) from participating to a greater extent in the GCFF?

The World Bank acts as the ISA for the majority of projects on the GCFF (the ISA for GCFF projects of a total value of USD 4.69 billion (96% of total project funding)). The IsDB and ERBD were both more active in the earlier stages of the Fund; however, neither have submitted a new Funding Request since 2017, while the EIB has not been involved in any Funding Requests. The IsDB has been the ISA for GCFF projects totaling USD 130 million, and the ERBD USD 50.14 million.

Stakeholders generally felt that this lack of wider project engagement from ISAs beyond the World Bank does not prevent the GCFF from meeting its overall objective; however, there is a consensus that the Facility would benefit from taking advantage of the open architecture of the GCFF as a FIF and having wider ISA involvement. Stakeholders involved in the early stages of the GCFF described that broader participation of ISAs had been desired in order to meet the scale of the challenge of refugee crises (which is beyond that which can be addressed by the World Bank alone), and to provide regional expertise and facilitate learnings and coordination.

The following were identified as factors that prevent greater participation from ISAs:

- **Restructuring at the Islamic Development Bank:** The IsDB was initially very active in the program, having been instrumental in the founding of the Facility. However, its participation in projects has declined recently. Part of the reason for this is internal restructuring that occurred in 2018, resulting in a reduction in their overall portfolio which impacts their capacity to participate more actively in the GCFF.
- **Concessionality formula:** EBRD and EIB loans are structured differently to loans provided by the World Bank; generally, the maturity of provided loans is significantly shorter than those provided by the World Bank. As such, they benefit less from the concessionality formula²¹ taking into account the IDA level floor, which has lessened the incentive for BCs to take out GCFF loans through the EBRD and EIB, as it diminishes their relative pricing advantage.
- **Participation in alternative similar initiatives:** The EBRD operates a similar fund for refugees, a EUR 900 million investment plan, Building Resilience in Host Countries, which combines EBRD funds and donor contribution to help alleviate the refugee crisis in Jordan and Turkey. In addition, the EIB operates its own Fund, the Economic Resilience Initiative (ERI);²² the ERI is part of the European Union's response to the challenges in the Southern Neighborhood and Western Balkans, such as forced displacement and migration, economic downturns, political crises, droughts and flooding. The ERI operates a different concessional model which has made it more attractive to the EIB.
- **Development Policy Loans (DPL):** The GCFF has seen an increased demand from Benefitting Countries for DPLs as a financing instrument. This approach favors using the World Bank as the respective ISA, as this funding instrument is not used by the other ISAs.
- **World Bank experience and expertise in Latin America:** Relative to the other current ISAs, the World Bank has the most experience in Latin America.²³ As such, the World Bank has a comparative advantage for supporting any Funding Requests submitted by Colombia and Ecuador.

7.5 Monitoring and reporting

Monitoring and reporting of the GCFF takes place on two separate levels. The first is the GCFF Results Framework that is outlined in Section 8 of the Operation Manual. This is centered on the primary function of the GCFF in raising, allocating and distributing funds. The Coordination Unit is responsible for reporting on the Results Framework indicators using information provided by the Trustee. The second level is the

²¹ The longer the maturity the higher the NPV,¹ as such the longer maturity loans receive a greater amount of concessionality. Long maturity loans can also be considered to have intrinsic concessionality as the maturity is greater than is available at market rates.

²² <https://www.eib.org/en/about/initiatives/resilience-initiative/index.htm>

²³ The IsDB and EBRD are not currently active in Latin America, and the EIB has only recently begun operations in these countries.

monitoring and reporting of the individual projects that receive GCFF funding, which is the responsibility of the Benefitting Country and the respective ISA.

GCFF monitoring consists of the following three key processes:

- **Project Tracking** – The Coordination Unit tracks, and compiles progress reports based on the information provided from the ISA. The Coordination Unit distributes progress reporting to the Steering Committee on Concessionality Components and Grant Operations compiled from individual progress reports received from ISAs during the reporting period, and also shares information about progress of the Underlying Operations as reported by ISAs. Over time, the operational update may include a focus on problem cases to evaluate performance such as: (i) performance ratings provided in the individual progress reports; (ii) levels of disbursements; and (iii) lead time to effectiveness.
- **Reporting** - Each ISA is responsible for providing implementation support, including M&E of the Project performance. ISAs provide reporting on a six-month basis and following the completion of a project to the Coordination Unit for distribution to the SC. Reporting is made using the relevant Reporting Template. The Coordination Unit reports to the SC on progress of the Concessionality Components (and for information, on the Underlying Operations) and the Grant Operations based on information received from the ISAs and the Trustee.
- **Results Monitoring** - Progress in relation to the Results Frameworks included in the Funding Request are tracked by the ISAs and reported to the Steering Committee through the Coordination Unit for informational purposes. The project Results Framework assess the extent to which Underlying Operations support the impact of the influx of refugees. This provides a common reporting framework which is based on information ISAs would be collection for their own reporting purposes, in order to provide specific information on the impacts of GCFF funded projects. The Operations Manual includes the Results Monitoring Template, which requires the input of the unit of measurement, baseline, cumulative target values and intermediate results. In addition, the template provides a menu of sample indicators

EQ1b. How well did ISAs, working with Benefitting Countries, monitor, evaluate and report on the interim results of their activities?

Monitoring of project progress is generally the responsibility of the respective recipient Benefitting Country Ministry, oftentimes with support from ISAs, who leverage their existing expertise and knowledge in monitoring and evaluation to support these activities. At times, the monitoring and reporting systems were codesigned by the Benefitting Country and ISA and then contracted out to external consultants to conduct. One Benefitting Country interviewed felt this arrangement worked well as it generated country ownership of the process while simultaneously ensuring provision of support when needed.

ISAs use the monitoring data to produce their own internal reports, before in turn submitting Progress Reports to the GCFF, which are discussed in more detail in EQ1g. The level of detail provided in these reports varies by project. Generally, Supporting Countries felt that the information provided in these reports was limited and could be enhanced with the inclusion of further detail on the status of project implementation and progress towards objectives.

The extent to which these monitoring and reporting activities inform evidence-based decision-making on the ground is considered by stakeholders to be limited. This is partly seen as a result of the novelty of the projects and, in the case of Lebanon, lack of capacity from the relevant authorities; however, providing a

greater focus on sharing lessons learnt and using them to inform future projects was seen as an area of which could be beneficial across the project portfolio

Despite the ongoing reporting commitments on project progress, in general, the majority of governance mechanisms operate at a front end, at the project approval stage, with relatively less time looking at how the results materialize. This is seen as a common problem across multilateral development banks; however, it also applies in the case of the GCFF. This prevents the development of lessons learnt that can be applied in other projects across the portfolio.

Project monitoring relies on leveraging the existing expertise and processes in the respective government departments of Benefitting Countries. Where processes are not already set-up to differentiate results by refugees or other groups such as women, it requires changes in the existing processes of monitoring project results, thus creating a challenge in providing such disaggregation in the case that existing practices are not in place.

The extent to which it is possible to extensively monitor the impacts of projects – and especially, the impacts of projects for refugees – depends to a large extent on the nature of the project. For certain interventions issuing work permits to refugees for instance, it is relatively straight forward to measure the number of refugees impacted by the intervention. However, for projects in health, infrastructure or education that are open to host communities as well, it is harder to clearly differentiate the impact on refugees as identification of project beneficiaries is more challenging.

Several projects where the World Bank is the ISA consist of Development Policy Loans (DPLs) which present additional challenges in monitoring and reporting results, as the funds contribute to the Benefitting Country's general budget, making it difficult to trace impacts on refugees and attribute results to the GCFF. There is therefore a tradeoff between providing DPLs which have the advantage of being quick to implement (a key consideration when dealing with the influx of refugees in Benefitting Countries) and flexible, both of which make them desirable to Benefitting Countries, versus the associated difficulty in measuring results, which is an important priority for Supporting Countries.

The Case Studies identified a number of gaps in M&E arrangements. For instance in the Economic Opportunities for Jordanians and Syrian refugees project, some stakeholders highlighted that the M&E framework did not capture key outcome variables from the project such as the number of work permit holders that find employment or measurements for improvements in working conditions as a result of the project. Stakeholders interviewed for Case Study projects also highlighted a lack of qualitative monitoring and reporting arrangements.

There is considerable interest amongst Supporting Countries in enhancing the level of monitoring, evaluation and reporting on the results of the GCFF funded projects, while accepting that many of the projects are long term and thus will have impacts that will continue into the medium to long term. Further, there is a strong desire among Supporting Countries for greater levels of disaggregation of project results in particular by refugees and by gender. This level of interest has resulted in increased time in the Steering Committee meetings being dedicated for ISAs to report directly to the Steering Committee members on the status of projects, as well as requests to the Coordination Unit to provide more detailed progress reports. This has led to greater attention to the identification of intended results in the project design phase; but as discussed in EQ1e, there are still gaps in this information provided by Benefitting Countries and ISAs.

EQ1g To what extent has GCFF project monitoring been carried out efficiently and effectively?

The project monitoring process has been considered efficient and its effectiveness has improved through the introduction of a new reporting template by the Coordination Unit to better meet Supporting Countries' information needs.

Progress Reports submitted to the GCFF are completed according to a template that is consistent across projects. These take on two forms: first, a short progress reporting update, submitted every six months, consisting of eight open-ended questions asking about progress to date and challenges to implementations. Second, a more detailed Progress Report provides an update on the progress made (including Monitoring and Evaluation (M&E) data, disbursement progress, actions to be taken, and a more detailed update on implementation and any possible delays), and this is submitted every six months to the Coordination Unit. These Progress Reports are included as annexes to the biannual GCFF Progress Report. Whereas the Progress Report template was set out in the Operations Manual, the additional template was developed by the Coordination Unit in response to requests for additional information from the Steering Committee, and thus includes qualitative assessments of the project status and performance.

ISA monitoring, evaluating and reporting on interim results follows each ISA's own procedures and works well according to these, but there is little alignment in ISA monitoring between the different GCFF projects, such as tailoring indicators more specifically to the GCFF Results Framework suggested indicators. This makes overall aggregation of results difficult; however, due to the diverse nature of the project portfolio:

- The monitoring data provided in these Progress Reports is presented according to the ISA frameworks and thus differs by ISA. For instance, the World Bank presents a results frame according to Project Development Objective (PDO) Indicators by Objectives / Outcomes, Intermediate Results Indicators by Components and Disbursement Linked Indicators (DLIs). The IsDB reports on Indicators and Intermediate Results Indicators, while the ERBD presents PDO Level Results Indicators and Intermediate Results (as outlined in the Supplemental Information in Operations Manual).
- The Results Framework indicators differ on a project to project basis. In general, most projects contain some indicators that are similar to those presented in the Menu of Suggested and Sample Indicators presented in the GCFF Operation Manual; however, in almost all cases the wording is altered to make it specific to the project. Overall, the majority of indicators used are not taken from the Menu of Suggested and Sample Indicators in the GCFF Operation Manual, and disaggregation of indicators by gender, as presented for the indicators in the Operations Manual, is not commonplace.

EQ3f Is the current results framework fit for purpose? How can it be improved?

The Results Framework indicators support the overall objective of the Facility to *support middle income countries hosting refugees through the provision of concessional financing and improved coordination for development projects addressing the impact of the influx of refugees* by focusing on the financial results of the Facility, as described in EQ1a. Further to this, as detailed in EQ1g, Progress Reports detail the GCFF projects' status and their results in addressing the impact of the influx of refugees.

The current results framework can be considered fit for purpose when looking at the key function of the GCFF to mobilize and allocate funds to MICs experiencing an influx of refugees (Indicators 1,2 and 3).

A secondary function of the GCFF is to improve coordination efforts amongst stakeholders operating within the humanitarian/development space. Indicator 4 of the GCFF Results Framework made an attempt to do

this by measuring the percentage of survey respondents indicating that the GCFF contributes to MDB and UN coordination to address refugee impact. Two small surveys were conducted with limited feedback and reporting on this Indicator has ceased.

Third, the GCFF intends to achieve outcomes for refugees and host communities, as set out in the Theory of Change. The Results Framework does not seek to measure the impact of the program on refugees, which is often a priority for Supporting Countries.

When the GCFF was created, there was discussion as to whether there should be a separate GCFF reporting function, alongside that provided by ISAs. However, it was agreed that that would be too resource intensive. In addition, as the GCFF was a new instrument, there wasn't a clear idea on exactly what projects or what kinds of projects would be financed. As such, it was decided that that the Facility should rely on the monitoring and evaluation frameworks in the ISAs themselves for implementation and results monitoring.

As a result of the continued expectations of Supporting Countries to observe the impacts of the GCFF, a key consideration moving forward is whether this model of reporting results remains satisfactory to members of the Steering Committee or whether the GCFF should take greater ownership over monitoring the results of projects funded through the Facility.

"I think for the backward looking, the Results Framework has been good enough; for the forward looking, it's not enough."

To observe the impact on refugees, it is necessary to look at each of the GCFF projects individually. The challenge is to find a means of aggregating indicators at a project level into something that is meaningful for the Steering Committee. This is complex because projects are different and measurements of success for impact are different. Stakeholders highlighted that to achieve this, it will likely be necessary to reassess the way individual projects are monitored and attempt to achieve greater coordination and standardization.

"To what extent does the GCFF need to take ownership of project results? I think, for donors who have put money into it, we do want to know what has occurred with GCFF that would not have occurred without it."

Another gap highlighted is that GCFF Results Framework indicators do not touch on certain aspects prevalent in many projects (environmental aspects, improvements in business environment, etc.). Some stakeholders expressed a desire for an updated Results Framework to take into consideration gender-disaggregated data and environmental indicators which are priorities for many stakeholders. This is already happening to a greater extent at project level, for instance, the World Bank now have 100% climate tagged projects, but will be important to consider how to best incorporate on a wider level.

7.6 Governance and Management

The Steering Committee is the GCFF's decision-making body, comprised of representatives from each Supporting Country and Benefitting Country and Observers who provide expertise and guidance. It also serves as a platform to facilitate coordination among Benefitting Countries, Supporting Countries, ISAs and Observers, as well as other country-level stakeholders and in relation to other financing instruments. Stakeholders were asked for their views regarding the Steering Committee's effectiveness and efficiency in fulfilling its mandate, although each responsibility set out in the Operations Manual was not probed with all stakeholders.

EQ1i. To what extent has the Steering Committee been efficient and effective and fulfilled its roles as set out in the Operations Manual? Has decision making been timely?

Overall, the Steering Committee is considered to have been efficient and effective in fulfilling its role set out in the Operations Manual.

Stakeholders described the Steering Committee as an effective governance body in which thoughtful, meaningful discussions provide robust scrutiny. Supporting Countries make allocation decisions on a consensus basis at Steering Committee meetings or on a no-objection basis by email, based on selection criteria. This process was broadly considered to work effectively and efficiently.

One stakeholder emphasized how the Steering Committee tried to ensure that benefits to refugees and host communities were prioritized in discussions. They reported that Steering Committee members spoke to Benefitting Countries, ISAs and other partners about centering refugees and host communities in project proposals, pipelines and the overall policy framework. These discussions take place within Steering Committee meetings, and engagement outside the meetings with the different stakeholders.

Examples of where Steering Committee scrutiny have led to amendments to project design include:

- **The Municipal Investment Project in Lebanon:** When the Funding Request for this project was submitted to the Supporting Committee, the Supporting Countries expressed their overall support but requested additional information on the project's direct and indirect impact (particularly on refugees and youth); local capacity to deliver; and the approach to monitoring and evaluation. This led to consultations taking place in Beirut, followed by amends being made to project documentation which was recirculated for virtual Steering Committee approval with a reduced non-objection period of seven calendar days (see reference also in EQ1E and EQ3b).
- **The Jordan Emergency Health project,** which Canada planned to veto due to insufficient gender safeguards. This resulted in the GCFF producing an annex on gender (see EQ1E and EQ3b for more detail).

Stakeholders were positive on the consensus function of the Steering Committee. While members sometimes expressed different views, stakeholders reported that reaching a consensus was straightforward and had not raised any challenges. However, they warned that if the size of the Steering Committee grew, or the goodwill amongst members was lost, reaching a consensus could become more challenging. One caveat to this is that as discussed in EQ1e, some Steering Committee members identified gaps in project documentation received at this stage as well as gaps in other relevant information. This suggests that the non-objection model may adversely affect the process of scrutiny, as Steering Committee members may not have sufficient information to make an objection, even if they have concerns. However, other stakeholders highlighted constructive discussions taking place in Steering Committee meetings.

Some stakeholders cited the fact that the Steering Committee has turned down Funding Requests, or been unwilling to support Funding Requests, leading to their withdrawal, as a sign of the Steering Committee's authority and power to ensure Funding Requests were in line with GCFF objectives.

"Turning down a proposal after it's had a substantial amount of work by the ISA and the recipient country to develop it is no small feat."

Stakeholders were positive about the structure and procedures of the Steering Committee, seeing it as conducive to collaboration and efficient decision-making. Having a Supporting Country and Benefitting

Country co-chair the Steering Committee was reported to be effective as it gave ownership to the Benefitting Countries and ensured there was equality rather than a hierarchy which placed Supporting Countries above Benefitting Countries. This was perceived to aid collaboration and ensure all members felt their contributions to meetings were valuable. All the Supporting Countries on the Steering Committee also have an equal voice in decision-making regarding funding allocations, regardless of contribution, which was seen to aid decision-making, build a team spirit, and avoid disagreement. The size of the Steering Committee was reported to be small enough to avoid discussions being too complex and time consuming. This efficiency was also linked to the focused nature of the Steering Committee meetings, in which members worked through the agenda in the set time. The Steering Committee is reportedly efficient in debating and approving Funding Requests. Subsequently, funding can often be allocated immediately. One stakeholder described how this fed into the efficient design of the GCFF's windows: once Supporting Countries contribute to the windows, there is generally a pipeline of projects that immediately submit Funding Requests.

Informal meetings organized and attended by Supporting Countries were cited as one tool used to reach consensus in recent years. These informal meetings were reported to aid open discussion, leading to improved coordination and consensus being reached.

"I think this helped also to improve coordination among the donors, and also to harmonize the position of the donors. This led to a more open and frank discussion in the meetings, but this is only recently."

One stakeholder reported that these informal meetings should be formalized and take place every three months, regardless of whether there were projects for approval.

However, some stakeholders also highlighted weaknesses of the Steering Committee or suggested improvements to the Steering Committee in order to further improve effectiveness and efficiency. In particular, some stakeholders suggested a need for regional Steering Committees to account for the fact that some Supporting Countries only contribute to certain Benefitting Country windows or the Middle East Regional window. New regional Steering Committees were proposed as a more productive use of Supporting Countries' time and the efficiency of decision-making. Nevertheless, one stakeholder maintained that there was a need for the overall Steering Committee to remain as a structure, meeting annually.

"You have particular issues related to the Middle East and... particular issues related to Latin America... Having all countries around the table discussing project proposals... is not very productive... I think it's worth reconsidering regional sub-platforms and regional decision-making committees in order to improve efficiency, and also from a logistical point of view to ease the organization of meetings and decision-making."

This relates to another issue identified by another stakeholder relating to the regional expertise amongst Steering Committee members, with a greater focus on the Middle East than Latin America amongst many of the Supporting Countries. The stakeholder raised concerns that this results in a knowledge gap and could be affecting the quality of decision-making on projects in Colombia and Ecuador.

One stakeholder identified another barrier relating to the attendees to the Steering Committee meetings: open and critical analysis of Funding Requests was hampered by the attendance of Benefitting Countries throughout the meeting. The stakeholder reported that Supporting Countries could be cautious of offending the Benefitting Countries, particularly if they had their own bilateral programs in place.

Despite the informal meetings of donors described above, feedback from some stakeholders on the composition of the Steering Committee indicated that there was still sometimes a lack of coherence from Supporting Countries. This links to reports from stakeholders that certain Supporting Countries were more engaged in the GCFF, driven by the ministries represented and their interests. Reduced coherence overall and reduced engagement from some Supporting Countries could be seen to impact the effectiveness of the Steering Committee, reducing the overall power of scrutiny.

"During the Steering Committee meetings, it was very evident that some of the donor states were much more invested in the instrument than others. Therefore, they brought a much more detailed vision and engagement to their questions than some of the others... So, we had a spread of participants and skill-sets within the GCFF Steering Committee."

Regarding the other members of the Steering Committee, stakeholders reported that the IMF and the UNHCR's membership on the Steering Committee was helpful as they used their experience to provide feedback and insight.

An additional issue identified by multiple stakeholders is virtual Steering Committee meetings. While they were aware that these were necessary due to the ongoing COVID-19 pandemic, many stakeholders felt that once it is safe to do so, in person meetings should resume, on a yearly basis at least. For example, for meetings attended by up to 50 people, in person conversations were reported to be easier.

Regarding the information provided during Steering Committee meetings on project performance, this was reported by some stakeholders to have improved but still be insufficient. They reported a need for information on the finances and impact in order for the Steering Committee to monitor performance and understand the overall contribution of the GCFF.

"I think we are missing the accountability for the success of individual projects. That needs to be strengthened further... it's not just funds disbursed, its targets met or not met, overall rating of project, so that we can build up a picture of, collectively, how has the GCFF portfolio done?"

Similarly, another stakeholder reported not having received an update from the GCFF on the projects in Lebanon since the August 2020 Beirut explosion. They desired an update on how GCFF funding was being spent and whether any of the projects were under consideration, and Lebanon's future as a Benefitting Country in the GCFF.

EQ1j. To what extent has the Coordination Unit been efficient and effective and fulfilled its roles as set out in the OM? Have internal GCFF resources been used efficiently?

The Coordination Unit supports the Steering Committee and liaises between the Trustee, ISAs and other stakeholders. It is also responsible for raising funds, organizing and attending Steering Committee meetings as an Observer, providing guidance on the fund's processes and requirements, coordinating with the Trustee, and liaising with Benefitting Countries, ISAs and the Steering Committee on Funding Requests.

Stakeholders were broadly positive about the Coordination Unit's fulfilment of its role, particularly with regards to fundraising (as discussed in EQ1c), and efficiently organizing Steering Committee meetings. As described in the section on Funding Applications, the Coordination Unit was described in some cases as providing a high degree of support to aid Benefitting Countries and ISAs in developing Funding Requests, and quickly responding to Supporting Countries comments, and sharing these comments with

other GCFF staff where relevant. Stakeholders also reported that the Coordination Unit's communications more generally were effective, as well as being flexible and open. Finally, stakeholders within the World Bank felt that the Coordination Unit worked well with other World Bank functions.

With regard to the Coordination's Unit capacity and resources, stakeholders were also positive. In terms of their human resources, one stakeholder from the Steering Committee suggested adding an additional member to the team to support with capacity issues, particularly coordination with Benefitting Countries. Another stakeholder highlighted that the Coordination Unit was able to bring in expertise from across the World Bank to support the GCFF, for example on specific sectoral areas relevant to projects, enhancing the added value of the World Bank as Secretariat.

Some stakeholders felt that the Coordination Unit should take on additional responsibilities beyond those set out in the Operations Manual. One stakeholder stated that the Coordination Unit could improve its work on increasing coherence and promoting coordination across parties, although the existing strength of its relationships within the World Bank with relevant ISA teams were highlighted. Many stakeholders wanted the Coordination Unit to provide more information, for example project updates, which is beyond the Coordination Unit's control and responsibility. Further, as discussed in EQ3e, some Supporting Countries desire the Coordination Unit to take on a greater role for monitoring and reporting on facility-level and project-level risks.

EQ1k. To what extent has the Trustee been efficient and effective and fulfilled its roles as set out in the OM? Have resources been used efficiently and decision-making been timely?

The Trustee is responsible for administering the Trust Fund through receiving funds from Supporting Countries, holding funds under the terms of the Contribution Agreement, and disbursing and returning funds. It is also responsible for determining funding availability and notifying the Steering Committee for decisions on Allocations. Limited views were shared in stakeholder interviews regarding the efficiency and effectiveness of the Trustee. As of December 2020, 100% of allocated funds had been disbursed from the Trustee to the designated ISA.

The Coordination Unit commended the support provided by the Trustee in inputting into concessionality calculations and financial reporting in particular, and the Trustee stated that they faced no resource constraints.

One challenge raised with regards to disbursement is that Supporting Countries' practice of timing its funding contributions to align with specific projects could create pressures for the Trustee. Although the Trustee encourages Supporting Countries to start the process of making funding contributions early, to allow enough time for administration and processing, some Supporting Countries do not do this in advance of the Steering Committee making a funding allocation decision, putting pressure on the Trustee to process allocations quickly, without leaving any time for dealing with issues which might arise. This suggests that improvements could be made to the process of Supporting Countries making funding contributions with enough notice to reduce the pressure on the Trustee.

EQ3e To what extent have risks at the overall Facility level been discussed by the relevant stakeholders and appropriate mitigation measures put in place?

Stakeholders consulted felt that there had been very limited discussion of risks and that there was a greater need for reporting on and discussing Facility-level risks. An example of this was the explosion in Beirut in August 2020, which some Supporting Countries raised as an example of a risk that they felt they should have received communication on from the Coordination Unit.

Risks identified in the GCFF Annual Report 2019 include:

- A serious political and economic situation in Lebanon with heightened macro-financial risks and depleted infrastructure (now compounded with the impacts of the Beirut explosion and increased political instability). This is further put under strain by the Syrian refugee crisis. At the time of the 2019 Annual Report, Lebanon was the third most indebted country in the world, with negligible GDP growth rates and a large trade deficit.
- High public debt and protracted low growth was hampering Jordan's economy, also exacerbated by the Syrian refugee crisis.

Several risks were identified by stakeholders in interviews. These included:

- The current economic situation and the implication of this both for Benefitting Countries' budgets and ability to take on additional debt, as well as for Supporting Countries' ability to provide funds.
- Competing demands and changing interests of Supporting Countries, especially taking into account to ongoing COVID-19 pandemic.
- New refugee crises changing the level of need for the GCFF.
- Political commitment of Benefitting Countries to support pro-refugee policies.

8 Impact Evaluation

This section discusses the impacts of the GCFF that have been observed through this evaluation. The main tool used to explore impact, particularly amongst refugees and host communities, is the Case Studies, which are presented in detail in the subsequent section. The findings from the Case Studies are supported through analysis of literature and project documents as well as stakeholder interviews.

In addition, the evaluation explores the impact of the GCFF on the global policy discussion around refugees, its impact on ISA operations and Benefitting Country policies, its impact on driving additional funding, and finally incentivizing cooperation among ISAs and Benefitting Countries.

The section is structured according to the outcomes outlined in the Theory of Change, presented in section 4. Based on the evidence gathered against each of the Theory of Change elements, the evaluation team has answered the relevant evaluation questions. The impact evaluation utilizes a contribution analysis approach; as such it looks at what internal and external processes and paths contributed to the outcomes observed.

8.1 Meeting the needs of Benefitting Countries

Theory of Change outcome: Middle Income Countries receive the necessary support to manage shocks caused by refugee crises

EQ2a: Does the GCFF's financial support respond to critical financing needs of Benefitting Countries and the objective to "support middle income countries impacted by the influx of refugees through the provision of concessional financing and improved coordination for development projects addressing the impact of the influx of refugees"?

Evidence of achievement and overall assessment of the GCFF's contribution

The evidence collected during the evaluation suggests that the GCFF does respond to a critical financing need in the Benefitting Countries, although the concessional amount is small in relation to the fiscal challenges faced by Benefitting Countries. However, the extent to which Benefitting Country needs are met by the GCFF is also dependent on the Benefitting Country, which window it has access to, and the extent to which funding is available in these windows (see Figure 3).

GCFF contributions have supported over USD 4.87 billion in MDB financing made on concessional terms. The GCFF forms part of a larger landscape of support available, and Benefitting Countries see it as only part of the solution which involves a range of development and humanitarian support.

The financial support provided was highlighted by Benefitting Countries as helping them deal with the fiscal impact of the refugee/migrant crises and also in maintaining political will for refugee safeguarding often in a challenging political climate. The help in reducing fiscal stress was highlighted as enabling Benefitting Countries to continue to provide essential services to both host communities and refugees.

While external sources exist to support Benefitting Countries, evidence suggests that there remain significant funding gaps that the GCFF is playing an important role in responding to.²⁴

²⁴ <https://fts.unocha.org/>

Internal processes and paths of influence

The table below summarizes the fiscal impact of the refugee crisis on each of the Benefitting Countries, alongside the amount of MBD financing made on concessional terms from the GCFF. While the total amount of concessional financing made available to Benefitting Countries through the GCFF is small in comparison to the estimated fiscal impact of the refugee crises, the total MBD financing made on concessional terms does play a significant role in responding to countries critical financing needs. It should be noted however that while the fiscal costs incurred by Benefitting Countries as a result of the influx of refugees incur in the short term, MBD financing may occur in the medium to long term, depending on project design. As such the overall disbursement rate²⁵ is a key indicator as to the extent to which GCFF financing has supported Benefitting Countries. While the disbursement rate is at least 70% for projects in Jordan, Colombia and Jordan, it is just 6% overall for projects in Lebanon, suggesting that the financial support received by the Government of Lebanon has been limited.

Table 5 Fiscal impact of refugee crisis

| Country | Estimated fiscal impact of the refugee crisis (USD millions) ²⁶ | Estimated fiscal impact of the refugee crisis (% of GDP) | Total amount of GCFF concessional financing provided (USD, millions) | Total MBD financing made on concessional terms from GCFF (USD, millions) | Disbursement rate (%) |
|----------|--|--|--|--|-----------------------|
| Jordan | 1,400 | 3.6 | 393 | 2,050 | 70 |
| Lebanon | 1,100 ²⁷ | 2.3 | 155 | 745 | 6 |
| Colombia | 1,400 | 0.3-0.4 | 91 | 1,059 | 75 |
| Ecuador | Unavailable | Unavailable | 20 | 1020 | 100 |

Source: Ipsos MORI analysis

The GCFF aims to support the critical financing needs of the Benefitting Countries impacted by the influx of refugees through the provision of concessional finance. The GCFF is structured to address the financing needs of Benefitting Countries through the following features:

- The selection of Benefitting Countries takes into account the financing need of the prospective Benefitting Country. This is reflected in the supporting criteria which Supporting Countries are encouraged to consider when deciding to add a Benefitting Country, specifically: the country's total financing needs and existing financing support (comprising humanitarian and development support); the country's debt sustainability; and the socioeconomic impact of the influx of refugees on host communities of the country.²⁸

²⁵ This provides the percentage of project funds that have been allocated to the Benefitting Country Government.

²⁶ Estimates made from different source and different years, as such should not be seen as directly comparable

²⁷ World Bank 2013

²⁸ GCFF Operations Manual, paragraph 9

- The Fund is structured to encourage Benefitting Country ownership. Benefitting Countries are members of the Steering Committee and a Benefitting Country representative co-chairs the Facility alongside a Supporting Country Representative. In addition, Benefitting Countries are responsible, alongside the respective ISA, for developing and submitting Funding Requests.

To date, the GCFF has allocated USD 658.55 million to Benefitting Countries, and the total value of projects financed is USD 4.87 billion. The table below shows the allocation of concessional financing to each Benefitting Country by year, as of June 2020.

Table 6 Allocation of concessional financing to each Benefitting Country, by year (USD millions)

| Year | Jordan | Lebanon | Colombia | Ecuador |
|--------------|---------------|--------------|-------------|-------------|
| 2016 | 77.95 | 45.4 | N/A | N/A |
| 2017 | 167.2 | 30.1 | N/A | N/A |
| 2018 | 111 | 69.8 | N/A | N/A |
| 2019 | 36.9 | 9.3 | 31.5 | N/A |
| 2020 | 0 | 0 | 37.6 | 20.1 |
| 2021 | 0 | 0 | 21.7 | 0 |
| Total | 393.05 | 154.6 | 90.8 | 20.1 |

Source: Ipsos MORI analysis of GCFF Progress Reports

The vast majority of concessional funds that have been distributed as of December 2020 have been to Jordan (USD 393 million, representing 60% of total allocations) Lebanon (USD 155 million, 23% of allocations) with the newer members of Colombia and Ecuador having received a significantly smaller proportion of the concessional funds distributed: USD 90.8 million (representing 17% of allocated funds) and USD 20.1 million (representing 1% of allocated funds) respectively.

Jordan has been the largest recipient of GCFF funding, receiving more than double the amount received by Lebanon. This significant difference is not reflected in the number of refugees hosted by each country or the percentage of the countries' population made up of refugees which are both higher in Lebanon. It is likely that the internal political situation in each of the two countries is responsible for the differences in funding received. Concerns over both the political stability in Lebanon which have impacted the implementation status of GCFF funded projects as well as the long-term commitment of Lebanese authorities to pro-refugee policies has created concerns over the overall impact of the GCFF in the country which has impacted the willingness of Supporting Countries to approve projects in Lebanon.

In addition to reflecting country need, the fact that Colombia and Ecuador are more recent participants to the GCFF can explain their relatively lower receipts of concessional funding. The funding share to these countries is expected to increase in future, as already evidenced by the approval of projects from both Colombia (Resilient and Inclusive Housing Project) and Ecuador (the Third Inclusive and Sustainable Growth DPL) in Q1 of 2021. Colombia's commitment to pro-refugee policies, for instance the 10 years protected status provided to Venezuelan migrants at the beginning of 2021, has further increased interest

of Supporting Countries. This was evidenced by the special Steering Committee meeting on 29th March 2021 which was dedicated to the Government of Colombia's pro-refugee policy commitments and upcoming project pipeline in support of these.

However, some stakeholders also raised concerns that the asymmetrical structure of the GCFF's funding windows could be resulting in insufficient funding being allocated to Colombia and Ecuador (given the GCFF has funding windows dedicated to Jordan and Lebanon individually as well as a joint Jordan and Lebanon window, whereas there are no dedicated windows for Colombia and Ecuador, either individually or jointly). This is exemplified in the case of Ecuador's Second Inclusive and Sustainable Growth DPL, which was initially targeting a much greater concessionality amount, but - due to the timing of the DPL - eventually received a far smaller concessional component.

However, other stakeholders felt that the process of withdrawing funds from cascading windows sufficiently mitigates the risk that GCFF would disproportionately benefit Jordan and Lebanon in relation to Colombia and Ecuador.

External processes and paths of influence

Global Initiatives

There have been several key global initiatives drafted by the UN to help address the growing number of refugees worldwide which include supporting middle income countries experiencing an influx of refugees:

- **The New York Declaration** sets out commitments for Member States adopted by the United Nations General Assembly.²⁹ This includes commitments to strengthen and facilitate emergency responses to refugee movements, provide funding to host countries, explore additional avenues for refugees being admitted to third countries, and support the development of a Comprehensive Refugee Response Framework for large refugee movements. While it will take time for the impact to fully materialize, UNHCR has noted the following changes as of 2018:³⁰
 - The EBRD has rolled out a EUR 900 million Community Resilience financing package to support host communities in Jordan, Turkey and Lebanon.
 - The EU has established the EU Regional Trust Fund in the MENA region to support refugees and host communities of the Syrian Refugee Crisis; this is again covered more thoroughly below.
 - Support from specific country governments, including development funding from donor countries.³¹
- **The Global Compact on Refugees** is a resolution drafted by UNHCR which was adopted by the UN General Assembly on 17 December 2018.³² This resolution sets out a framework for increased responsibility sharing among host countries by strengthening the resilience of refugees and host countries through development cooperation opportunities. It is essentially a global blueprint for governments, development actors, the private sector, and multilateral institutions for addressing refugee crises with sustainable solutions and equitable actions. Specifically, the overarching aims of

²⁹ <https://www.unhcr.org/uk/events/conferences/5b8d1ad34/commitment-action-highlights-progress-towards-comprehensive-refugee-responses.html>

³⁰ *ibid*

³¹ This includes Denmark, Germany, Canada, Netherlands, United Kingdom, Japan, Korea, Sweden, Norway and Spain.

³² <https://www.unhcr.org/5c658aed4>

the compact are to more formally adopt the aims set out in the Comprehensive Refugee Response Framework, including: i) ease pressure on host countries; ii) enhance refugee self-reliance; iii) expand access to third-country solutions, and; iv) support conditions in countries of origin for return in safety and dignity. The Compact has been broadly recognized as one of the most important steps in international refugee protection since the adoption of the 1951 Refugee Convention.³³

Regional initiatives

There are several regional initiatives and funds designed to address both the Syrian and Venezuelan refugee crises:

- **The Regional Refugee and Resilience Plan (3RP)** is a regionally coordinated plan for the Syrian refugee crisis, and is nationally led by Turkey, Lebanon, Jordan, Iraq, and Egypt. This plan aims to integrate development and humanitarian assistance activities and funding through two interlinked components, one which addresses the protection and assistance needs of refugees in host countries across all sectors, and another which addresses the resilience and stabilization needs of vulnerable communities across all sectors as well.³⁴ The plan has requested USD 5.5 billion and received USD 2.3 billion USD as of 2019.
- **The Regional Refugee and Migrant Response Plan** is a regionally coordinated plan for the Venezuelan refugee crisis and presents a framework agreed upon by 95 organizations from 16 different countries. The plan sets out an inter-agency strategy for responding to the crisis and includes a broad package of interventions in the areas of direct emergency assistance and protection for refugees and migrants, socio-economic and cultural integration, and strengthening the capacity of host governments. The plan includes detailed regional and national platforms, which participating organizations must adhere to upon joining the plan. For the GCFF Benefitting Countries, the specific support involves:
 - In Colombia this includes a request for USD 316 million of funding, the majority of which will be directed towards direct emergency assistance (55%) and socio-economic cultural integration (28%). For refugees specifically, this includes support for access to livelihoods, protection (including violence and trafficking), health, and food security; for host communities, this includes support in terms of livelihoods, access to basic services, and housing, as well as support to education and health facilities.
 - In Ecuador this includes a request for USD 117 million of funding, most of which will be directed towards direct emergency assistance (53%) and socio-economic cultural integration (23%). For refugees specifically, this includes access to WASH, shelter and healthcare, as well as proper documentation, regularization and access to asylum and residency. For the host country, this includes strengthening government institutions to support the registration process.
- **The EU Regional Trust Fund** provides grants and has allocated EUR 1.512 billion towards projects which respond to the Syrian crisis in Turkey, Jordan, Lebanon, Egypt, and Iraq. Disbursal of funding is allocated based on decisions by the Fund's Operational Board (which includes the European Commission, 15 EU Member States, and Turkey) based on priority sectors of basic education, higher

³³ <https://academic.oup.com/ijrl/article/30/4/575/5310191>

³⁴ <https://www.unhcr.org/589497237.pdf>

education, health, livelihoods, WASH and protection. Thus far, the fund has allocated over 67 funding projects,³⁵ notably:

- In partnership with UNICEF, the fund has allocated EUR 108 million towards investment of future generations of children and young people in Jordan, Lebanon and Turkey affected by the crisis. Programming includes access to education and vocational training, psychological support, and protection against early child marriage and labor.
- In partnership with UNICEF and the Ministry of Education in Turkey and Lebanon, the fund has allocated EUR 90 million to quality education initiatives, psychosocial-care, and protective services for refugee communities across Jordan, Lebanon, and Turkey.
- In partnership with GIZ, Expertise France, and AECID Spain, the fund has allocated EUR 75 million to improving school conditions, accessing economic opportunities, local administration, social cohesion and dialogue facilitation for refugee and host communities across Iraq, Lebanon, Jordan and Turkey.
- The EBRD has also directed EUR 900 million towards building resilience in Turkey and Jordan to address the Syrian crisis. Support for funding is a mix of EBRD funding and donor contributions, including provided by the European Union, the World Bank, and the United Nations, and covers three urgent priorities in the two countries, including:
 - Infrastructure development, including a EUR 50 million loan to the city of Amman to modernize the landfill which services the capital and nearby countries.
 - Small and medium-size enterprise growth, including efforts to develop credit lines for lending to small and medium-sized enterprises in refugee-hosting communities in Turkey and Jordan.
 - Access to employment and skills, including initiatives to increase the quality of local vocational training based on employers' skills requirements

Comment on the Theory of Change outcome

This outcome is seen as an important element of the GCFF and reflects the GCFF's objective to "support middle income countries impacted by the influx of refugees through the provision of concessional financing and improved coordination for development projects addressing the impact of the influx of refugees."

8.2 Meeting the needs of refugees and host communities

Theory of Change outcomes:

- **Greater economic opportunities for refugees and host communities**
- **Improved access to and quality of infrastructure and services for refugees and host communities**

³⁵ https://ec.europa.eu/trustfund-syria-region/sites/tfsr/files/madad_fund_signed_contracts_0.pdf

EQ2e: What are the anticipated results of the program and its supported projects, and what are the outcomes and impacts of the portfolio on refugees and host communities?

Evidence of achievement and overall assessment of the GCFF's contribution

As many of the projects in the GCFF's portfolio are at the early stages of implementation and many of the impacts are medium/long term, it is not possible to make a complete assessment of the extent to which the needs of refugees and host communities in Benefitting Countries have been met. The evaluation's analysis has therefore largely focused on the extent to which projects have been designed to meet the needs of refugees and host communities.

Analysis of both Steering Committee meeting minutes and stakeholder interviews show that Supporting Countries have emphasized the importance of GCFF funded projects having a demonstratable impact on refugees. As such, the impact of projects on refugees forms the center of the analysis presented in this section.

Findings suggest that the extent to which the focus on refugees has been included in the project design varies considerably by project. The Case Studies (see Section 9 and Appendices 1-4) provided evidence that projects' design were directly responding to the needs of refugees, for instance through the provision of access to health and employment which was found to increased refugees' sense of well-being, security and freedom.

While some projects such as those providing health services or work permits to refugees have a clear and direct focus on refugees, the link is less direct in some infrastructure projects and DPLs, which have broader impacts. Some stakeholders therefore recommended that projects should include programmatic areas directly aligned with refugee (and host population) needs.

Where projects had a clear and direct focus on refugees, stakeholders reported that projects had made progress in addressing basic needs (in this case in Jordan), meaning support offered by other organizations could move beyond essential needs to focus on integration needs.

"We now have a platform in-country whereby instead of having a discussion about where refugees can get permits, we can begin to talk about which relevant work sectors they can apply to. We no longer talk about access to basic healthcare, we can now discuss more tertiary type of healthcare, now we are talking about not how we can get children into school, but how can we get children into quality education, and at a younger age."

Internal processes and path to impact

The table below describes how the portfolio of GCFF projects aims to specifically meet the needs of refugees. It shows that projects aim to meet a variety of refugee needs, such as access to the labor market and economic opportunities and access to healthcare and education services. These needs match closely with the needs addressed in the literature (see the findings from the document review in Annex 16).

A refugee focus has been included in projects across the portfolio; all project Results Frameworks, with the exception of the Energy and Water Development Policy Loan (Jordan), include indicators specifically related to the project's impact on refugees. The projects that include the strongest focus on

refugees/migrants are those that have components providing work permits for refugees/migrants.³⁶ The majority of projects, however, aim to generate benefits for either all residents of a country, or all residents in a certain region (depending on the project). Nonetheless, Benefitting Countries highlighted that - even when projects did not directly target refugees - they were likely to benefit indirectly, for instance through the improvement of services and infrastructure. Project level analysis can be found in the Portfolio Analysis included in Annex 15.


³⁶ These include projects such as the Program for Results: Economic Opportunities for Jordanians and Syrian Refugees, the First Equitable Growth and Job Creation Programmatic Development Policy Financing (Jordan) and the Second Fiscal Sustainability, Competitiveness, and Migration Development Policy Financing (Colombia)

Table 7 GCFF portfolio - addressing the needs of refugees

| Project name | Country | How the project aims to meet the needs of refugees | Refugee specific indicators from PDO Objectives |
|---|---------|---|---|
| Economic opportunities for Jordanians and Syrian refugees (program for results) | Jordan | Providing economic opportunities for both Jordanians and Syrians by reforming Jordan's labor market, improving Jordan's investment climate, and attracting and retaining domestic and foreign investments, especially in manufacturing. | <ul style="list-style-type: none"> ▪ Work permits issues to Syrian refugees ▪ Number of officially established household enterprises, of which Syrian refugee owned ▪ Number of jobs created |
| Ain Ghazal Wastewater Project | Jordan | Providing financing for the construction of a new wastewater conveyor to accommodate a higher wastewater flow triggered by the influx of Syrian refugees. | <ul style="list-style-type: none"> ▪ Direct project refugee beneficiaries ▪ Jobs provided or created for refugees |
| Energy and water development policy loan | Jordan | Improving financial viability and increase efficiency gains in the energy and water sectors in Jordan through tariff adjustments and supply diversification, among other strategies. | <ul style="list-style-type: none"> ▪ None |
| Jordan emergency health project (and additional financing project) | Jordan | Supporting the Government of Jordan in maintaining the delivery of primary and secondary health services to poor uninsured Jordanians and Syrian refugees by funding support care. | <ul style="list-style-type: none"> ▪ Number of health services delivered at MOH secondary health care facilities to registered Syrian refugees, male/female ▪ Number of health services delivered at MOH primary health care facilities to registered Syrian refugees, male/female ▪ Percentage increase in proportion of pregnant Syrian women accessing their first antenatal care visits during the first trimester |
| Jordan West Irbid wastewater project | Jordan | Providing financing for the rehabilitation of the wastewater treatment system in the north of Jordan, | <ul style="list-style-type: none"> ▪ Direct project refugee beneficiaries ▪ Jobs created during the construction phase for refugees |

| | | | |
|--|---------|---|---|
| | | which has been strained due to the influx of Syrian refugees in the north of Jordan. | <ul style="list-style-type: none"> Refugees trained (number) |
| Jordan education reform support (program for results) (and additional financing project) | Jordan | Supporting the Ministry of Education to expand access to early childhood education, and to improve student assessment, as well as teaching and learning conditions for Jordanian and Syrian refugee children. | <ul style="list-style-type: none"> Number of Syrian refugee children enrolled in Kindergarten 2 (KG2) |
| Jordan first equitable growth and job creation development policy financing | Jordan | Supporting equitable growth and job creation by reducing business costs, improving market accessibility, creating integrated labor markets, and improving fiscal sustainability. | <ul style="list-style-type: none"> Work permits issued to refugees |
| Jordan Youth, Technology and Jobs | Jordan | Increasing access to digitally-enabled income opportunities for youth in Jordan including Syrian refugees to boost the digital economy and improve the delivery of selected digitalized government services. | <ul style="list-style-type: none"> Direct project refugee beneficiaries Refugees trained Refugees gaining new employable digital skills reporting new economic opportunities Number of refugee students receiving digital skills curriculum in schools Number of refugees using Tech Hubs Number of refugees with digital skills benefiting from technology adoption by non-profit company/civil society organizations (CSOs) Refugees population receiving improved access to education through project Refugee SMEs supported with business matchmaking |
| Lebanon roads and employment project | Lebanon | Improving road sections from all Lebanese regions, especially in rural areas, creating short-term jobs in the construction industry for Lebanese and Syrians and | <ul style="list-style-type: none"> Jobs provided to or created for refugee populations Roads rehabilitated or constructed, Benefiting refugees (km) |

| | | | |
|---|----------|---|--|
| | | substantial additional jobs in supply chain industries, engineering and consultancy. | |
| Lebanon health resilience project | Lebanon | Enhancing the resilience of Lebanon's health sector through increasing access to quality healthcare services for those affected by the Syrian crisis, especially poor Lebanese and displaced Syrians. | <ul style="list-style-type: none"> Primary care beneficiaries, displace Syrians |
| Greater Beirut Public Transport Project | Lebanon | Improving the speed, quality and accessibility of public transport in Beirut and the city's northern entrance. | <ul style="list-style-type: none"> Jobs provided to or created for refugees |
| Municipal Investment Program | Lebanon | Improving municipal services and local economic opportunities in secondary cities and promoting the involvement of the private sector in the participation and delivery of municipal infrastructure and services. | <ul style="list-style-type: none"> Direct project refugee beneficiaries Refugee SMEs supported Jobs provided to or created for refugees Roads rehabilitated or constructed, Benefiting refugees (km) |
| Colombia second fiscal sustainability, competitiveness, and migration development financing | Colombia | Maintaining fiscal sustainability and supporting the regulation and integration of refugees and migrants | <ul style="list-style-type: none"> Number of migrants from Venezuela receiving services from the National Employment Agency. Number of Venezuelan migrants on the RAMV (Registro Administrativo de Venezolanos). |
| Improving Quality of Healthcare Services and Efficiency in Colombia | Colombia | Strengthening the health sector and improving access to quality healthcare for Venezuelan migrants regularly registered through the special residency permit | <ul style="list-style-type: none"> Refugees population receiving improved access to health services through project PEP holder migrants from Venezuela enrolled in the mandatory social security system |
| Second Inclusive and Sustainable Growth Development Policy Financing | Ecuador | Reducing barriers to private sector development and protecting poor and vulnerable against the negative | <ul style="list-style-type: none"> Number of migrants covered by the migration registry |



impact of the changes in fuel prices and their living standards

Source: GCFF Progress Reports, Project Monitoring documentation, Ipsos MORI analysis

Many stakeholders, particularly from Supporting Countries, expressed concerns as to the extent to which certain projects have clear and tangible outcomes to demonstrate that they are benefiting refugees and that barriers to service and infrastructure access for refugees were sufficiently understood and addressed.

"We're hoping for that GCFF to continue staying true to the objectives and scope that's outlined in the Operations Manual, making sure that the programs that are funded through the GCFF are associated with clear and tangible outcomes that are benefiting refugees. Increasingly, over the last couple of years, we've started to see projects come forward that are on that boundary of not quite supporting refugees."

Crucially, the commitment of the respective Benefitting Country was raised as a key contributing factor to the extent to which the needs of refugees have been met. Stakeholders generally felt much more positively about the extent to which refugees' needs are being met in Colombia and Jordan which are seen to have a stronger level of Government commitment to support refugees in comparison to Lebanon.

Lebanon

Stakeholders raised considerable concerns as to the extent to which the needs of refugees in Lebanon have been met due to project implementation delays. Largely due to the ongoing political uncertainty in Lebanon, there have been substantial delays in parliamentary approval and implementation of projects. This is reflected in the low disbursement rate (6%) of projects in Lebanon and the cancellation in July 2019 of the National Jobs Program for Reform project as the operation exceeded the timeline for declaration of effectiveness following the respective ISA's policies and procedures.

"The delivery (in Lebanon) undermines the credibility of the whole notion (of the GCFF) because it's all supposed to be a fast, effective, sustainable lasting impact. And the Steering Committee, rightly, wants to see that taking place as fast as possible and that can only be transcended through disbursement. In the case of Lebanon because of the internal government bureaucracy and machinery which has been severely disrupted following the basic collapse of the economy, I would imagine this will have negative impact on the overall performance of the program in Lebanon."

The table below provides a summary of the progress towards projects' development objectives for each of the underlying operations in Lebanon and delays experienced by the projects. No projects in Lebanon have been rated as making "satisfactory" progress towards their project objectives, and only two have been rated "moderately satisfactory".

Table 8 Progress towards objectives of underlying operations in Lebanon

| Project name | GCFF Approval date | Project start and close data | Disbursement rate (as of December 2020) | Project Development objective | Progress towards objectives ³⁷ |
|------------------------------|-------------------------------|------------------------------|---|---|--|
| Roads and Employment Project | 29 th October 2016 | June 2017 – June 2022 | 10.2% | (i) improve transport connectivity along select paved road sections; (ii) create short term jobs for Lebanese and Syrians. | Moderately satisfactory: The project is likely to achieve the majority of its major objectives efficiently with moderate shortcomings. |

³⁷ As reported in the Dec 2020 Progress Report

| | | | | | |
|---|-------------------------------|--|-------|---|--|
| Health Resilience Project | 6 th April 2017 | March 2020 – June 2023 | 10.1% | To increase access to quality healthcare services to poor Lebanese and displaced Syrians in Lebanon. | Moderately satisfactory: The project is likely to achieve the majority of its major objectives efficiently with moderate shortcomings. |
| Greater Beirut Public Transport Project | 17 th January 2018 | March 2018 – December 2023 | 3.6% | (i) improve transport connectivity along select paved road sections; (ii) create short term jobs for Lebanese and Syrians. | Moderately unsatisfactory: The project is likely to achieve the majority of its major objectives efficiently with moderate shortcomings. |
| Municipal Investment Program | 18 th October 2019 | Not yet effective. Closing December 2025 | 0% | Enhance livability in secondary cities and expand sustainable financing options for municipal investments in the country. | Not yet effective |
| National Jobs P4R (Cancelled July 2019) | 23 rd March 2018 | Cancelled | n/a | Create jobs in the private sector for unemployed and inactive Lebanese, as well as for Syrian refugees, in accordance with Lebanese laws and regulations. | Project cancelled |

Source: GCFF Progress Report 2020

A number of projects in Lebanon have experience delays, most commonly at the project implementation stage. Delays are most commonly the result of difficulties in procurement, exogenous factors such as changes in Government and political insecurity and the COVID-19 pandemic. The following projects have experienced delays, limiting the extent of their impact:

- **Roads and Employment:** There have been delays in approvals to the project – while presented in 2016 and approved by the GCFF in October 2016, ISA approval was only obtained in June 2017, and the project was not declared effective until October 2018. This delay was linked to delays in the elections of the parliament and the formation of the government. In addition, since the project was declared effective, Lebanon has experienced severe social unrest, resulting in the closure of government offices including Council for Development and Reconstruction for several weeks causing delays to the procurement process. This challenge was compounded by the recent lockdown due to COVID-19. This project is expected to finish on time despite delays in project approval.
- **Health resilience project:** The project was approved by the World Bank and IsDB in June and July 2017, respectively. Due to government deadlock and parliamentary elections, project effectiveness was delayed until November 2018. After the formation of the new government in February 2019, all these activities were put on hold. Meetings between Ministry of Public Health and World Bank resumed in May 2019 to discuss project preparatory activities, but delays in project implementation

continued. In March 2020, the government submitted a request to restructure the project in response to the COVID-19 pandemic. The project was restructured to include government capacity to respond to COVID-19 as a Project Development Objective and component (which had funds allocated). Since implementation of project activities was delayed from 2018 (project effectiveness) to 2020, the Results Framework was amended to adjust the targets of the indicators. Despite these delays, the project is expected to finish on time.

- **The Greater Beirut Public Transport Project:** The project took around 17 months from Steering Committee approval to effectiveness linked to the delays in the formation of the government during that period. In addition, since the project was declared effective, Lebanon experienced severe social unrest resulting in the closure of government offices including Council for Development and Reconstruction for several weeks. As a result, the procurement process was halted. In addition, COVID-19 has impacted the procurement process. The project duration will likely be extended as a result.
- **Municipal Investment Program:** The project has not begun implementation and awaits loan negotiations with the Government of Lebanon. Originally intended to start in 2019 and last until 2025, the new project timeline is unknown.

"If you look into the reporting from the GCFF and the reporting on individual projects and what has been achieved so far, I think there was almost zero impact on refugees because of the delays in implementation of the programs."

Jordan

Greater progress is considered to have been made towards meeting the needs of refugees in Jordan, where 70% of funds have been disbursed to date. The below table provides a summary of the progress towards projects' development objectives for each of the underlying operations in Jordan. All projects have been declared "satisfactory" or "moderately satisfactory" in achieving progress toward objectives.

"In Jordan, it seems for us that it has delivered much more on its purposes, where also, of course, the Government plays a large role in this as well due to their more inclusive policy towards the Syrian refugees."

Table 9 Progress towards objectives of underlying operations in Jordan

| Project name | Project start and close date | Disbursement rate (as of December 2020) | Project Development objective | Progress towards objectives ³⁸ |
|--|------------------------------|---|--|---|
| Economic opportunities for Jordanians and Syrian refugees (program for results) | October 2016-December 2023 | 72% | Improve economic opportunities for Jordanians and Syrian refugees | Satisfactory: the project is likely to achieve almost all or exceed its major objectives efficiently without any significant shortcomings |
| Ain Ghazal Wastewater Project | January 2017-January 2021 | 0% | Support the strengthening of Jordan's resilience to the Syrian refugee crisis by addressing urgently needed municipal infrastructure rehabilitation | Satisfactory: the project is likely to achieve almost all or exceed its major objectives efficiently without any significant shortcomings |
| Energy and water development policy loan (closed) | December 2016 -December 2017 | 100% | To improve the financial viability and increase efficiency gains in the energy and water sectors in Jordan | Satisfactory: the project is likely to achieve almost all or exceed its major objectives efficiently without any significant shortcomings |
| Jordan emergency health project (and additional financing project) | July 2017-October 2023 | 71% | Maintain the delivery of primary and secondary health services to poor uninsured Jordanians and Syrian refugees at the Ministry of Health facilities | Moderately satisfactory: The project is likely to achieve the majority of its major objectives efficiently with moderate shortcomings |
| Jordan West Irbid wastewater project | December 2017-December 2022 | 0% | Strengthen of Jordan's resilience to the Syrian refugee crisis by addressing urgently needed municipal infrastructure rehabilitation | Moderately satisfactory: The project is likely to achieve the majority of its major objectives efficiently with moderate shortcomings |
| Jordan education reform support (program for results) (and additional financing project) | December 2017-May 2023 | 58% | To expand access to early childhood education, and to improve student assessment and teaching and learning conditions for Jordanian children and Syrian refugee children | Moderately satisfactory: The project is likely to achieve the majority of its major objectives efficiently with moderate shortcomings |

³⁸ As reported in the 2020 Progress Report

| | | | | |
|--|-----------------------|------|---|---|
| Jordan first equitable growth and job creation development policy financing (closed) | July 2018-June 2020 | 100% | To support in (i) reducing business costs and improving market accessibility, (ii) creating flexible and integrated labor markets and better, more efficient social assistance, and (iii) improving fiscal sustainability | Satisfactory: the project is likely to achieve almost all or exceed its major objectives efficiently without any significant shortcomings |
| Jordan youth, technology and jobs | April 2020-March 2025 | 8% | To increase access to digitally-enabled income opportunities for youth in Jordan including Syrian Refugees and improve the delivery of selected digitized government services | Moderately satisfactory: The project is likely to achieve the majority of its major objectives efficiently with moderate shortcomings |

Source: GCFF Progress Report 2020

Where projects have been delayed, these have been due to COVID-19 in two out of three delayed projects. The following projects in Jordan have experienced delays, limiting the extent of their impact:

- **Ain Ghazal Wastewater Project:** Delays have occurred at various stages of project implementation; in the mobilization of support consultants (the selection of the Design, Implementation and Supervision Consultant was terminated due to a procurement issue), unexpected levels of clarification requests, and COVID-19 measures limiting public sector working. As a result, the closing date of the project has been extended from 1 Jan 2021 to 31 July 2022. Current timelines for construction are subject to COVID-19 measures allowing equipment and material imports and potential travel of teams to the country/project sites.
- **Jordan Emergency Health Project:** Capacity building processes were launched later than planned due challenges related to COVID-19 and the Government's introduction of co-payments for health care services, which was eventually reversed. However, with the Additional Financing, new implementation arrangements were made, and the project is expected to deliver all project activities by the project closing date, subject to the impact of COVID-19.
- **Jordan West Irbid Wastewater:** Implementation of the project has been delayed for over two years due to a revision of the project scope to include further villages in the project, as requested by the Water Authority Jordan (WAJ). EBRD consultants recommended a revised technical solution to the original one proposed by the WAJ. The revised project was declared effective on April 30, 2019 and is now underway. An updated Procurement Plan was approved by the Bank on August 8, 2019. The project closing date has been extended to take into account the delays from December 31, 2021 to December 31, 2022.

Colombia

As of December 2020, Colombia had one active project that has received funding through the GCFF; the Improving Quality of Healthcare Services and Efficiency in Colombia which is assessed through the Case Study.

The Colombia Second Fiscal Sustainability, Competitiveness, and Migration DPF was closed in May 2020 having satisfied all of the prior actions required. Two of the thirteen milestones were associated with the scope of the GCFF:

- Increase in number of Venezuelan migrants on the RAMV (*Registro Administrativo de Venezolanos*) (Indicator 12): The target of 280,000 of which 125,000 are women, was met in 2018 with 281,557 migrants in RAMV that obtained Temporary Stay Permits (PEP), of which 139,586 were women. After RAMV, the Government of Colombia opened three additional windows for migrants to obtain PEP. Through these 133,510 of which 66,699 were women were registered in 2019 and 90,818 (as of April 2020) of which 45,748 were women.
- Number of migrants from Venezuela receiving services from the National Employment Agency (Indicator 13): The target of 50,000 of which 25,000 are women (cumulative value between 2016 - 2019) was exceeded (total of 64,607) with the following services received:
 - Public Employment Service: 27,534 Registered, 19,130 Oriented, 1,076 Placed in Jobs
 - National Learning Service: 1,441 in competence certification programs 15,426 in complementary job training 13,750 comprising
 - Public Employment Service (as of February 2020): 8,260 Registered 4,309 Oriented 415 Placed in Jobs
 - National Learning Service (as of April 2020): 41 in competence certification programs (Number of migrants in complementary job training not yet available)

The Case Study project Improving Quality of Healthcare Services and Efficiency in Colombia identified the important role that interaction with migrant associations has enabled authorities to receive feedback on the process of affiliation that have helped them identify barriers. This interaction could be applied in other projects to ensure that the voice of refugees in migrants is utilized to help remove project barriers.

Ecuador

The two projects in Ecuador that have received concessional funding through the GCFF are both DPLs; as such, assessment of the impact on refugees is difficult.

Stakeholders did however raise concerns about the design of these projects, particularly the first submission (Second Inclusive and Sustainable Growth Development Policy Financing), and the extent to which it will impact the needs of refugees. Specific issues related to the focus of the Funding Application on prior actions supporting the needs of refugees, that had already been undertaken, as opposed to forward looking actions.

However, despite the lack of direct links to the needs of refugees, the projects were seen to be effective in maintaining a protection space for refugees.

“The situation is fragile in Ecuador at the moment. So, being able to have a tool that tells them ‘if you take in refugees, help is going to come, cooperation is going to come,’ I think it’s very important and that makes the protection space sustainable, I cannot tell you that it has been maintained absolutely, but it creates a good disposition to be able to maintain the space of protection.”

The second submission (the Third Inclusive and Sustainable Growth Development Policy Financing) did include two indicators, both of which are linked to migrants:

- Number of migrants covered by the migration registry: the target was 230,000 (2021) and achieved 156,000.
- Number of Humanitarian Visas issued: the target of 42,000 (December 2020) was exceeded with a total 49,000 issued by December 2020.

Barriers to refugee engagement

Barriers to refugee engagement were assessed during the portfolio analysis (barriers for refugee engagement for case study projects are included in Section 10). The majority of projects did not specifically address barriers to refugee engagement in project documentation. Examples of specific barriers to refugee engagement identified in project documentation include:

- **Jordan Emergency Health Project:** In February 2018, the co-payment rate for health services for Syrian refugees increased from 20% to 80%, which created a significant financial barrier for refugee access. This policy was eventually reversed. The World Bank, in its role as ISA and working with other development actors, was seen as contributing towards this policy reversal.
- **Jordan Youth Technology and Jobs:** Syrian refugees are a vulnerable group, and thus subject to social norms and stereotypes that negatively affect their ability to participate in the projects and benefit from it impact. This project aims to tackle that by specifically seeking ways to include them, partnering with the Jordan National Aid Fund which has identified such groups.

In projects that take a more blanket approach to meeting the needs of the population by boosting provision of a public service, barriers to refugee access of these services are deemed to be less project-specific but rather at a national policy level (such as the policy change in the form of either the reversal of pro-refugee policies or the enactment of policies that limit the access of refugees to certain services). Benefitting Countries are required to affirm their commitment to principles that contribute to long-term solutions benefiting both refugees and host communities as well as demonstrating their commitment to progressive policy or legal reforms with regard to refugees, including, for example, on freedom of movement, identification documents and residency permits, access to the formal labor market and labor rights, access to education, social services and basic infrastructure. The case of the Jordan Emergency Health Project demonstrates the importance of this commitment to the success of the Facility.

In some projects, Benefitting Countries formally reaffirm their commitment going forward to pro-refugee policies, such as in the case of the Second Inclusive and Sustainable Growth Development Policy Financing Project. Responding to concerns raised by Supporting Countries at the Steering Committee meeting around the continued commitment of the Government of Ecuador (GoE) to maintain a refugee friendly policy, the country submitted a formal Statement of Intent, to affirm its commitment to pursue the protection, regularization and integration of people in human mobility status, particularly Venezuelan migrants and refugees.

Overall, there is evidence that some GCFF funded projects have taken steps to identify and address barriers to refugee access. However, this is not consistent across GCFF-funded projects, with multiple documents not specifying how these will be addressed in project documents. In addition, case studies identified a number of ongoing factors that prevented refugee access. Most commonly these related to documentation requirements that refugees face challenges in obtaining that limit their access to certain

aspects of projects. An example of this is the requirement for a passport to open a home-based business in the Economic Opportunities for Jordanian and Syrian Refugees project.

External processes and paths of influence

As part of the global and regional initiatives described in the above section, there are a number of projects that seek to meet the needs of refugees and host communities in terms of economic opportunities, access to and quality of infrastructure and services and wellbeing. Examples of these operating in GCFF Benefitting Countries are detailed in Annex 16.

Comment on the Theory of Change outcome and assumptions

This outcome is seen as an important aspect of the GCFF and reflects the scope of the GCFF to support operations with a “demonstrated objective of supporting refugee populations and host communities.” Furthermore, the assumptions associated with this outcome, namely those related to project design and barriers to refugee involvement have been raised as particularly relevant in ensuring that this outcome is met.

However, separating out the outcomes related to refugees and host communities would facilitate their assessment separately and reflect the desire of the Steering Committee for greater disaggregation of project results to assess the impact of projects on refugees.

Furthermore, adding an element to the Theory of Change to address outcomes related to women and girls would reflect a desire of the Steering Committee for a greater focus on gender in GCFF funded projects.

8.3 Influence on global policy discussion and coordination

Theory of Change outcomes:

- **Global policy discussion and coordination**
- **Improved Coordination**
- **The international community is better equipped to react to refugee crises in MICs**

EQ3a: To what extent has the GCFF influenced the global policy discussion on the needs of refugees and host communities? What types of positive or negative effects?

Evidence of achievement and overall assessment of the GCFF's contribution

The GCFF has attended global fora on refugees, and its advocacy is also leading to the establishment of a new World Bank Global Public Good Fund; however, opportunities for greater engagement in the global policy discussion have been suggested by stakeholders to maximize the GCFF's potential impact on the needs of refugees and host communities.

Nevertheless, some stakeholders feel GCFF's influence on global policy discussions could be strengthened by engaging and aligning its work more closely to pre-existing initiatives such as the Global Compact on Refugees. The Compact's aims are similar to those outlined in the GCFF, including focusing on both refugee and host communities, creating great potential for synergies, especially as most of the GCFF's Supporting Countries endorsed the Global Compact. They suggested that using Supporting Countries' commitments to such initiatives could be a useful leverage for securing additional funding

commitments. Closer alignment with regional initiatives, namely the 3RP in Jordan and Lebanon was also highlighted as something the GCFF could increase to strengthen its efficiency and effectiveness.

Internal processes and paths of influence

Since its inception, the GCFF set out to enhance its collaboration with the UN, recognizing that the protracted nature of refugee crises required the inclusion of both development and humanitarian actors. The GCFF was described as a unique platform bringing together UN representatives, MDBs and Supporting Countries. Its collaboration with the UNHCR and the UNDP has allowed the GCFF to take part in global discussions on the needs of refugees and host communities. Through this collaboration, the GCFF is joining UN summits related to refugees and migration and thus linking with global policy development. The expansion of the CFF to the GCFF, for example, was launched at the Nations General Assembly in September 2016, alongside the New York Declaration for Refugees and Migrants.

World Bank stakeholders also highlighted that the GCFF's approaches of using concessional finance in MICs and working with actors across the development and humanitarian spheres have driven a shift in the World Bank's own strategy toward refugees, as evidenced in its Strategy for Fragility, Conflict, and Violence 2020–2025³⁹. The GCFF's approach has also inspired the creation of a new Global Public Good Fund. However, beyond this, concrete examples of the GCFF leading to a shift in global policies toward refugees have not been identified by the evaluation, although some Supporting Countries noted that it had provided another means for them to provide support to refugees.

External processes and paths of influence

As described in Section 8.1 a number of external initiatives are also working to improve global policy discussion and coordination, such as the Global Compact on Refugees, which are seen to have a greater impact on the global policy discussion and coordination.

Comment on the Theory of Change outcomes and assumptions

While stakeholders generally considered these outcomes to be relevant to the GCFF, the informal way that they are operationalized suggests they are not considered to be central to the GCFF's objectives.

Based on the evidence gathered from stakeholders the assumption that GCFF's informal processes for engaging with global stakeholders are sufficient to reach desired global policy dialogue outcomes is potentially not strong enough to maximize the impact of the GCFF on global policy dialogue, and more formal mechanism are required for the GCFF to have greater influence.

8.4 Impact on ISA policies and procedures and Benefitting Country policies

Theory of Change outcomes:

- **Strengthened ISA policies and procedures**
- **Benefitting Countries implement more pro-refugee policies**

³⁹ World Bank Group Strategy for Fragility, Conflict, and Violence 2020–2025 (English). Washington, D.C.: World Bank Group. <http://documents.worldbank.org/curated/en/844591582815510521/World-Bank-Group-Strategy-for-Fragility-Conflict-and-Violence-2020-2025>

EQ3b: To what extent has the GCFF been able to inform and influence the operations of the ISAs and the policies of Benefitting Countries? To what extent has the Facility's communication/outreach approach been effective? Has the dialogue between the Coordination Unit, Supporting Countries, ISAs and Benefitting Countries translated into increased attention for refugees and hosting communities in Benefitting Countries?

Evidence of achievement and overall assessment of the GCFF's contribution

Based on a review of project documents and stakeholder interviews, there is evidence that as a result of the GCFF, Benefitting Countries have introduced a number of pro-refugee policies and incorporated pro-refugee elements in project design. In addition to this, the IsDB has incorporated the World Bank's social and environmental safeguards into the projects submitted to the GCFF with IsDB as an ISA.

Evidence of processes and paths of influence

Several examples of the GCFF's influence on Benefitting Country policies directly through project design were identified. For instance, the GCFF made funding for the Second Inclusive and Sustainable Growth Development Financing Project in Ecuador contingent on assurance of continued commitment to refugee-friendly policies. Another often-cited example includes the Jordan Emergency Health project: in February 2018, the co-payment rate for health services for Syrian refugees increased from 20% to 80%, significantly restricting access to health care for Syrian refugees. Successful lobbying by project ISA representatives contributed to a reversal of this policy.

The Case Study for the Improving Quality of Healthcare Services and Efficiency in Colombia project highlighted an example of the GCFF impacting Benefitting Country Policy. The project included a required pre-P4R action (issuance of Decree 064 which mandates local authorities to identify Venezuelan PEP holders who do not have the capacity to participate in the contributory regime to become affiliated with the SGSSS's subsidized regime) which means that the changes introduced as part of this GCFF funded project and the expected impacts for the migration population can be expected to remain in place in the future. As explained by stakeholders, this leaves the migratory issue less in the hands of individuals willing to push for it, but rather marks it as a national priority that unifies the different actors within government and ensures continuity despite potential personnel reshuffles. The Government of Colombia granting Venezuelan migrants a 10-year temporary protection status further strengthens this development.

Examples were identified as well where the GCFF has been able to directly influence ISA policies and ISA operations. During the initial discussions of establishing the GCFF, Supporting Countries insisted that the IsDB incorporate social and environmental safeguards into project design. While this stipulation only applies for projects put forward for GCFF funding, it is considered a first step in building institutional knowledge and wider-reaching changes in the organization's project design approach. Another example is that the GCFF's emphasis on inclusion of gender-sensitive approaches led to changes in the design of the Jordan Emergency Health Project, which would otherwise have employed a gender-blind design. Similarly, concerns raised by the Steering Committee when discussing the Lebanon Municipal Investment Program led to a revised project proposal (although this project ultimately is not effective yet).

A barrier to policy impact highlighted by project stakeholders is that there are varied levels of awareness of the GCFF among Benefitting Countries' different ministries. Stakeholders felt that this was due to a lack of initial communication and introduction by the GCFF, the fact that each ministry's involvement with GCFF varies from project to project, and personnel changes especially due to political reshuffling. This lack of awareness leads to stakeholders in-country not being aware of GCFF projects at all, or not fully

understanding the GCFF's requirements (particularly pro-refugee requirements) and their linkages to other government activities, creating inefficiencies in instances.

Further, one of the factors limiting the GCFF's influence is the Steering Committee's no-objection basis for approving projects. Some Supporting Countries stated in interviews that they had hesitated to object against certain projects or to insist on either environmental or other safeguards, given that such an objection would have prevented the whole project from progressing. Furthermore, some Supporting Countries stated that the fact that project approval is discussed in Steering Committee meetings where everyone is present, including Benefitting Country and project representatives, further adds a barrier to prevent frank and open discussions.

The concessional finance offer is intended to provide an incentive for Benefitting Countries to adopt pro-refugee project designs. However, this means that the GCFF's influence over projects depends on the strength of the concessional finance offer, and this must be considered in the context of each Benefitting Country's political and economic situation. Influencing policy changes in Benefitting Countries is dependent on the Benefitting Country's openness and willingness to change, a key driver to success identified by several stakeholders. The case of Lebanon was repeatedly raised by stakeholders as an example of this calculation (that the provision of funding at low interest rates would be enough to "pay" for the costs of pro-refugee policies) not providing sufficient incentive. Most recently, Lebanon decided not to proceed with seeking GCFF funding for its Emergency Crisis Response Social Safety Net project, a decision attributed to the realization that approval would not be granted due to an unwillingness to substantially include refugees as beneficiaries.

Comment on the Theory of Change outcome and assumptions

While stakeholders generally considered these outcomes to be relevant to the GCFF the informal way that they are operationalized suggests they are not considered to be central to the GCFF's objectives.

However, the assumption that GCFF's offer of concessional financing and engagements with other donors and Benefitting Countries is able to influence Benefitting Countries to further focus national programming on the needs of refugees and host communities may not always be strong enough, as evidenced in the case on Lebanon.

In addition, there is a need to add assumptions that the GCFF engages with the right Benefitting Country ministries and that there is sufficient engagement of Benefitting Countries with the GCFF.

8.5 Impact on driving additional funding, contributing to scaling operations, creating a multiplier effect, and incentivizing cooperation among ISAs and Benefitting Countries

Theory of change outcome: Improved Coordination

EQ3c To what extent did the GCFF drive additional funding, contribute to scaling operations, create a multiplier effect, incentivize cooperation among ISAs and Benefitting Countries, etc.?

Evidence of achievement and overall assessment of GCFF's contribution

The GCFF's main way to drive additional funding, contribute to scaling operations, create a multiplier effect, and incentivize cooperation among ISAs and Benefitting Countries is through providing a platform for donors, ISAs, Benefitting Countries, but also actors in the humanitarian and development sectors to

come together. However, there were mixed views regarding the effectiveness of the GCFF as a platform for collaboration.

Stakeholders appreciate the intention behind this platform, and all view the benefit of including different partners with different views. They highlighted that the GCFF was unique in bringing together donors, recipient countries, UN agencies, and MDBs to collaborate and share lessons learned. Observers are able to bring in their specific expertise to support Steering Committee decision-making, such as in the instance of the approval of Colombia and Ecuador for instance, when the IMF, as well as the UNHCR, were invited to comment and provide analysis which was considered valuable.

In addition, some other stakeholders felt that the coordination aspect of the GCFF was not living up to its full potential, and that there were missed opportunities for potential synergies and collaboration overall. For example, some stakeholders felt that the participation of Observers could be expanded further through engaging the UNDP and UNHCR representatives in systematic consultations and the “day-to-day” work of the GCFF, such as by providing refugee assessments for each project. Currently, Observers view their contribution to be on an ad-hoc basis and didn’t always see that their inputs and feedback being used in a meaningful way. Issues seem to particularly emerge at the country level, where it is envisioned that the different key stakeholders communicate and collaborate to align efforts. UN Resident Coordinators are often unaware of the current work of the GCFF and not involved in either communication or cooperation efforts or contributing to project development. Stakeholders reported that in cases where this communication and cooperation works well, this is due to preexisting personal relationships rather than formal structures in place.

“The two co-ordination systems governing the humanitarian and development side have remained fairly autonomous of each other.”

Additionally, as described in EQ1e, some Supporting Countries desired a greater degree of communication and opportunities to input into project design during the project preparation phase. They felt that more and earlier information would have enabled them to potentially better align their other operations with the GCFF’s efforts. One notable, positive exception to this is the GCFF donor coordination group set-up in Lebanon, which emerged partly in response to Supporting Countries’ desire for greater communication regarding implementation and progress of GCFF work. Meeting bi-monthly, the donor coordination group provided a platform for detailed updates of projects as well as other development issues and helped in aligning and coordinating preparation for future work. This was viewed positively by Supporting Country representatives, who had a strong desire for it to be replicated in the other Benefitting Countries, although one stakeholder pointed out that other countries, notably Jordan and Colombia, already have similar groups.

“[the GCFF Lebanon group] was a very important platform that we established because it was best practice. It has really proven to work extremely well with the donors and they’re regularly informed of implementation progress and other issues as well.”

In terms of scaling operations and driving additional funding, stakeholder’s views on the effectiveness of the GCFF’s platform are mixed. There is a perception by some stakeholders that adding the GCFF to the mix of funding platforms has merely diverted money away from other projects towards GCFF funded ones, rather than increasing the overall funding available. The above-mentioned lack of collaboration might be a contributing factor to this. However, other stakeholders were more positive, mentioning the signaling effect GCFF-backed projects and their priorities generate. Therefore, stakeholder perception suggests that

while not necessarily scaling operations or increasing funding overall, the GCFF has contributed to increasing funding and scaling operations for refugee-centered development projects, thus fulfilling its mandate.

"When the World Bank are willing to put money to a specific objective, then an awful lot of donors will be feeling that this can be achieved and are much more willing to engage in financing discussion, and support programming in the same area. I think, they bring confidence to other people to get involved."

Evidence of processes and paths of influence

The primary tool to facilitate collaboration between these actors is the Steering Committee, which brings together representatives from Supporting Countries, Benefitting Countries, ISAs, the UNHCR, the UNDP, UN Resident Coordinators for each Benefitting Country, and the IMF. As noted in EQ1i, one strength is that the GCFF is fairly unique in bringing together donors and recipient countries on an equal footing, particularly given a Supporting Country and Benefitting Country representative each serve as co-chairs.

The ability to informally converse and the good working relationship the GCFF facilitated was expressed to be valuable by Benefitting Country representatives, as it helped them 'speak the same language' and build a good case when it came to project approval.

"The GCFF is a good platform for strengthening the relationships with other donors and it's a great excuse to build these relationships and also, again, in terms of being strategic and lessons learned, it's definitely worth our while to have these informal discussions and exchanges prior to the formal meetings."

The platform was also highlighted as providing a means for greater collaboration between MDBs which allowed for greater awareness of their respective activities.

"This has unique opportunity where you have all the MDBs participating and they're fully and actively participated into discussion with the countries and with the donors. So, this is a perfect platform, if you wish, in terms of knowing exactly what's going on."

However, in terms of more practical forms of coordination between MDBs there was little evidence to suggest that this had been increased by the GCFF, with the exception of a small number of co-financed projects in the initial years of the Fund. This raises the question of what specifically the GCFF's coordination objectives are as these are not clearly outlined in the Operation Manual or other strategic documentation.

"80% or 90% of projects are done by the World Bank. That by itself, regardless of the reasons, is not a good sign that there was coordination. So, if you're questioning whether GCFF contributed to enhancing the co-ordination, if mean co-ordination by the number of operations that were co-financed, for example, or they were jointly implemented on finance then it has not done what we had expected at the start of this program."

Comment of the Theory of Change outcomes and assumptions

The outcome to improve coordination is a fundamental aspect of the GCFF's offer, as reflected in its objective for "improved coordination for development projects addressing the impact of the influx of refugees".

The assumption that informal and formal processes, platforms and mechanisms put in place by the GCFF successfully allow for and encourage improved coordination amongst Supporting Countries and Benefitting Countries on refugee and host community response efforts remains relevant. However, it may be necessary to strengthen these processes to maximize the impact on coordination achieved by the GCFF.

8.6 Sustainability of GCFF's results

EQ3d How sustainable are the GCFF's results likely to be?

Benefitting Country ownership is seen as a key factor in ensuring that Benefitting Countries are committed to GCFF projects long-term which helps to ensure their sustainability. In addition, the inclusion of host communities as beneficiaries was highlighted by stakeholders as important to ensure support for GCFF projects is maintained over time in Benefitting Countries.

As highlighted above, GCFF project design seeks to ensure a supportive policy environment to ensure that GCFF projects are feasible in the country long-term. In a specific case, namely the Jordan Emergency Health project, the project ISA was able to intervene effectively to ensure that this policy environment was ensured.

The GCFF project portfolio supports projects in sectors that focus on including refugees in the economy (such as through work permits) or in providing access to services such as health and education. This is consistent with international best practice on sustainable refugee inclusion and protection⁴⁰.

Case study projects provided specific examples of how sustainability is ensured in GCFF projects. An example of this is in the Improving Quality of Healthcare Service in Colombia project. The project is seen as reducing the fiscal pressure on the healthcare system and improving efficiency and preventative care which will help to ensure its sustainability. Furthermore, the affiliation of eligible migrants into the health insurance system is predicted to have long term benefits such as increasing the pooling of risk. In addition, legislative changes (Decree 064) required under the DLI mean that the changes introduced as part of this GCFF funded project and the expected impacts for the migration population can be expected to remain in place in the future.

Overall, while many projects remain at an early stage of their implementation, sustainability is seen as being incorporated into project design. Benefitting Country support is seen as the most important factor in ensuring the sustainability of the GCFF's results and Benefitting Country ownership of projects is seen as a crucial factor in ensuring this.

⁴⁰ See for instance; Principles for Fair and Sustainable Refugee Protection in Europe, ECRE, 2017, available at <https://www.ecre.org/wp-content/uploads/2017/04/Policy-Papers-02.pdf> and Global Compact on Refugees, UNHCR, 2018, available at <https://www.unhcr.org/5c658aed4>

9 Case Studies

This Section provides a summary of the Case Studies conducted for this evaluation. The approach to the Case Studies can be found in Annex 5, while the full Case Study reports are included in Appendices 1-4.

Economic Opportunities for Jordanians and Syrian Refugees (P4R)

Project background and conception

The Government of Jordan (GoJ) and the international community requested World Bank Group support to address the impacts of the influx of Syrian refugees in Jordan, in line with the Jordan Compact. As part of the design stage, the World Bank carried out research involving a context study and consultations to understand the issues. Though this, the Economic Opportunities for Jordanians and Syrian Refugees project was conceptualized.

The project addresses three broad themes:

1. Labor market reform to facilitate increased Syrian refugees' participation in formal work, aiming to boost their economic status;
2. Reforms to improve the investment climate; and
3. The creation of an environment that attracts and retains foreign investments, particularly in manufacturing through Special Economic Zones (SEZs) benefiting from preferential access to the EU.

Through these themes, the Project has been supporting the implementation of the economic opportunities component of the Jordan Compact, which has the objective to improve job and entrepreneurship opportunities for Jordanians and Syrian refugees.

Activities

The project is in its fifth year of implementation, with the latest update rating progress as satisfactory.⁴¹ The project has implemented labor market and investment reforms to increase Syrian refugees' access to formal employment, encourage Jordanians and Syrians to open home-based businesses, and improve the investment climate by attempting to create an environment attracting and retaining foreign investment through SEZs.

Outcomes and impacts

- **Formalizing the right and ability to work:** Syrian refugees were encouraged to apply for or renew work permits through measures including reducing fees and a new flexible work permit regime under the additional financing, which meant that Syrians can switch sector and employer using the same permit, meaning they are no longer tied to one employer, widening their employment opportunities and giving them more power over their employer. According to 2020 data, the number of Syrians in employment rose from approximately 50,000 to 150,000, of which approximately 45,000 have a work permit. Refugees highlighted the benefits of obtaining a work permit including increased sense of safety and security driving increased wellbeing and, for those in camps, freedom of movement.

⁴¹ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

Refugees generally felt encouraged to apply for permits if they were aware of the reduced fee and there was some evidence that work permits opened up new job opportunities.

- **Home based business:** The initiative is seen to have been effective in facilitating female entrepreneurship (1,240 licenses were issued in Jordan, of which 722 were owned by women) but not Syrian entrepreneurship (only 22 were owned by Syrian refugees, with 12 more being licensed).⁴² Home-based businesses have been successful in reducing many of the barriers Jordanian women may face in being able to work in the formal sector; the flexibility of a home-based business can better meet their needs and allow them to meet all their responsibilities. Some home-based business owners have been able to make an income, in cases driven by the benefits of being formally registered. This strengthens these communities, boosts the private sector and promotes women's economic empowerment.
- **Improved working conditions:** One of the key benefits of work permits mentioned by refugees was greater security in their legal status in Jordan. However, consultations with Syrian refugees showed that Syrian work permit holders still face violations of basic decent work principles, with the COVID-19 pandemic worsening the situation. Despite this, some focus group participants felt that a work permit meant they had increased workplace rights, as they were more likely to be in a more secure position to challenge exploitation, and their rights were protected officially.

Barriers

A number of GCFF process-related barriers were identified:

- The P4R element of the program reportedly meant there was too much of a focus on the quantitative reporting elements, rather than the qualitative monitoring. This took away attention from the broader program objectives which are harder to quantify.
- Stakeholders also raised several issues with the project indicators. Measuring work permit issuance fails to take into account progress made from the increased security for those in the informal sector and not distinguishing between renewals and new permits being issued. There is also insufficient monitoring of Syrian refugees working in the informal sector due to challenges measuring this. The indicators also do not measure the impact of work permits on employment, the number of Syrian refugees in sustainable employment or the number able to meet basic needs.
- Some stakeholders felt that the project design did not sufficiently take into account the contextual economic barriers present in Jordan; in particular this is manifest in inadequate employment opportunities.
- The particular barriers faced by Syrian refugee women do not appear to have been sufficiently anticipated in the project design, with a range of barriers limiting sustainable employment outcomes. Linked to this, the impact on other marginalized groups, particularly economic migrants from other countries, were not anticipated, leading to negative outcomes for these groups.

A range of barriers have limited the impact of work permits on refugees. Several men in the urban work permit focus group were unemployed due to the impact of the COVID-19 pandemic on employment opportunities, reduced job opportunities during winter, and job opportunities that were available but did not cover participants' basic needs, meaning that being an informal 'daily worker' was more suitable. This is

⁴² *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

in addition to high unemployment meaning there are limited job opportunities available generally, particularly for those without qualifications.

Ongoing barriers related to work permits included:

- The reduced work permit fee was still too high for refugees concerned that they would not find employment anyway.
- For refugees in camps, acquiring a Ministry of Interior card can be time-consuming, and the overall process of applying for a permit is particularly lengthy with numerous steps involved, particularly for the construction work permit.
- Delays to receiving work permits due to the addition of medical checks as part of the application process for the construction work permit, as only one center in each governorate is approved to carry these checks out.
- Where work permits were linked to employers, participants reported that they were reliant on employers renewing permits, some felt tied to these jobs due to the complications of needing to obtain a new permit if they moved, and some employers tried to prevent them from leaving.
- Employers not renewing permits or asking new employees to continue using their existing work permit when a different type of work permit was required.

Wider contextual barriers to positive employment outcomes were also identified:

- Syrian refugees are restricted to working in five economic activities, including agriculture, construction, food and beverage services, manufacturing, and wholesale and retail trade, with other sectors closed to non-Jordanians. In sectors open to non-Jordanians, there are also quotas on the maximum share of non-nationals, which reduces the number and range of opportunities available to Syrian refugees, especially for those who are skilled and highly educated.
- Sectors open to refugees do not tend to meet the skills and preferences of women. Other barriers to women working include a lack of available transport to workplaces, a lack of culturally appropriate opportunities, and social norms meaning women often have disproportionate responsibility for domestic work, with limited childcare options. Work permits for women in camps rarely provided an opportunity to find employment outside the camp as their permits did not allow them to take their children out of the camp with them; and jobs outside the camp were unsuitable as they would have had to travel after dark due to distance and long working hours.
- Reluctance to register for social security among refugees who are already on low wages, and among employers who want to avoid paying into the scheme.

Several barriers to opening and running a successful home-based business were identified through the research:

- A valid passport is required to open a home-based business; however, 95% of Syrian refugees in Jordan do not possess a passport. This compounds with a lengthy and complex application process

(around 1 month), inconsistent understanding of the application and strict criteria. Further disincentives included concern around losing money by paying taxes or losing benefits.⁴³

- There were few perceived advantages of registering a home-based business in the formal sector rather than running one informally.
- One stakeholder reported that home-based businesses in urban communities were restricted to tailoring, handicraft and food processing.
- Despite attempts as part of the project to improve the investment climate for home-based businesses, there is limited financing available in Jordan for small and micro businesses, limiting the success and growth of these businesses. Participants argued that home-based businesses needed to be linked to other initiatives where owners could access financing to make these more sustainable. Entrepreneurs require support to maximize their business and survive more challenging periods. Only some types of business seemed to be reliable enough to make a regular income.

Conclusions

The issues with the results framework (discussed above) which make it challenging to monitor key project indicators relating to the impact of work permits prevents a clear assessment of the overall impact of the project on refugees, host communities, and Jordan's ability to cope with the financial impact of hosting Syrian refugees. The primary data carried out with beneficiaries of the work permit and home-based business schemes have demonstrated some significant benefits, particularly in relation to security, freedom of movement, and some evidence of improved employment opportunities. However, there are numerous and widespread barriers to the planned outcomes and impacts. In particular, closed and limited sectors for Syrian workers, limited employment opportunities generally, insufficient support to workers facing exploitation, and numerous social barriers preventing women from finding suitable work have limited this project's impact.

Lessons learned

Key lessons learnt and best practice identified through this Case Study include the following:

- The results framework needs to measure longer term, qualitative and sustainable outcomes and impacts. Not only does the focus on shorter term, quantitative outcomes not fully represent the project's impact, it can also shape the focus of the program, detracting from the broader aims.
- Refugees identified the removal of punishments on working informally and increasing freedom of movement as factors that improve their quality of life.
- Projects need to effectively target relevant audiences to increase the likelihood of project outcomes being met. There is a need for increased engagement with employers to ensure they provide fair working conditions, equal pay, and access to social security. This applies to those working in the formal and informal sectors.
- Project design needs to factor in the wider economic context and the associated barriers. For example, limits on the sectors that refugees can work in limits employment opportunities and in particular sustainable opportunities.

⁴³ *A decade in search of work: A review of policy commitments to Syrian refugees' livelihoods in Jordan and Lebanon*, International Rescue Committee, 2020

- Projects need to have a gender sensitive design: for this project, the numerous barriers preventing Syrian women from taking employment opportunities need to be addressed in partnership with communities and employers, to ensure opportunities are suitable to their available time, responsibilities, safety and skills.
- Individuals setting up home-based businesses need to be provided with financial support and training to ensure these are successful and sustainable, as well as advice as to whether demand for proposed businesses exists.
- The process of applying for home-based businesses needs to be simplified for refugees.

Jordan Education Reform Support (P4R)

Project background and conception

The Jordan Education Reform Support P4R's Program Development Objective (PDO) is to expand access to early childhood education, and to improve student assessment and teaching and learning conditions for Jordanian children and Syrian refugee children.⁴⁴ The project also aims to expand the quality of early childhood education and support enrolment of Syrian refugee children.

The project is aligned with a sub-portion of the National Education Sector Plan across four key Result Areas. This plan is embedded in the National Human Resources Development Strategy (2016-2025) focusing on early childhood education and basic and secondary education.

There are eight DLIs in the project linking to four key Results Areas:

Table 10 Jordan Education Results Areas and DLIs

| Results Areas | DLIs |
|--|---|
| Result Area 1: Expanding access to quality early childhood education | DLI 1: Number of Syrian refugee boys and girls enrolled in Target Schools DLI 2: Expansion of KG2 services DLI 3: Improved quality assurance system for KG2 schools |
| Result Area 2: Improving teaching and learning conditions | DLI4: Strengthened teacher preparation and management DLI5: Improved learning environment in public schools and systemization of socioemotional data collection and reporting DLI6: Improved physical environment in Jordanian public schools |

⁴⁴ Jordan Education Reform Support P4R Project Appraisal Document, the World Bank, 2016

| | |
|---|--|
| Result Area 3: Improving the student assessment system | DLI7: Improved student assessment system DLI8: Enhanced capacity of MoE to respond to potential future school disruptions |
| Result Area 4: Strengthening the education management system. | DLI9: Increased availability of resources and tools for the Program |

Source: World Bank, 2021

Project progress

The project is progressing effectively (the latest update rating progress was moderately satisfactory⁴⁵), despite some delays to activities in schools due to the COVID-19 pandemic leading to school closures. At the time of reporting, the level of disbursement was 61%. The project is still in the early stages of implementation, with various activities still in the procurement stage. The Government of Jordan has received technical assistance to support with procurement and has carried out monitoring of key indicators. The project has led to National Teacher Professional Standards being adopted and implemented in schools.

Outcomes and impacts

The following outcomes and impacts have been observed to date:

- **Enrolment of Syrian refugee children:** The number of Syrian refugee children in basic and secondary education has increased from the baseline of 125,000 to 134,303; however, the effectiveness of this outcome achievement is reduced by school closures. For example, students may be enrolled but not have access to remote education options. Additionally, there are other projects in Jordan seeking to increase Syrian children's enrolment into formal education, and this measure is not specifically tied to the P4R program, making it challenge to assess the additionality of this project.
- **Expansion of Kindergarten 2 (KG2) services:** The total number of children enrolling in KG2 has also increased to 4,835, with benefits for the host community. The project has also incentivized the MoE to collect data on learning outcomes and complete an updated Geographic Information System which should improve their ability to address key challenges and to better manage the education system and improve the quality of education for all children.
- **Strengthened teacher preparation and management:** The National Teacher Professional Standards have been finalized and disseminated, which aim to improve teaching standards. The achievement of this DLI provides evidence that the project has improved the education system, meaning it is better placed to cope with and support the influx of Syrian refugees.

Enabling factors

Internal and external factors which supported achievement are as follows:

- GCFF financing has encouraged the government to pay closer attention to Syrian refugee children outcomes, leading to improvements in monitoring and more inclusive reforms.

⁴⁵ Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template, the World Bank, 2021

- Supporting Countries host regular (monthly) Donor Coordination Group meetings which involve TTLs, this aids awareness of the project and aids coordination and alignment. Supporting Countries who are most involved in the project also work together to ensure different programs in this sector and technical assistance are all aligned.

Barriers

Internal and external barriers which impacted on the progress are as follows:

- The lack of in-country World Bank presence has been a barrier to effective and regular communications with key stakeholders, but it should be noted that the TTLs will have a team member based in Jordan from June.
- The COVID-19 pandemic has caused some delays with project progress, implementation and monitoring where activities need to take place in schools.
- The COVID-19 pandemic has also affected the usefulness of the DLIs on enrolment; due to school closures, children may be enrolled but not able to access distance learning.
- The Development Coordination Unit at the MoE lacks the necessary capacity to manage multiple donor projects, with existing capacity issues magnified by the COVID-19 pandemic and the resulting school closures and staff illness. This has led to implementation delays.
- Some stakeholders reported that the project activities had not effectively addressed the gendered barriers facing girls or boys to access education, receive a quality education, stay in school and receive qualifications. This demonstrates that the project design is insufficiently gender sensitive.
- The project monitoring framework need refinement in order to reliably assess project progress and impact. As discussed, key indicators do not necessarily measure the additionality of the GCFF, and the addition of more specific outcomes is needed.

Conclusions

The enrolment of children in formal education, including Syrian refugee children, is a positive outcome. However, progress cannot be fully attributed to this project as there are several other programs seeking to increase enrolment, and this indicator is less indicative of access to education when schools are closed.

Where the project has led to the Ministry of Education monitoring educational outcomes, including those for Syrian refugee children, this is likely to improve understanding of the issues, and aid the implementation of reform. Similarly, the integration of Syrian refugee children in education policy reform is more likely to improve the access and quality of education received by these children. Where implementation has taken place, there is evidence of objectives being met: the dissemination of National Teacher Professional Standards is likely to improve the quality of education for all, and better support the resilience of the education sector. Similarly, updating the Geographic Information System better enables the MoE to manage the education system, again improving its resilience.

There is no other evidence of outcomes at this stage due to implementation not having started or being at the initial stages for the other activities.

Lessons learned

Key lessons learned and best practice identified through this Case Study include:

- Amendments to the project monitoring framework are needed to ensure this better assesses the impact of the project in relation to each target audience. These need to factor in the impact of other programs working in this area.
- The project has been effective in encouraging the GoJ and MoE to include Syrian refugee children in their policies and system reforms, and to monitor outcomes for these children.
- More broadly, the project has encouraged monitoring of learning outcomes, which is likely to influence future education reforms.
- The project has not sufficiently paid attention to gender and needs to ensure that the gendered barriers faced by girls and boys are understood and addressed.
- Technical assistance and MoE increased resources to make procurement processes more effective are likely to speed up implementation of reforms aiming to make important improvements.
- In country presence of the TTLs is needed for effective stakeholder engagement and regular communication with partners which is key to effective and efficient implementation.
- Additional financing can be an effective tool to respond to lessons learned and key contextual changes; however, sufficient scrutiny by stakeholders is needed to ensure the changes support sustainable outcomes and impacts.

Improving Quality of Healthcare Services and Efficiency in Colombia (P4R)

Project background and conception

The health sector's response to the Venezuelan migrant crisis had been identified as a key priority within the Colombian government. The *Health Sector Response Plan for the Migration Phenomenon*⁴⁶ aimed to develop a roadmap to extending health services to migrants.

Building on this, as well as on the evidence generated by the World Bank 2018 report *Migration from Venezuela to Colombia*⁴⁷ which pointed to a need to increase access to health services to the migrant population, as well as to increase the general quality of the health system, the Improving Quality of Healthcare Services and Efficiency in Colombia program was developed.

The development of the Improving Quality of Healthcare Services and Efficiency in Colombia program is a continuation of Colombia's efforts to improve the accessibility (as well as the quality) of its health sector to Venezuelan migrants. This is reflected in the inclusion of the several migration-focused objectives and indicators, most importantly in DLI 4: "Number of eligible migrants affiliated to General Social Health Insurance", which has the objective to increase the affiliation of migrants to the health system through the implementation of activities such as the issuance of legal standards and the training of staff in departments in protocols to ensure migrants enrolment.⁴⁸

Activities

The project began implementation on December 1, 2020. Prior to this, some activity had already been undertaken. DLI 4 required a pre-P4R action, namely the issuance of Decree 064 which introduced the

⁴⁶ Plan de Respuesta del Sector Salud al Fenomeno Migratorio, Ministry of Health and Social Protection, 2018

⁴⁷ Migration from Venezuela to Colombia : Short- and Medium-Term Impact and Response Strategy, the World Bank Group, 2018

⁴⁸ Improving Quality of Health care services and Efficiency in Colombia Program Appraisal Document, the World Bank, 2019

right for migrants with a PEP, asylum seekers and Venezuelan migrants with visas, to become affiliated to the Sistema General de Seguridad Social en Salud (SGSSS).

As of December 21, 2020, several outputs have already been achieved. These include the publications of (draft) policy documents and of analysis outputs. Furthermore, different trainings and capacity building activities have also begun, namely training activities for municipalities' and departmental' s health and social services to prevent, address and protect women against gender-based violence, training and capacity development to local entities on migrant enrolment, as well as wider capacity training to strengthen the sector's ability to address some of the challenges related to the Venezuelan migration.

The Progress report submitted to the GCFF Coordination Unit dated February 3rd, 2021 rates progress towards achievement of the project's objective as well as overall implementation progress satisfactory.

Outcomes and impacts

A main objective of the program is to increase in the number of Venezuelan migrants registered to the SGSSS by improving the access to quality healthcare services for migrants who are regularly registered through the special residency permit (PEP), as well as asylum seekers and Venezuelan migrants with visas. The program sets out to affiliate 225,250 migrants to the mandatory health insurance through the SGSSS, which will provide them with the same rights in terms of access to healthcare services as Colombian citizens. As of December 2020, a total of 179,090 eligible migrants have been affiliated to the health system under the Program⁴⁹, and representatives of Health Secretaries reported further increases in the months since then.

This means they are able to access the full range of services and technologies provided to ensure the right to health, making health care more comprehensive by preventing, alleviating, and treating diseases and facilitating rehabilitation. Improved access to services such as screening and diagnostics decreases the likelihood of complications that could result in emergency care or long-term health problems and improved accessibility to vaccinations will reduce transmission of preventable diseases – a particularly important point in regard to the COVID-19 pandemic. Migrants in focus group discussions have reaffirmed these positive benefits of affiliation. Several mentioned the 'peace of mind' affiliation gives them, as they know that in the case of an accident or illness they would not incur devastating financial costs, and cited examples of affiliation resulting in being able to treat health conditions thoroughly instead of waiting until the point where urgent attention was needed.

The SGSSS also provides its affiliates with financial protection if they are in ill health, thus decreasing vulnerability. A specific example of this was shared in a focus group discussion with migrants when one participant recounted being able to seek treatment of an injury and take sick leave due to being affiliated.

A further positive impact of the Program is one that is not directly intended to be achieved through the project activities, but rather a side-effect of its very existence. As noted by stakeholders, the fact that DLI4 required a pre-P4R action (issuance of Decree 064 which mandates local authorities to identify (amongst other groups) Venezuelan PEP holders who do not have the capacity to participate in the contributory regime to become affiliated with the SGSSS's subsidized regime) means that the changes introduced as part of this GCFF funded project and the expected impacts for the migration population can be expected to remain in place in the future. As explained by stakeholders, this leaves the migratory issue less in the hands of individuals willing to push for it, but rather marks it as a national priority that unifies the different

⁴⁹ An additional 158,815 migrants have been affiliated under a separate but complementary operation financed by the Inter-American Development Bank (IADB)

actors within government and ensures continuity despite potential personnel reshuffles. The Government of Colombia granting Venezuelan migrants a 10-year temporary protection status further strengthens this development.

Enabling factors

A key driver in achieving these outcomes, and especially in achieving these quickly, is the framing of the project as a Project for Results (P4R). Tying the disbursement of funding to the issuance of a decree allowing for the affiliation of Venezuelan migrants with a PEP made this decree a priority action.

A further key enabler has been mentioned in the project update submitted to the GCFF in February 2020. It states that “interaction with migrant associations has enabled authorities to receive feedback in the process of affiliation, particularly to identify barriers”. Coupled with the project’s intervention to build capacity and sensibilization of health workers in relation to migrant’s issues, this can be expected to contribute to the program being able to overcome such barriers and generate the anticipated impacts.

Barriers

The realization of these anticipated impacts hinges on the premise that Venezuelan migrants are becoming affiliated with the system and are engaging with the system in the intended way. Several barriers have been identified that could pose a risk to the validity of this assumption.

Ensuring that both the health care providers, health workers, territorial authorities etc., but also the migrant population have sufficient and correct information about the benefits, the requirements and the process of affiliation is very important. A lack of knowledge about the process of affiliation from both the migrant community as well as health care system workers, as well as a lack of understanding of the benefits and requirements tied to affiliation for migrants have been identified as main barriers by migrants and Health Secretaries representatives consulted. A related aspect to this is also xenophobia, as mentioned in the project update submitted to the GCFF in early 2021 as well as in stakeholder interviews. This can lead to further discouraging or hindering of migrants’ ability to access the health care system through affiliation. As previously mentioned, this has been a challenge faced in the project’s implementation, and mitigation actions have been undertaken.

Barriers of a technical nature have also at times prevented the process of affiliation to move forward smoothly. This includes infrastructural problems (such as a lack of internet connectivity) at the municipal level that prevented access to key databases and registers. Addressing these, as well as ensuring that the technical aspects of the system are running smoothly, are important considerations to limit future risk.

Conclusions

The Improving Quality of Health care services and Efficiency in Colombia Program’s aims and objectives clearly address the needs of Colombia as well as the needs of the Venezuelan migrants. Affiliation to the SGSSS is considered the best strategy to respond to the challenges caused by the migratory influx in the health sector, specifically the lack of accessibility as well as the high costs resulting from this. The project not only supports the affiliation of Venezuelan migrants to the SGSSS but also supports capacity building for those involved in registration of migrants to help make the process more efficient and effective.

As pointed out by several stakeholders, GCFF funding is helping reduce part of the fiscal pressure put on the health care system by the influx of migrants while also reducing the costs of it in the long run.

Lessons learned

Several key drivers of success have been identified throughout this Case Study:

- **Alignment with national strategies and policies:** Not only does the Improving Quality of Health care services and Efficiency in Colombia Program work towards the same overarching goals as the Colombian government's national strategies and policies, but it contributes directly to specific actions and needs outlined in these strategies and policies. This allows for a deeper level of alignment and results in the benefit of buy-in across organizations and at a high-level. The speed at which the necessary policy changes have been issued and implemented are an example of the importance of this.
- **Coordination between the different actors:** The project update submitted to the GCFF in early 2021 stated that interaction with migrant associations has enabled authorities to receive feedback on the process of affiliation that have helped them identify barriers. In light of several stakeholders expressing that a lack of information on the side of the migrant population as to why and how they should become affiliated has been an issue, working with migrant associations could help find effective and informed solutions. Representatives of Health Secretaries recounted successful instances of collaborations to improve outreach, further pointing to the necessity of strengthening this approach.
- **Collaboration with the migrant associations:** The project update submitted to the GCFF in early 2021 stated that interaction with migrant associations has enabled authorities to receive feedback on the process of affiliation that have helped them identify barriers. In light of several stakeholders expressing that a lack of information on the side of the migrant population as to why and how they should become affiliated has been an issue, working with migrant associations could help find effective and informed solutions.
- **Alignment with other operations in the region:** The separately financed IADB operation, which pursues overlapping objectives, is a prime example of potential synergies that could arise and show that if steps are taken early in the project conception and design phase, duplication and inefficiencies can be avoided. While this was achieved in the case of the IADB operation, the opportunity to do so with USAID activity in the region however was missed, indicating further scope for more alignment. The GCFF project update from early 2021 reflects this point as important and highlights the importance of coordination with international cooperation agencies, NGOs and media as important to ensure complementarity in communication campaigns, online courses, workshops, or the financing of consultants at local level as examples.

Although the project has only recently begun implementation and most outcomes and impacts are not yet observable, a few areas of improvements have been identified:

- **Ensure continuity throughout the project's planning process:** Efficiency gains could have been made during the project's design phase as a newly introduced person working on the project resulted in "a re-process" of sorts. Given that ensuring continuity in the project team is not always possible, having a clear operational manual and taking steps to reduce any potential ambiguity (such as for example around the definition of indicators) are important.
- **Take a gender-based approach:** The Improving Quality of Health care services and Efficiency in Colombia Program did not take a gender-based approach (nor an AGD-approach). The project did include several gender-specific components such as introducing an intersectoral mechanism to

respond to gender-based violence, but this is distinct from incorporating gender-considerations into the project's design. Women often face additional challenges and needs, for example in regard to reproductive health or sexual or gender-based violence and addressing these already in the project's design is necessary to facilitate the project's outcomes and benefits reach women better.

- **Strengthen the migrant perspective in project design:** Limited engagement with the UNHCR in the project's planning process is considered by some stakeholders to have resulted in a missed opportunity to make full use of the available knowledge and know-how to design the project to address migrants' needs and barriers fully. As stated above, collaboration with migrant associations during the implementation have proven successful at identifying such barriers. Therefore, an increased effort to bring the migrant perspective into project design could improve efficiency by identifying such barriers or other potential issues from the outset.

Lebanon Health Resilience Project

Project background and conception

The objective of the Lebanon Health Resilience Project (HRP) is to strengthen the primary healthcare system and community outreach to address basic health needs of Lebanese and displaced Syrians affected by the refugee crisis, as well as addressing the immediate capacity constraints of public hospitals servicing high concentration of displaced Syrians and Lebanese.

The project is an extension of the Emergency Primary Healthcare Restoration Project (EPHRP), a small pilot project funded by a World Bank managed multi-donor trust fund and implemented by the Primary Healthcare Department and conceptualized from a need to implement a universal health coverage program. The Health Resilience project scales up this pilot with a larger budget but the same objectives of expanding healthcare access, improving primary healthcare services and improving capacity in the sector.

The project consists of the following components:

- Component 1: Scale up Primary Health Care Universal Health Coverage program
- Component 2: Provision of health care services in public hospitals
- Component 3: Strengthen project management and monitoring
- Component 4: Strengthening the Government's capacity to respond to COVID-19

The HRP has been restructured (twice) to reallocate resources to the COVID-19 response. The updated Project Development Objectives include the aim to strengthen the government's capacity to respond to COVID-19.

Activities

Since the project restructuring, all the activities have focused on the objective relating to supporting the GoL's COVID-19 response, mainly through the procurement of medical goods and supplies to public hospitals (first restructuring) and vaccinations (second restructuring). Implementation of Component 1 (Primary Healthcare Services) and Component 2 (Hospital Services) were delayed due to the MoPH having to prioritize its COVID-19 response.

Delays have also arisen due to:

- The economic crisis and devaluation of the Lebanese Lira has reduced the value of project funds in Lebanese market. The GoL requested that fund transfers be made through the MOF single treasury account, resulting in long delays as well as a loss in the value of money received by suppliers, contractors and consultants.
- Capital control restrictions have limited the import of equipment and raw materials needed for the project. This situation has been worsened by the Beirut explosion in August 2020 which destroyed a hospital where medical goods and medication were stored, as well as medical products at the port.
- Parliamentary delays to the project agreement being signed.
- Delays arising from the MoPH's implementation of the project's legal covenants, for instance delays selecting a Third-Party Administrator firm and delays finalizing the Operations Manual. Both activities have now been completed.

Outcomes and impacts

Outcomes at this stage are mainly linked to Component 4.

- The number of COVID-19 treatment centers increased from one as of 9th March 2020 to 27 as of 20th August 2020, greatly exceeding the target of six. The number of COVID-19 rapid response teams at the governate level increased from one to eight in the same period, exceeding the target of five. This should benefit host communities and Syrian refugees' access COVID-19 treatment and reduce the burden on PHCCs.
- Stakeholders reported that the project increased capacity to procure goods and equipment needed for the COVID-19 pandemic including vaccines, as well as the project covering COVID-19 admissions fees, increasing hospitals' motivation to receive patients. The expectation is that improving hospital capacity will equally benefit Lebanese and Syrian refugees, however increased COVID-19 capacity is not measured on an individual basis meaning unequal access to COVID-19 services may be masked; indeed, one stakeholder felt there was a risk of Lebanese being prioritized in vaccine rollout and stated that COVID-19 vaccines have been inaccessible to many refugees as they require them to be registered.
- The project has also offered support through risk communications and community engagement campaigns, in efforts to combat the spread of the disease and support the resilience of the healthcare system.
- Stakeholders reported that the project has played an integral part in the GoL's COVID-19 response, without which they would not have been able to fund vaccines and equipment.
- The project has built capacity in the MoPH as some of the PMU members are MoPH staff. They will be able to use their learnings from the project in their wider work, building knowledge and experience in the department.

Barriers

In addition to the issues creating implementation delays discussed above, there are several barriers that the project faces in terms of outcomes and sustainability.

- Some stakeholders reported that the project is not targeting Syrian refugees and was dependent on humanitarian agencies for the elements supporting refugees directly. Several stakeholders reported

that the UNHCR (alongside the EU and UNRWA in cases) are funding the elements of the Health Resilience project where the cost of supporting refugees can be separated, suggesting that this was due to the GoL's reluctance to fund support for non-Lebanese people. Multiple stakeholders emphasized the barriers posed by loans, due to the GoL being hesitant to borrow money for non-Lebanese people and the view that host countries should not have to cover the cost for refugee populations.

- The COVID-19 pandemic poses an immediate risk to the health sector in Lebanon, for example when cases are high, the ICUs are reportedly reaching capacity despite the support offered by the project. This demonstrates how Lebanon's fragile economy and uncertain political climate as well as the pandemic can limit the impact of the project.
- One stakeholder stated that a challenge for the sustainability of the project and its outcomes relates to identifying sustainable funding for the project activities beyond 2023.

Conclusions

Component 4 has improved the health system's ability to tackle the COVID-19 pandemic and has increased access to services for Lebanese and Syrian refugees and increased public health awareness. Further elements are planned which have associated planned outcomes, with the EPHRP element planned to support poor Lebanese through packages of essential healthcare services, including specific packages for women and children, delivering essential preventative healthcare. However, existing access barriers and a need for refugees to be registered to receive vaccines means Syrian refugees may be less able to access services. Stakeholders reported that the project is overly dependent on humanitarian agencies to fund the refugee specific elements of the project, due to the GoL's reluctance to take out loans for spending on refugees.

It is possible that the project could improve perceptions of Syrian refugees to host communities as the project provides services to all citizens, rather than creating resentment by only offering services to refugees.

Lessons learned

Key lessons learnt and best practice identified through this Case Study include the following:

- Refugees' needs could be better integrated in the project design. The GoL's reluctance to take out loans for services for refugees specifically poses a risk to utilization of the project and demonstrates how difficult it is to meet objectives on refugees in this environment. Linking to this, contexts where it is difficult to receive parliamentary approval is a barrier to effective and efficient implementation.
- Greater consultation was reportedly needed with stakeholders at the design stage, for instance the IsDB and humanitarian agencies (particularly UNHCR).
- The way in which the project built on the EPHRP was effective, as they were able to incorporate lessons learnt into the project design.
- A key example of best practice is the flexibility to adapt the project to changing circumstances. This allowed the project to provide essential support to the GoL to address the COVID-19 pandemic.
- There was evidence of improvements needed to coordination, with a need for more opportunities for different stakeholders to convene (such as Supporting Countries and implementing partners). Some

stakeholders felt that improvements were needed to the MoPH's coordination of stakeholders. This also links to reports of stakeholders being insufficiently consulted at the design stage, leading to a lack of certainty on aspects of the project.

- It is important to agree processes in advance to prevent delays and other issues arising. Specifically, the current process of funds going through the MOF treasury account has caused delays and a loss in the value of money. If this had been discussed in advance, it might have been possible to find a different solution, or at least adjust the timeline to allow for delays.
- The project could play a greater role in policy outreach and coordination in order to positively influence the GoL's approach to supporting Syrian refugees. However, it is important to acknowledge the challenges associated with this due to the government having to address the economic crisis, COVID-19 pandemic, political instability and other issues.

10 Key Findings and Recommendations

This section summarizes the key findings and lessons learned from the evaluation alongside forward-looking recommendations for the GCFF.

Monitoring and Reporting - GCFF Results Framework

Key findings and lessons learned

Results Framework

The GCFF Results Framework is considered to be fit for purpose as a tool for assessing the amount of funds raised, allocated and distributed as part of the GCFF which relate to progress towards the GCFF's objective of *supporting middle income countries impacted by the influx of refugees through the provision of concessional financing*. However, there is an appetite among Supporting Countries for measurement of the overall impact of the GCFF on refugees' and host communities' welfare which relates to the scope of the GCFF to *support operations with a demonstrated objective of supporting refugee populations and host communities*.

While ISAs and Benefitting Countries assume the responsibility for project-level monitoring activities, there is a request amongst stakeholders, especially those from Supporting Countries, for the GCFF to play a centralized role in reporting aggregated results from across the program's portfolio to provide stakeholders with an indication of the overall impact of the program. This is acknowledged as a complex challenge as a result of the diversity of GCFF funded projects in terms of sectors of operation and financing tools used.

Qualitative research

In addition to top-level reporting, there is also a desire, especially amongst Supporting Countries, for greater inclusion of qualitative data which will provide more detail on how the projects are having an impact on the ground and the means through which they are improving the lives of refugees and host communities, particularly given the challenges of aggregating quantitative data across a diverse portfolio.

Indicator 4: Coordination

Indicator 4 of the current results framework is focused on the achievement of the GCFF in creating greater levels of coordination amongst stakeholders; however, the tool used to report against this Indicator was not deemed fit for purpose, and reporting against it was stopped. Due to the importance of the GCFF's coordination role, it is important for this tool to be revised and reinstated to the results framework.

Stakeholders interviewed for this evaluation stated a range of different understandings of the GCFF's coordination objective, particularly around at what level the GCFF sought to influence coordination, suggesting that there is not a clear and consistently understood definition of GCFF's coordination objective amongst stakeholders.

Results framework: Policy outreach

Similar to the GCFF's role in stakeholder coordination, the evaluation found that the understanding of the GCFF's policy outreach role both at a national and international level differed considerably by

stakeholders. National or international policy outreach is not formally included in the current Results Framework, nor formalized in the Operations Manual, however was included in the Theory of Change which was developed with GCFF stakeholders as part of this evaluation.

A better understanding of the GCFF's approach to policy outreach, such as including clear targets or developing a strategy for this, will facilitate the development of measurement of the success of GCFF's policy outreach.

Recommendations

Results Framework

While the wide range of projects funded by the GCFF makes aggregation of results challenging, aggregation of a small number of key indicators would still be feasible with a low level of resource commitment, to provide an overview of the overall reach and impact of the GCFF.

The first two suggested indicators included in the Operations Manual (below) should be included as mandatory across all GCFF funded projects, and specific guidance on measuring these should be provided to ensure consistency in measurement across projects.

- *Direct project refugee beneficiaries (number), of which female (percentage);*
- *Direct project host community population beneficiaries (number), of which female (percentage).*

To develop a more refugee-focused outcomes framework the suggested outputs/outcomes presented in Operations Manual should be revised and further developed to lead to the creation of an Outcomes Results Framework.⁵⁰ The steps that would be required for the development of a Results Framework:

- 1. Confirm the program-level Theory of Change:** The results framework must be based on a clear understanding and specification of how the GCFF activities lead to desired outcomes. The Theory of Change model allows stakeholders to visualize the logic of the program and identify the proposed causal links among inputs, activities, outputs, and outcomes.

The Theory of Change created as part of this evaluation should be developed further with input from a wider range of stakeholders that sit on the GCFF Steering Committee such as Benefitting Countries and Observers such as UNHCR. This exercise would need to consider the outcomes that the GCFF seeks to create and the outputs, activities and inputs required to achieve them, in addition to the associated risks and assumptions.

- 2. Develop Key Performance Indicators (KPI) for each of the outcomes in the ToC:** The development of KPIs should cross-reference the key sectors of intervention, as outlined by country development strategies and humanitarian clusters at country-level. For instance, the EU Regional Trust Fund (EUTF) in Response the Syrian Crisis (see Box 1 for further details) identified six key sectors (basic education, higher education, resilience and local development, health, WASH (water, sanitation and hygiene), and protection). The GCFF scope as outlined in the Operation Manual provides guidance on which sectors are relevant to support refugee populations and host communities:

⁵⁰ Further information can be found at World Bank, 2012, Designing a Results Framework for Achieving Results: A How-To Guide <https://www.oecd.org/dac/peer-reviews/WB%202012%20designing%20results%20framework.pdf>

- Basic services (such as health and education)
- Social protection
- Expanding economic opportunity (e.g. work permits and job creation)
- Strengthening and developing critical infrastructure
- Promoting private sector participation

The indicators currently suggested in the Operations Manual (pg. 32) can provide a starting point for developing these indicators.

3. Develop a strategy for measuring the KPIs: Once the KPIs for each sector are clearly defined and agreed upon by stakeholders, the extent to which measurable indicators are available and collectable should be assessed. Factors to consider in assessing the KPIs include their clarity of definition, data availability (extent to which sufficient data exists / is accessible), and institutional context (availability of stakeholders to participate in the activities required to measure these outcomes and impacts). This would require input from the organizations involved in data collection, namely the ISA and Benefitting Country, and greater coordination and integration of project level monitoring and reporting (see recommendation on project level monitoring for further detail).

4. Develop a strategy for assessing performance across the portfolio: Aggregation of some high level KPIs may be possible; however, is unlikely to be feasible or desirable for a large number of KPIs. Applying methods such as a traffic light system to assess progress against KPIs in a comparable way can allow performance across the portfolio to be assessed. The traffic light system assesses achievement of each KPI against a target to provide a quick overview of progress on the KPI and illustrate visually for a given project how many indicators are currently on target.

The result of these steps would inform the creation of an additional GCFF Results Framework related to project outcomes, which for each of the sectors identified would include a list of the indicators that will inform its assessment as well as the methodological tools used to identify these and the stakeholders responsible for their measurement and reporting. To inform this, it will be important to take lessons learned from similar approaches in the development and humanitarian space. Box 1 presents an example of how the EUTF developed its Results Framework.⁵¹

⁵¹ https://ec.europa.eu/trustfund-syria-region/sites/tfsr/files/first_results_reporting_eutf_syra_region.pdf

Box 1: Example of developing a Results Framework: EUTF in Response to the Syrian crisis

- The EUTF in Response to the Syrian Crisis pools an increasing share of the EU's aid to the region into one single and flexible instrument. The Fund primarily addresses educational, economic, social and health needs of Syrian refugees while also supporting local communities and their administrations.
- The EUTF developed a Result's Framework with Key Performance Indicators to allow for better reporting of results and develop an understanding of the EUTF funded projects and programs.
- The Results Framework focuses on six target sectors: basic education, higher education, resilience and local development, health, WASH and protection.
- A total of 81 KPIs were developed across these six sectors.
- The source of data to develop each of these KPIs are the Project Indicators that are reported by each of the implementing partners. To ensure consistent reporting across Implementing Partners, the EUTF developed a reporting template for data collection. Quarterly reporting requirements are specified in the contracts signed by providers.
- The EUTF developed a database for collating the data provided in the quarterly data updates. In addition to the KPIs, certain outputs are designated as non-Key Performance Indicators (Non-KPI).
- Performance of each indicator is rated against a target value, and a traffic light system is used to assess progress against a given target.

Qualitative Research

The aggregation of refugee-specific indicators could be supplemented by qualitative data commissioned by ISAs to provide greater nuance on the impact of GCFF funded projects. The level of qualitative reporting that is achievable is dependent on the resource available. Based on a high, medium and low resource commitment, the following options would provide greater qualitative assessment of the GCFF project impact:

- **Contribution Analysis (low resource commitment):**⁵² Contribution Analysis is an analytical tool that helps users understand the causal links between an intervention and an observed change(s) in the community. It is especially useful when the relationship between the program and its results is complex, difficult to isolate, and subject to a range of external factors. The principle steps involve: clarifying the program Theory of Change including underlying causal assumptions and external factors; reviewing existing evidence both for and against the claim that the program caused the observed change rather than the external factor; constructing a "contribution story" that provides qualitative analysis of the interaction between the program and the external factors; collecting evidence to support and revise this contribution story. The end result is normally a much richer understanding of how the program has contributed to change and how it has influenced, and been influenced by, external factors such as changes in the local policy environment.

⁵² See https://www.betterevaluation.org/sites/default/files/ILAC_Brief16_Contribution_Analysis.pdf for further guidance.

- **Most Significant Change (medium resource commitment):**⁵³ The Most Significant Change technique is a participatory monitoring and evaluation tool that helps users collect and assess stories of community-level change resulting from an intervention. In its simplest form, it involves collecting stories of change in people's lives, e.g. by asking refugee communities to describe the "most significant change" in their access to services over the last 12 months. These stories are collected at field level, by implementation partners close to the communities in question. The stories are then filtered and selected for significance by the program team, allowing them to select one or two key stories of change and, in the process, improving their own understanding of the range of impacts the program is having on people's lives.
- **Outcome Mapping (high resource commitment):**⁵⁴ Outcome Mapping is a tool for designing, monitoring and evaluating behavior change resulting from a development or humanitarian intervention or program. Its primary value is in helping users understand the "missing middle" between program activities and wider social impacts. Outcome Mapping is a more resource-intensive approach that impacts on project design, monitoring framework design and evaluation cycles. It requires the program team to identify community gatekeepers who can provide information over time about how the program is changing the community in which it works. The end result can be a very rich picture of how the program has contributed to changes in outcomes for end-beneficiaries over a multi-year period.

Responsibility for reporting

The additional focus on monitoring and reporting outlined above would necessitate a dedicated role in the Coordination Unit; this would be required to synthesize reporting from ISAs to produce aggregate results. In addition, this person would be available to provide guidance to the project teams to ensure consistency of reporting.

Results framework: Coordination

A first step in incorporating the coordination function into the GCFF is developing a clear understanding and definition of what the GCFF's coordination objective is and at what levels it applies, which can be outlined in the Theory of Change. It is suggested that a range of stakeholders input into identifying where the GCFF's coordination role can have most value and at what level current gaps in coordination are most prevalent.

Once this is developed, it will be possible to articulate the specific measurement questions for assessing coordination. For instance, one aspect of coordination that has been found to have been lacking is coordination of stakeholders during the project design and funding application stage; as such, specific indicators should be developed to measure the extent of coordination amongst relevant stakeholders in the project design and application stage, as suggested in the UNHCR summary of coordination with the GCFF:⁵⁵ *"The articulation in the Results Framework of an indicator on closer coordination - with both development and key humanitarian partners such as UNHCR would enhance this important potential aspect of the GCFF role."* (UNHCR, 2020)

Results framework: Policy outreach

⁵³ See <https://www.mande.co.uk/wp-content/uploads/2005/MSCGuide.pdf> for further guidance on this tool.

⁵⁴ See <https://www.intrac.org/wpcms/wp-content/uploads/2016/06/Monitoring-and-Evaluation-Series-Outcome-Mapping-14.pdf> for further guidance.

⁵⁵ UNHCR, 2020, Summary Observations of UNHCR-GCFF Collaboration

An appropriate first step to including policy outreach within the framework would be to define the GCFF's objective in terms of policy outreach both nationally and internationally, and then define the inputs and activities that are needed to achieve this. Again, this activity should include consultation with stakeholders to ensure a clear and shared understanding of the GCFF's role in policy outreach (see recommendation on Global Policy Outreach below).

Monitoring and Reporting - Project Monitoring

Key findings and lessons learned

Project monitoring provides updates on the implementation status and progress towards objectives of individual projects. There was a desire across stakeholders to have access to more information on individual projects. In addition to providing more detailed progress reports, stakeholders, especially those from Supporting Countries, indicated that they would also benefit from more frequent and detailed updates on the project status and progress towards objectives. However, this is one aspect that is considered to have improved throughout the duration of the program.

More extensive reporting on project implementation status and progress towards objectives would also provide greater opportunities for generating lessons learned, which could be applied to other projects.

Furthermore, stakeholders emphasized the need for a continued focus on the impacts on refugees to be fully incorporated into the project monitoring frameworks. The complexity of this depends to a large extent on the nature of the project, with some tools such as DPLs more difficult to directly link to impact on refugees than others.

In addition to disaggregation by refugees, greater disaggregation by gender and greater inclusion of environmental indicators were highlighted by some stakeholders as information that would be valuable.

Recommendations

Project Monitoring

The recommendations made above around a more integrated approach to monitoring and reporting to the GCFF Results Framework will rely on revisions to project level monitoring. In order to facilitate the aggregation of key results across projects, namely the number of refugees and host community members reached by the project, these indicators must be applied consistently across projects.

If an additional GCFF Results Framework that includes high-level sector specific indicators is created, this will necessitate that these indicators are applied across projects. The specific M&E role in the Coordination Unit outlined in the previous section would be required to ensure this approach is consistently applied across projects.

Sharing results

Stakeholders expressed a desire for more frequent and detailed updates on the project status and progress towards objectives. One way this should be done in is through a dashboard which would provide easy-to-access and transparent data across the GCFF portfolio from ISA project level monitoring. Examples of dashboards that serve a similar purpose include:

- **The WFP Yemen Emergency Dashboard:**⁵⁶ This dashboard is published on a monthly basis, providing data on funding, activity levels, people assisted, people in need, and a geographical mapping of emergency phases.
- **The FAO Desert Locust Response dashboard:**⁵⁷ This dashboard provides ongoing, real-time data on funding, activities and results in the FAO response to the Desert Locust upsurge in East Africa, the Middle East and South-West Asia.
- **The UNHCR Syria Response Portal:**⁵⁸ This dashboard provides ongoing, real-time data on people in need and refugee trends resulting from the Syrian conflict. Links to funding appeal data and further information on agency activities are also provided.

Applying lessons learned

The first step towards better understanding what lessons could be taken from projects and shared across the portfolio would be a central mapping across projects of the different contexts that they are operating in, the types of beneficiaries, and the types of outcomes that they are trying to achieve. This would allow a greater understanding on where lessons learned from each project could be applied in other areas. The Portfolio Analysis developed at the start of this evaluation (see Annex 15) could provide a first step in developing this central mapping of projects.

Greater opportunities should be created for sharing lessons learned with the Steering Committee, e.g. such as through the presentations to the Steering Committee.

Addressing the needs of Benefitting Countries

Key findings and lessons learned

The GCFF has been successful in responding to the critical financing needs of Benefitting Countries. The role of the GCFF funds in contributing to stabilizing the situation in Lebanon and Jordan at the onset of the Syrian refugee crisis has been highlighted as a success.

The fact that Benefitting Country ownership of GCFF projects is ensured in the structure of the program – through Benefitting Countries developing Funding Requests and participating in its governance structure – is seen as an important factor in ensuring that all projects reflect country need as opposed to the priorities of external actors.

While individual projects may meet the needs of Benefitting Countries, the extent to which the Facility as a whole most effectively meets Benefitting Countries' collective needs is less certain. Particular concerns about the rate of disbursement in Lebanon highlight that this is not the case. GCFF funds allocated to multiple projects in Lebanon are not currently being disbursed due to delays in project implementation, as such, there currently exist substantial funds that are not being actively used in project implementation and thus not being used to address the needs of Benefitting Countries.

The relevance of the GCFF to the needs of Lebanon has been highlighted as a particular concern amongst stakeholders. The situation in Lebanon has deteriorated significantly since the inception of the GCFF and

⁵⁶ https://docs.wfp.org/api/documents/8581f2aa0f1240008fa8f81c11d5784e/download/?_ga=2.246611853.829138569.1616497030-628868943.1616250519

⁵⁷ <http://www.fao.org/locusts/response-overview-dashboard/en/>

⁵⁸ <https://data2.unhcr.org/en/situations/syria>

many stakeholders now consider debt financing to no longer be an appropriate tool for addressing the needs of Lebanon.

Recommendations

One suggestion raised by stakeholders on ensuring the GCFF remains relevant to the needs of Benefitting Countries that have an increasingly heavy debt burden is to explore the option for the GCFF to provide grant funding.

The Operations Manual provides provision for this (Article 22): *“In exceptional cases (at the request of a Benefitting Country, and with the consensus of the Supporting Countries that the exception is justified), the GCFF may instead provide direct funding to Grant Operations.”*

However, historically no Benefitting Country has made a request for direct funding to a grant operation, and it is unclear what conditions would constitute an “exceptional case”. As such, it is recommended that this option is explored, and further clarity is provided on what the appropriate conditions would be for the provision of a grant operation and whether the Steering Committee would be open and willing to approve such requests.

Relevance of the concessional formula to meeting Benefitting Countries’ needs

The concessional finance model has been a success in terms of developing a new, innovative funding tool to the international community that was previously not available to provide support for middle income countries. As such, it has allowed the rapid allocation of concessional funds to MICs that are supporting refugees and forced migrants that would previously not have been possible.

The GCFF was able to quickly raise and mobilize funds from donors and was seen to have provided a significant role in stabilizing partially Jordan and Lebanon. Supporting Countries have also considered the concessional finance model as helpful in incentivizing Benefitting Countries to include pro-refugee elements in project design, and to leverage additional funding from ISAs. By allowing MICs to take on loans at concessional rates, it has also been considered appropriate to the financial context of Benefitting Countries.

On the other hand, the concessional formula has been a barrier to greater participation in the GCFF by ISAs other than the World Bank. The GCFF is currently reviewing the concessional formula. Its relevance for Benefitting Countries moving forward is under question as a result of the following factors:

- **Low IBRD rates:** With IBRD rates currently low and the GCFF rates constrained downwards by the IDA floor, the level of concessionalism available through the program has been squeezed, thus reducing the GCFF’s offer to MICs. This lessens the Facility’s ability to incentivize a significant focus of refugees in projects through the concessional formula.
- **Debt levels of some Benefitting Countries:** There are concerns as to the debt sustainability in Lebanon, and to a less extent Jordan. As such there are questions over the desirability of Lebanon taking on additional debt.

As a result of these factors, the possibility of incorporating grant funding to the program to a greater extent has been raised by a range of stakeholders.

Recommendations

The appropriateness of the concessional financing model is currently being reviewed independently of the evaluation internally by the GCFF and thus recommendations are not provided by the evaluation.

Addressing the needs of refugees and host communities

Key findings and lessons learned

Efforts have been made to ensure project design features a refugee focus, while also providing support to host communities. However, the extent to which this is included varies considerably across projects and stakeholders expressed a desire for a focus on the needs of refugees to be included in a more developed way during the project design phase. A need for enhancing program monitoring to better understand impacts on refugees has also been highlighted.

Benefitting Countries highlighted that in the case of projects with less direct links to refugees, the GCFF funding helped to maintain the political will to provide or maintain pro-refugee policies and so contributed to maintaining refugee protection space, as well as providing fiscal support to continue the provision of key services that benefit both refugees and host communities.

Many of the projects, especially in Colombia and Ecuador, remain at early stages of implementation. In addition, many projects have objectives that are medium to long term and are yet to be realized. Finally, several projects have experienced delays in implementation delaying the extent to which results are evident.

However, significant concerns have been raised as to the limited impact of projects in Lebanon due to implementation delays there.

Several stakeholders highlighted concerns with the allocation of funds to Ministries of Finance as opposed to Ministries more directly involved with refugees. In some cases, there was a lack of awareness of these funds being approved beyond the Ministries of Finance.

The Case Study project Improving Quality of Healthcare Services and Efficiency in Colombia identified the important role that interaction with migrant associations has enabled authorities to receive feedback on the process of affiliation that have helped them identify barriers. This interaction could be applied in other projects to ensure that the voice of refugees in migrants is utilized to help remove project barriers.

Recommendations

Many of the recommendations included in other sections such as those associated with enhanced coordination and developing a more robust results framework may indirectly result in an improvement in the extent to which the GCFF addresses the needs of refugees. For instance, greater coordination with other humanitarian-development actors could increase the focus on refugees in project design, while the results framework could help ensure that this focus is maintained throughout project implementation. The following specific recommendations will supplement these in improving the extent to which refugees' needs are met:

Utilizing UNHCR in project design

As described in more detail in recommendations associated with improved coordination, a more formalized role for the UNHCR in the project design stage could ensure that the focus on refugees is included in each GCFF process. As part of this, the UNHCR should provide a refugee needs assessment that could be

included alongside the funding request which would analyze the extent to which and means through which the project addressed the needs of refugees. UNHCR could also provide expertise in gender mainstreaming to ensure that this is incorporated in project design. This assistance should be provided in an advisory capacity to ensure Benefitting Country ownership is maintained.

Mapping of projects to the GCFF Theory of Change

As described earlier in this section, the evaluation recommends further development of the Theory of Change that was created as part of this evaluation through engaging with GCFF stakeholders. This will provide the Facility with a tool that can be used to ensure that all projects across the portfolio are consistent with the Facility's objective and project level outcomes contribute to the Facility-level outcomes. Mapping sessions, where projects are mapped against GCFF outcomes can ensure that there is a clear link between how the project contributes to Facility-level outcomes.

Allocation of funds within Benefitting Country Governments

Several stakeholders highlighted concerns with the allocation of funds to Ministries of Finance as opposed to Ministries more directly involved with refugees. In some cases, there was a lack of awareness of these funds being approved beyond the Ministries of Finance. This highlights the need to involve stakeholders at the right level of Government from the Benefitting Country within GCFF processes; Benefitting Country representatives in the Steering Committee should ensure counterparts from relevant ministries attend Steering Committee meetings.

In addition, this highlights the importance of coordination at the national level to ensure that all relevant stakeholders are included in the discussions around the design and implementation of projects funded through the GCFF, as noted in the recommendations below under "Coordination".

Country selection

Key findings and lessons learned

The country selection process is largely considered to be effective, and the current Benefitting Countries were considered those most appropriate for the GCFF. The process is Benefitting Country-driven, with aspiring members approaching the GCFF, but combines Supporting Countries' considerations through their sponsorship of Benefitting Countries and approval of membership. Sponsorship by a Supporting Country is seen as a necessary function of the process to ensure that finance is mobilized, and countries are not approved without the prospect of significant contributions in their windows. However, the GCFF may be able to more effectively draw on the expertise of both the Steering Committee members and Observers to more quickly identify crisis hotspots and engage with potential Benefitting Countries earlier, to allow their needs to be met more rapidly.

Several stakeholders raised the point that the GCFF does not currently have the option for Benefitting Countries to be deselected from the program, or their membership temporarily paused, if the conditions in the country no longer reflected those outlined in the Operations Manual in terms of their commitment to pro-refugee policies (see Article 9b⁵⁹). This creates the risk that Benefitting Countries continue to receive

⁵⁹Article 9b: The country is committed to principles that contribute to long-term solutions Benefitting both refugees and host communities. First, the country should have an adequate framework for the protection of refugees, based on adherence to the 1951 Refugee Convention or its 1967 Protocol, or the adoption of national policies and practices consistent with the principles within these instruments (as well as considering its adherence to any relevant regional instruments). Second, the country should demonstrate its commitment to progressive policy or legal reforms with regard to refugees, including, for example, on freedom of movement, identification documents and residency permits, access to the formal labor market and labor rights, access to education, social services and basic infrastructure

or be eligible for funding even when they no longer have a need that aligns with the objectives of the Fund. Many Supporting Countries have expressed reservations about approving further projects in Lebanon while the disbursement rate of existing projects remains so low and there remain concerns over Lebanon's ongoing commitment to pro-refugee policies.

Recommendation

Better use of UNHCR's data and expertise in ensuring the refugee protection space

The data and knowledge the UNHCR has available on assessing the refugee and protection context in countries and regions around the globe is insufficiently used by the GCFF to inform country selection decisions. Several steps should be taken to amend this:

- Formalizing and making public the process in which the UNHCR assess the refugee and protection context in a country during the country selection process should help ensure Article 9b of the Operations Manual is met across Benefitting Countries or provide the necessary guidance as to meet the provision laid out there.
- The UNHCR should also provide regular updates to the GCFF Steering Committee on the protection environment in specific countries or regions. This could help ensure a continued commitment to the provisions stated in article 9b of the Operations Manual (and could also help inform project pipelines). It is important that such updates are a set item of the agenda, rather than being provided at an ad-hoc basis, as has been the case in the past.

Explore the options for pausing Benefitting Countries' membership in the GCFF

While Supporting Countries expressed an interest in assessing the options to pause the membership of a Benefitting Country in the case that its policy framework was no longer consistent with the scope of the GCFF, they also acknowledged the risks of such action. As such, it is recommended that the Steering Committee explore the option to introduce such a mechanism in order to develop a coordinated approach and ensure that the costs of pausing a Benefitting Country's membership to the GCFF do not outweigh the benefits.

More proactively identify refugee crisis hotspots and potential Benefitting Countries

The GCFF should actively seek to identify potential Benefitting Countries earlier in a refugee crisis. Drawing on the UNHCR's expertise here would be a way to do this, for example by expanding the scope of their role to include the opportunity to either present on such crises (if/when they emerge) at the Steering Committee meetings, and/or to support relationship building between potential future Benefitting Countries and Supporting Countries to facilitate a potential sponsorship. Thus, the time span between the start of a refugee crises and the affected MIC receiving funding through the GCFF could be shortened.

Fundraising and mobilization

Key findings and lessons learned

The ability of the GCFF to quickly mobilize funding has been highlighted as a key strength of the program. Fundraising was particularly successful in the first two years of the program and has subsequently slowed. Fundraising has been more successful in responding to the Syrian refugee crisis than it has in response to the Venezuela migrant crisis, which is largely seen as a result of the predominance of European countries as GCFF funders who have strategic objectives more tightly tied to the Syrian refugee crisis.

Fundraising efforts will likely face additional challenges as a result of additional competition for donor funding in order to support countries combatting COVID-19 and due to increased constraints on donor country budgets. It will be necessary to overcome these challenges in order for the GCFF to achieve the commitment made to mobilize more than USD 1 billion over five years for Lebanon and Jordan and another USD 500 million for the Global Window.

An informal process has also emerged where Supporting Countries time their financial contributions to the GCFF when a project of interest is ready for approval. The GCFF structure of multiple funding windows was seen as a contributing factor in the lack of progress towards the target of USD 500m of contributions raised in the Global Window. In comparison with the GCFF, other FIFs often operate closer to a 'bucket of funds' to which all donors contribute that provides more fungible funding even in the case of multiple funding windows. FIFs try to have minimal fragmentation and earmarking of funding; however, for political reasons, the creation of windows was a requirement in the GCFF due to some countries' restrictions on lending to Lebanon.

Recommendations

Stakeholders highlighted that challenges around fundraising cannot be isolated from the other issues such as coordination, project design and refugee level outcomes. As such, the implementation of recommendations related to these themes will have indirect impacts on fundraising outcomes. The following recommendations provide additional suggestions on ways that fundraising should be supported:

- **Better access to information on the GCFF and its results:** Supporting Countries stated that there was a lack of information on projects, their implementation and, particularly, their successes which could be used as advocacy pieces and in communication internally within Supporting Country governments to generate more support. Much of this information should be made available on the GCFF website. In comparison to other international fund websites, stakeholders highlighted that the GCFF website was less transparent and more difficult to navigate to find relevant information and kept less up to date. Again, updating and making more information available in a transparent way through the website was seen as a contributing step in helping to advocate for more funding.
- **Explore the option of moving to one Global Window:** The possibility of moving towards one Global Window (potentially while keeping the Lebanon window to account for the aforementioned political challenges) would help ensure that funding is available for projects where the need is highest. However, this decision would have to be considered stakeholder priorities to ensure that it did not discourage additional funding. Another potential alternative to the current system would be to have windows dedicated to the specific refugee crisis as opposed to being country-specific.

Joint advocacy with the UNHCR

The Internal UNHCR stock take on engagement with the GCFF (November 2020) proposed collaboration between the GCFF and UNHCR to strategize on advocacy to key donors which are also key donors to the UNHCR. The aim of joint advocacy with donors would be to ensure GCFF investments are understood as complementary investments to humanitarian investments by these donors and as such, critical for efforts to gradually include refugees in service delivery systems of host Governments, and/or economically. The value added might be an increased donor awareness of the GCFF as an instrument to bridge the humanitarian-development nexus, and a concrete contribution to facilitate international responsibility sharing in line with the Global Compact on Refugees.

The evaluation team understands that the Coordination Unit engages with potential donor countries on a continuous basis. Joint advocacy activities alongside the UNHCR with prospective Supporting Countries should be undertaken to help to bring new Supporting Countries into the GCFF and help ensure the sustainability of the Facility. Having a wide range of Supporting Countries with different strategic objectives will ensure that the Facility is robust and able to respond to crisis around the world.

Funding application process

Key findings and lessons learned

Overall, while Supporting Countries expressed satisfaction that the GCFF's project portfolio was aligned with the GCFF's aims, some concerns with the funding application process were highlighted.

First, the sharing of Benefitting Country pipelines at an early stage is highly valued by Supporting Countries and provides the opportunity for the Supporting Countries to plan funding strategically and means interested Supporting Countries could engage in the design process. However, the sharing of project pipelines was described as inconsistent and unstructured.

Second, there was conflicting evidence from stakeholders from the Steering Committee and the Coordination Unit as to whether the Steering Committee received Funding Requests and relevant documents two weeks in advance. Even where two weeks were provided, this was deemed insufficient in some cases and reduced the Steering Committee's scrutiny of projects.

Third, some stakeholders felt there were gaps in project documentation, for example a lack of detail on the project context, key project indicators, planned monitoring arrangements and the funding priorities of Benefitting Countries.

Greater collaboration with observers such as the UN in the pipeline phase could help to ensure Funding Requests contain sufficient information and have clear objectives aligned with GCFF objectives. Other groups offering support include the Coordination Unit, Supporting Countries, and external partners.

Recommendations

Increased vision of the project pipeline

Providing more time at Steering Committee meetings for Benefitting Countries to formally present the project pipeline and more sharing of documents with the Steering Committee at the early stages of the project design process will provide more transparency on upcoming projects.

Presentations of the project pipeline to the Steering Committee by Benefitting Countries were observed to differ significantly in format by Benefitting Country. While a subsequent Q&A session allows the Steering Committee to obtain further details on the pipeline, greater guidance on what information is required by the Steering Committee should be provided to ensure that pipeline presentations maximize their effectiveness in informing the Steering Committee on upcoming projects.

The Steering Committee review window

The two-week timeline allocated for the Steering Committee to scrutinize Funding Requests should be strictly adhered to. The suitability of this window and the extent to which it could be extended should be discussed by stakeholders; however, earlier sight of projects and greater inclusion in the design phase should mean that by the two-week window Supporting Countries feel more better informed and able to make effective funding decisions.

Revision to the Funding Request Form

It is recommended to undertake consultations with Supporting Countries to clearly define what additional information requirements are their priority and how this additional information should be presented.

ISA involvement in the program

Key findings and lessons learnt

A key strength of the GCFF structure has been its ability to leverage MDB financing on concessional terms. This is considered a key appeal of the program for Supporting Countries.

In addition, the GCFF structure utilizes ISA procedures and practices and as such the costs of handling the loans are greatly reduced. This is seen as a key strength of the program and ensures that Fund is managed cost effectively.

At a project level, ISAs provide technical assistance in certain aspects, such as M&E, implementation is largely the responsibility of recipient agencies. However, the role of ISA differs by project type as well as by ISA and individual project.

The majority of GCFF projects are implemented by the World Bank. As the GCFF has developed, there has been decreased involvement from the IsDB, ERBD and EIB. As such, the GCFF's open architecture has not been utilized to the extent envisaged at the inception of the program. The concessionality formula was highlighted as a key reason for this, and the evaluation team understands the formula is currently under review. Other reasons for a potential lack of involvement of other ISAs include their greater interest in other similar Facilities, such as the Refugee Crisis Response, and ERI, and the preference for DPL as a financial tool among Benefitting Countries which is only available through the World Bank.

The open structure of the Facility is considered to be a key part of the GCFF's identity. While the stakeholders consulted did not feel that the lack of involvement from a range of ISAs harmed the GCFF's credibility, there was a desire for greater involvement of other ISAs which would leverage their existing regional expertise.

Coordination

Key findings and lessons learned

The GCFF is considered to provide a new and unique platform to a wide range of stakeholders to engage and discuss priorities in addition to knowledge and expertise sharing. In particular, bringing together stakeholders across the development-humanitarian nexus at the Steering Committee is seen as a key strength.

However, many stakeholders felt that this important function could be further optimized to provide benefits both to the program and to wider actions in the humanitarian and development space. Greater inclusion of UN agencies was one area that was specifically highlighted as of potential added value to the program. Outside of the Steering Committee meetings, GCFF-related collaboration tends to be bilateral. One exception to this is the GCFF Lebanon Group, which coordinates GCFF stakeholders based in Lebanon around the GCFF supported projects and provides a platform to discuss medium term developmental issues affecting displaced people and host communities.

As such, further opportunities for high level coordination should be explored. These could potentially serve a dual purpose of also providing greater levels of information on project implementation which has been Supporting Countries have a strong desire for.

Recommendations

Increase engagement with the UNDP

The current scope of the UNDP's role as Observer on the Steering Committee does not fully utilize the UNDP in the GCFF's day-to-day activities. Inputs from the UNDP are requested on an ad-hoc basis and it is unclear to the extent to which they are used to influence on decisions. Formal engagement with the UNDP in donor coordination groups (such as recommended below) should be introduced to improve the communication between the parties and ensure that the UNDP's agency is optimized.

Improve stakeholder coordination and collaboration at the national level

The donor coordination group that had been established in Lebanon should be replicated elsewhere in a country-context appropriate way in the GCFF's other Benefitting Countries could generate similar benefits there. Namely, this could be used as a tool to increase pipeline visibility for stakeholders. A regular convening of the various GCFF actors at the national level should be used to discuss current developments on existing as well as prospective projects, as well as regarding wider contextual issues. Such information sharing could lead to ensure greater alignment between the different stakeholder's actions, as well as help take advantage of ensuing synergies.

Promotion of pro-refugee/migrant policies in Benefitting Countries

Key findings and lessons learned

Having the GCFF ISAs advocate on behalf of refugees in the context of the GCFF was seen as being effective in promoting engaging Benefitting Countries in key issues related to refugees. Benefitting Countries were found to have introduced a number of pro-refugee policies and incorporated pro-refugee elements in project design as a result of the GCFF, for instance in facilitating refugees' access to work permits in Jordan.

One barrier to influence is a lack of awareness of the GCFF amongst the recipient governments' different ministries, arising from lack of direct engagement of all relevant ministries in the GCFF and personnel changes. This lack of awareness leads to stakeholders not being aware of GCFF projects at all, or not fully understanding what the implications thereof would be on other work. This suggests that greater levels of outreach and communication are required from the GCFF to Benefitting Country Government Ministries to ensure that there are greater levels of awareness in these Ministries.

Stakeholders highlighted that as there were often limited opportunities for policy change by Benefitting Country Governments and as such it was important to look for specific openings, for instance in sectors where there is opportunity to promote policy. This can be looked at alongside other existing initiatives such as the Global Compact on Refugees and Global Refugee Forum, where Governments may have already made pledges related to the inclusion of refugees in certain sectors, providing examples of where there may be willingness to include pro-refugee policy in Benefitting Countries.

Recommendations

The GCFF should engage more heavily with relevant Benefitting Country Government Ministries to ensure that there are greater levels of awareness of GCFF projects in these Ministries. Benefitting Country

representatives on the Steering Committee should ensure relevant counterparts attend Steering Committee meetings where their relevant project is discussed, and national level coordination groups (as recommended above under “Improve stakeholder coordination and collaboration at the national level”) should also be responsible for ensuring all relevant ministries are engaged. Influence on ISA practices

Key findings and lessons learned

There is limited evidence on the extent to which the GCFF has directly influenced ISA policies and operations. The inclusion of the IsDB into the GCFF was contingent on incorporation social and environmental safeguards into project design. While this stipulation only applies for projects put forward for GCFF funding, it is considered a first step in building institutional knowledge and wider-reaching changes in the organization’s project design approach.

In addition, the project has given opportunity to ISAs to have greater involvement in the development-humanitarian space, providing opportunities for skill and expertise development in this area. However, more generally, some stakeholders felt that influence on ISA practices from the GCFF was limited.

Recommendations

The GCFF’s objectives regarding the influences on ISA practices are unclear and are not formally defined in the Operations Manual or current Results Framework. The GCFF firstly requires a better understanding of the existing refugee related policies and structures of other development banks and secondly more clearly articulated objectives and strategy in terms of influence on ISA practices, which can be included in the GCFF’s Theory of Change and Results Framework.

Global Policy Outreach

Key findings and lessons learned

The GCFF has attended global fora on refugees, and its advocacy is also leading to the establishment of a new World Bank Global Public Good Fund.

Some stakeholders feel GCFF’s influence on global policy discussions could be strengthened by engaging and aligning its work more closely to pre-existing initiatives such as the Paris Accord or the Global Compact on Refugees. The Compact’s aims are similar to those outlined in the GCFF, including focusing on both refugee and host communities, creating great potential for synergies, especially as most of the GCFF’s Supporting Countries endorsed the Global Compact. They suggested that using Supporting Countries’ commitments to such initiatives could be a useful leverage for securing additional funding commitments. Closer alignment with regional initiatives, namely the 3RP in Jordan and Lebanon was also highlighted as something the GCFF could increase to strengthen its efficiency and effectiveness.

Recommendations

Formalize the outreach strategy and approach

As noted in the Results Framework recommendations, the evaluation found that the understanding of the GCFF’s policy outreach role both at a national and international level differed considerably by stakeholders. As such an appropriate first step is to define the GCFF’s objectives and approach in terms of policy outreach both nationally and internationally. A clear articulation of the GCFF’s global outreach objectives and approach will help monitor outcomes in this field.

Following this the GCFF could implement a knowledge dissemination and engagement strategy to formalize their role in global discussions around refugee protection.

Greater alignment with pre-existing global and region refugee initiatives

Some stakeholders feel GCFF's influence on global policy discussions could be strengthened by engaging and aligning its work more closely to pre-existing initiatives such as the Paris Accord or the Global Compact on Refugees. The Compact's aims are similar to those outlined in the GCFF, including focusing on both refugee and host communities, creating great potential for synergies, especially as most of the GCFF's Supporting Countries endorsed the Global Compact. They suggested that using Supporting Countries' commitments to such initiatives could be a useful leverage for securing additional funding commitments. Closer alignment with regional initiatives, namely the 3RP in Jordan and Lebanon was also highlighted as something the GCFF could increase to strengthen its efficiency and effectiveness.

Governance and management

Key findings and lessons learned

The absence of a developed risk and mitigation strategy at the Facility level was highlighted as a key element missing from the governance of the GCFF. Relevant risks identified by stakeholders include: the ongoing relevance of the concessionality formula, the competing demands for funding in Supporting Countries, especially during the COVID-19 pandemic, and the political and economic context in some Benefitting Countries.

The evaluation's findings by governance and management group are briefly summarized below.

Steering Committee

The Steering Committee was considered to be an effective governing body by stakeholders interviewed. It was deemed conducive to partnership working and efficient decision-making (in terms of the chairs, the equal weighting of Steering Committee members, the size of the Steering Committee, and the efficient approach of the meetings). Potential barriers to efficiency were identified in the lack of regional Steering Committees, a larger concentration of expertise relating to the Middle East rather than Latin America, and the lack of a separate, formal space for Supporting Countries to critique projects. Supporting Countries benefitted from informal meetings which helped them reach consensus.

Coordination Unit

Stakeholders were generally positive about the efficiency and effectiveness of the Coordination Unit, although potential capacity issues were identified, particularly given stakeholders' expectations for the Coordination Unit to be more involved in project design and monitoring. It should be noted that implementation of many of the recommendations included in this report will require additional resources to the CU.

Trustee

Evidence relating to the efficiency and effectiveness of the Trustee indicated that disbursement was effective, and the Trustee was supporting stakeholders with timely provision of information and processing of transfers. The Trustee faced challenging time pressures when Supporting Countries attempted to make funding contributions at short notice in order to ensure their funding was reaching newly approved projects.

Recommendations

Risk Matrix

The GCFF should develop a Facility level risk matrix to assess risks at the Facility level and put in place suitable mitigation strategies. This is particularly relevant as the GCFF operates in a particularly competitive donor environment.

Supporting Country Meetings

Supporting Countries reported that informal donor meetings had been set-up to take place ahead of the Steering Committee meetings. These were felt to help facilitate donor coordination and harmonization which was seen to contribute to more open and frank discussion during the Steering Committee meetings. One suggestion to the Steering Committee was for Supporting Countries to create regional Supporting Country groups. Consultation between Supporting Countries is recommended to develop the most effective structure for these Supporting Country meetings.

Summary of recommendations

The recommendations are summarized in the table below, alongside their level of; priority, resource requirement and risk.

Table 11 Summary of recommendations

| Recommendation | Level of priority | Level of resource requirement | Level of risk |
|---|-------------------|-------------------------------|---|
| Monitoring and reporting | | | |
| <ul style="list-style-type: none"> Define the GCFF's objectives related to coordination. Include these objectives in the Theory of Change to clearly articulate the causal pathway through which they are realized. Develop a measurement approach to assess the progress made towards coordination objectives. | High | Low | Low |
| <ul style="list-style-type: none"> Include the first two suggested indicators in the Operations Manual (below) as mandatory across all GCFF funded projects. <ul style="list-style-type: none"> <i>Direct project refugee beneficiaries (number), of which female (percentage)</i> <i>Direct project host community population beneficiaries (number), of which female (percentage)</i> Specific guidance on measuring these indicators should be provided by the CU to ensure consistency in measurement across projects. Monitoring and reporting should remain the responsibility of the ISA, however the CU should assume responsibility for aggregating results across projects. | High | Low/medium | Medium – risk that this is seen to interfere on the independence of Benefitting Countries' and ISAs' monitoring and reporting responsibilities. |

| | | | |
|---|--------|--|--|
| <ul style="list-style-type: none"> Develop a more detailed outcome-based framework supported by a Theory of Change. This would enable the aggregation of a wider range of indicators across projects. The suggested indicators included in the Operations Manual (pg.32) should be a starting point for the indicators included in this framework which would be revised and further developed alongside a Theory of Change to ensure that the indicators selected best correspond to the scope of the GCFF. Specific indicators could be included as mandatory for projects in the corresponding sector, for instance projects related to 'improved economic opportunities for host and refugee populations' through the provision of work permits would mandatorily include the indicator; '<i>Work permits issued to refugees (number), of which female (percentage)</i>', thus allowing for aggregation across similar projects. This would ensure that projects in the same sector consistently applied indicators. Responsibility for monitoring and reporting would remain with the ISA; however, the CU would assume responsibility for aggregating results across projects. | High | Medium/high The exact resource requirement will depend on the comprehensiveness of the Results Framework. | High – risk of this being seen to interfere on the independence of Benefitting Countries and ISAs in the project design phase. |
| <ul style="list-style-type: none"> Develop a monitoring data dashboard to provide an easy to access means of accessing the project monitoring information that is reported by ISAs. | Medium | Medium | Low |
| <ul style="list-style-type: none"> Explore the options for conducting more qualitative monitoring activities to support quantitative monitoring. | Medium | Medium | Medium - risk that this is seen to interfere on the independence of Benefitting Countries' and |

| | | | |
|--|--------|--------|--|
| | | | ISAs' monitoring and reporting responsibilities. |
| <ul style="list-style-type: none"> Provide more regular project progress updates from Benefitting Countries and ISAs at Steering Committee meetings. | High | Low | Low |
| Addressing the needs of refugees and Benefitting Countries | | | |
| <ul style="list-style-type: none"> Utilize UNHCR in project design. A requirement to consult with the UNHCR in the project design stage should ensure that the focus on refugees is included in each GCFF project. This would support the Coordination Unit in ensuring that all projects support the GCFF Scope as outlined in Article 7 of the Operations Manual. This would draw on the UNHCR's experience from the IDA 18 Refugee-Sub-Window and IDA 19 Window for Host Communities and Refugees. | High | Medium | Medium - risk that this process lengthens the project design phase and reduces the level of Benefitting Country and ISA ownership of projects. |
| <ul style="list-style-type: none"> Explore options for better utilizing UNHCR throughout the project cycle for instance through better use of UNHCR's data and expertise in ensuring the refugee protection space. | High | Medium | Medium- risk that this is seen as interfering with the Benefitting Country ownership of projects. |
| <ul style="list-style-type: none"> Explore the option for the GCFF to provide grant funding as outlined in Article 22 of the Operations Manual. | High | Low | More evidence is required to assess the level of risk associated to this recommendation |
| Country Selection | | | |
| <ul style="list-style-type: none"> Introduce on-going commitments of Benefitting Countries' maintenance of an adequate refugee protection framework (as in | Medium | Medium | Medium – risk that this slows down project approval |

the case in the IDA Refugee Sub-window) will help ensure that Article 9b⁶⁰ of the Operations Manual is maintained over time.

- | | | | |
|---|--------|-----|---|
| ▪ Explore options around pausing a Benefitting Country's membership to the GCFF in the case that they are no longer complaint with the scope of the Facility. | Medium | Low | High - would be highly politically sensitive. |
|---|--------|-----|---|

Fundraising and Mobilization

- | | | | |
|--|--------|-----|--|
| ▪ Make more information on funded projects available on the GCFF website, particularly examples of project successes and other resources that can be used for advocacy. | Medium | Low | Low |
| ▪ Explore the possibilities to conduct joint advocacy activities with the UNHCR. | Medium | Low | More evidence is required to assess the level of risk associated to this recommendation. |
| ▪ Explore the options around moving towards one Global Window. Consultations are necessary to explore the benefits and costs associated with moving towards one Global Window. | Medium | Low | High – risk that this could discourage future funding. |

Funding Application Process

- | | | | |
|--|------|-----|---|
| ▪ Provide earlier sight of the project pipeline to give an opportunity to provide early feedback on the project design and other key factors, such as whether impact on refugees is prioritized at the design stage. | High | Low | Medium - risk that this leads to Supporting Countries targeting their contributions at specific projects. Earlier involvement of Supporting Countries could also undermine the level of |
| ▪ Providing more time at Steering Committee meetings for Benefitting Countries to formally present the project pipeline, and increased sharing of documents with the Steering Committee at | | | |

⁶⁰ Article 9b outlines the commitment to pre-refugee policies required by Benefitting Countries

the early stages of the project design process based on clearer guidance on information required, will provide more transparency on upcoming projects.

Benefitting Country ownership of projects.

- Consult with Supporting Countries to clearly define additional information requirements for the Funding Request Form.

Coordination

- | | | | |
|---|------|--------|---|
| ▪ Improve stakeholder coordination and collaboration at the national level - regular convening of the various GCFF actors at the national level should be used to discuss current developments on existing as well as prospective projects, as well as regarding wider contextual issues. ⁶¹ | High | Medium | Medium - risk of duplicating existing groups in the humanitarian/development space. |
|---|------|--------|---|

Global Policy Outreach

- | | | | |
|--|-----|-----|-----|
| ▪ Define the GCFF's objectives and approach in terms of policy outreach both nationally and internationally. | Low | Low | Low |
| ▪ Develop a knowledge dissemination or engagement strategy to formalize the GCFF's role in global policy discussion on refugee protection. | | | |

Governance and Management

- | | | | |
|---|------|------------|-----|
| ▪ Develop a Facility level risk matrix to assess risks to the facility and put in place suitable mitigation strategies. | High | Low/medium | Low |
| ▪ Consult with Supporting Countries to develop an effective structure for Supporting Country meetings. | Low | Low | Low |

⁶¹ An example of this is the Beirut Coordination Group.

Appendix 1: Case Study Report - Economic Opportunities for Jordanians and Syrian Refugees

Introduction

The Economic Opportunities for Jordanians and Syrian Refugees P4R project is the focus of this Case Study. The table below provides an overview of the key project characteristics.

Table 12 Overview of Economic Opportunities for Jordanians and Syrian Refugees

| Country | ISA | Total Program Cost (USD) | GCFF Contribution (USD) | GCFF Contribution | Date approved | Sector |
|-----------------------------|------------|--------------------------|-------------------------|-------------------|---------------|---------------------------|
| Hashemite Kingdom of Jordan | World Bank | 400m | 51m | Medium | 09/27/2016 | Trade and competitiveness |

Source: World Bank, 2021

Case Study methodology

Relevant strands for observing impact

Desk research identified key interventions that were at a stage of implementation where the likelihood of observing impact was greatest. These interventions were explored in scoping calls to assess the strength of the direct link to refugees and host communities to assess the feasibility of engaging directly with these beneficiary groups. As a result of this, the following strands of the project were judged to have the greatest potential for observable impact on refugees and host communities:

- Work permits – this intervention aims to provide 200,000 work permits to Syrian refugees to allow them to formally enter to labor market, thus providing economic opportunities to Syrian refugees.
- Home based businesses – this intervention aims to identify and implement simplification measures as well as awareness campaigns across the country to enable an increasing number of home-based businesses to be formally created or existing ones to formalize. It is hoped that home-based businesses will offer opportunities for Jordanians and Syrian refugees alike, and particularly for women.

Stakeholder interviews

Five interviews were carried out with stakeholders to inform this Case Study, based on a sample provided by the core evaluation team. In the design of the project, the Jordanian Government worked with the World Bank, ILO and UNHCR who all sit on the project's Advisory Committee; stakeholders from all three organizations were interviewed, as was a stakeholder from another humanitarian organization supporting refugees in Jordan. The Case Study was also informed by one relevant stakeholder interview which took place in the first wave of research and informed the Interim Report.

All interviews were semi-structured, following a topic guide developed by the core evaluation team and conducted by a researcher from Ipsos Jordan. Interviews were conducted in Arabic (except in cases where the interviewees native language was English) and done remotely. Transcripts were translated into English and analyzed by the core evaluation team.

Focus group discussions

Five focus groups took place with project beneficiaries. The table below presents the beneficiary groups who participated; the selection reflects that the work permits, and home-based businesses are the two project strands where impacts are likely to be observed at this stage. Work permit beneficiaries include both male and female refugees in urban areas and in refugee camps, as gender-segregated groups were required for this audience, and the experiences of refugees within and outside of camps were likely to be different (a total of four groups). Home-based businesses involve women from the Jordanian host community and so provided an opportunity for the evaluation to focus on impacts on women in host communities; one further focus group took place for this group.

All the focus groups were semi-structured, following a topic guide developed by the core evaluation team (see Annex 11-12) and conducted by a researcher from Ipsos Jordan. Due to the vulnerable and hard to reach nature of the refugee focus group participants and UNHCR's role in coordinating activities with refugees in Jordan, UNHCR supported Ipsos Jordan by providing a sample of refugees and attending the focus groups so they could answer any questions raised by participants in relation to their rights and project processes. The focus groups were conducted in Arabic and done remotely; participants were provided with a mobile phone data top up to cover the cost of the call and provide free additional data. Transcripts were translated into English and analyzed by the core evaluation team. The table below summarizes the sample for each focus group type.

Table 13 Approach to FGDs for Economic Opportunities for Jordanian and Syrian Refugees case study

| Group | Sample framework |
|--|---|
| Refugees in camps that have received work permits (1x female, 1x male) | Syrian refugees in Zaarari camp, older than 18 that have received a work permit as part of the project. |
| Refugees in urban areas that have received work permits (1x female, 1x male) | Syrian refugees in Amman, older than 18 that have received a work permit as part of the project. |
| Host communities involved in home-based businesses (1 x female) | Jordanian women, older than 18, that have started a home-based business |

Source: Ipsos MORI

Document review

Documents reviewed for this Case Study are:

- Jordan PforR Project Appraisal Document, the World Bank, 2016
- Jordan PforR Information Document Concept Stage, the World Bank, 2016

- Work permits and employment of Syrian refugees in Jordan: Towards formalizing the work of Syrian refugees, International Labour Organization, 2017
- Refugees and decent work: Lessons learned from recent refugee jobs compacts. Jennifer Gordon, International Labour Organization, 2019
- A decade in search of work: A review of policy commitments to Syrian refugees' livelihoods in Jordan and Lebanon, International Rescue Committee, 2020
- Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update, December 2020
- Economic Opportunities for Jordanian and Syrian Refugees GCFF Progress Report for Underlying Operation Template, November 2021

Project Background

Relevant country context

Jordan faces a range of economic issues, many of which arise from insecurity in neighboring Iraq and Syria, which have affected key economic sectors in Jordan. Jordan suffers from high unemployment and low growth, which have been further compounded by the impact of the COVID-19 pandemic.

There has been an influx of Syrian refugees to Jordan due to the conflict, with 660,262 Syrian refugees in Jordan as of September 2020.⁶² Most Syrians in Jordan are either highly or extremely vulnerable, with the majority of Syrian refugee households (78%) living below the poverty line, and the median income from employment for these households below the level to cover basic essential needs, leading to debt and high reliance on humanitarian assistance.⁶³ Unemployment is also high (over 40% of Syrian refugees), putting Syrian refugees at risk of debt, taking exploitative, high risk or illegal temporary jobs and reducing essential non-food expenditure.⁶⁴ Unemployment for Jordanians and Syrians has worsened due to the COVID-19 pandemic, with 17% of Jordanians and 35% of Syrians reportedly losing their jobs permanently.⁶⁵

Women-headed households are particularly vulnerable, as women are less able to work due to other commitments, and often have more limited social networks.⁶⁶

In response to these economic and social issues, there was a need for a holistic approach to address the impacts of the influx of Syrian refugees, supporting the Jordanian host communities and Syrian refugees.

Project background and conception

The GoJ and the international community requested World Bank Group support to address the impacts of the influx of Syrian refugees in Jordan, in line with the Jordan Compact. As part of the design stage, the World Bank carried out research involving a context study and consultations to understand the issues. One stakeholder interviewed as part of the evaluation felt that this consultation process was thorough and adequate to inform design, although they maintained that it is not possible to over-research at this stage.

⁶² *Jordan UNHCR Factsheet*, UNHCR, September 2020, Available at: <https://reliefweb.int/report/jordan/jordan-unhcr-factsheet-september-2020>

⁶³ *A decade in search of work: A review of policy commitments to Syrian refugees' livelihoods in Jordan and Lebanon*, International Rescue Committee, 2020

⁶⁴ *Ibid*

⁶⁵ *Ibid*

⁶⁶ *Ibid*

"The team that were behind this project from the World Bank, did a study of the local context, had intense consultation sessions, conducted deep research in the issues that could be amended. And like any other project, they made some mistakes. But... I think there was adequate consultation, but you can never have over-consultation, and you can never over-research these things. It is important to not be disconnected from reality, and from the local context."

The project addresses three broad themes:

1. Labor market reform to facilitate increased Syrian participation in formal work, aiming to boost their economic status;
2. Reforms to improve the investment climate; and
3. The creation of an environment that attracts and retains foreign investments, particularly in manufacturing through SEZs benefiting from preferential access to the EU. This recognizes Jordan's delivery of a global public good through providing more favorable business and trade opportunities with Europe.

Through these themes, the Project has been supporting the implementation of the economic opportunities component of the Jordan Compact, which has the objective to improve job and entrepreneurship opportunities for Jordanians and Syrian refugees. It aims to do this through legalizing Syrian workers who were previously classed as working illegally; employing Syrian refugees in sectors typically occupied by economic migrants from other countries; and in the medium term, creating jobs due to an improved investment climate, improved access to the EU, reconstruction of Syria, and cash-for-work programs. Specifically, the GoJ has removed prohibitions to work and allowed Syrian refugees to use their Ministry of Interior ID card rather than requiring a passport; prioritized Syrian refugees over economic migrants through a partial moratorium on new economic migrants entering Jordan and waiving Syrian refugees' work permit fees; and relaxing labor inspections which target Syrian refugees for two years.

A key change to the project scope was introduced in 2020, when the project was restructured to include an additional USD100m IDA financing (separate to GCFF and IBRD funding). The Disbursement Linked Indicator relating to work permits was adjusted to better and more realistically support outcomes of formalizing Syrian labor. The restructuring also extended the project scope and implementation timeline by two years to January 2023⁶⁷, with one stakeholder reporting that the project was extended because of the successes of the program. Through the Additional Financing, the work permit component has been restructured to support a new work permits regime for Syrians enabling them to switch sector and employer with the same work permit.

Of relevance for understanding the project's progress towards its intended impacts, the project comprises of 5 DLIs:

1. Number of work permits issued to Syrian refugees
2. Annual public disclosure by Better Work Jordan of report on factory-level compliance with a list of at least 29 social and environmental-related items

⁶⁷ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

3. Establishment and implementation of selected simplified and predictable regulations for the private sector, including household businesses
4. Increase in number of enterprises on the Customs Golden List
5. Number of investments benefiting from investment facilitation by Jordan Investment Commission (JIC)

The project seeks to meet the needs of women through promoting women's economic empowerment by opening household businesses.

Funding application

Support during the preparation and implementation phase

As the ISA, the World Bank was heavily involved in the design stage, and in regular contact with the Benefitting Country (GoJ) through the Ministry of Planning and International Cooperation (MOPIC) and the Ministry of Labor (MoL). It was also in touch with the ILO and UNHCR. During the program, the World Bank has been involved in monitoring implementation progress through quarterly reviews, twice yearly missions and an on the ground presence. Where issues have been identified, the World Bank has restructured the program with the GoJ, bringing in World Bank experts where needed. One stakeholder reported that the World Bank and MOPIC had a close working relationship, meaning MOPIC received regular guidance and information. However, the World Bank was reportedly less effective in supporting the operational side of the project.

The UK government's Foreign, Commonwealth and Development Office (FCDO) was cited by a stakeholder as the main Supporting Country involved in design and implementation of this project. They have reportedly supported implementation and have ongoing meetings with the GoJ, for example supporting research conducted by the GoJ's Reform Secretariat on the readiness of Jordanian factories to export products. One stakeholder commented on the effective working relationship between the World Bank, the GoJ and the FCDO at the design stage. Another stakeholder reported that the EU, USAID and GIZ were also consulted on the design.

The UNHCR has been particularly involved at the design stage. The UNHCR's involvement on this project was reportedly higher than in other GCFF projects, and involved regular discussions during the design phase, with the UNHCR's Livelihoods and Economic Inclusion Working Group also involved with implementation, with the UNHCR stating that this made the coordination process more effective and comprehensive.⁶⁸ However, the UNHCR was not involved in the bilateral discussions between the World Bank and GoJ planning the project, rather their involvement centered on supporting the World Bank through providing relevant data on refugees and informing decision making.

The ILO is also involved in all phases, working with the MoL and submitting policy papers to support understanding, for example a policy paper on issues arising with work permits, explaining why there has been a decrease in work permit uptake, and offering recommendations.

Implementation of the home-based businesses element was supported by USAID, which was already delivering a project on home-based businesses, and Blumont, an NGO focused on refugee empowerment

⁶⁸ Internal UNHCR stocktaking on engagement with the GCFF, UNHCR, November 2020

in Zaatari Refugee Camp, which has supported a small number of Syrian refugees to register home based businesses.

Project processes

Project progress

The project is in its fifth year of implementation, with the latest update rating progress as satisfactory.⁶⁹ As discussed under ‘Project background and conception’, the project has implemented labor market and investment reforms to increase Syrian refugees’ access to formal employment and improve the investment climate by attempting to create an environment attracting and retaining foreign investment through SEZs.

Activities carried out to date include:

- Promotion of new initiatives to encourage work permit uptake such as reduced fees and changing permit application rules to allow use of a Ministry of Interior card rather than a passport. Under the Additional Financing, the GoJ introduced a flexible work permit regime, and since December 2020, the right to work in all open sectors.
- Encouraging home-based businesses through awareness raising campaigns promoting the simplified and predictable regulations to encourage women in particular to create or formalize their businesses.
- Publishing labor compliance dashboards in manufacturing (Better Work Jordan) to encourage improved working conditions.
- Attracting and retaining investment through SEZs, particularly in manufacturing. Encouraging Syrian refugees to work in SEZs which can benefit under the EU rules of origin scheme and attract investment from the Syrian business diaspora and regional investors.
- Reforms aiming to improve the investment and finance context through improving the predictability of regulations, reducing red tape, offering benefits to Syrian investors and expanding access to finance for Syrian refugees.

Coordination of actors involved

One stakeholder reported that the World Bank was a “pivotal player” in bringing together key actors through the project, drawing on their influence to drive cooperation and coordination.

“I think it is very much recognized that the World Bank is a pivotal player in terms of engagement in Jordan and support to the Jordanian government... I think very much that the Bank is one of the key stakeholders in country and therefore brings a strong amount of gravitas into some of these discussions.” - Stakeholder

On the Benefitting Country side, numerous ministries are involved in implementing the project, including the Ministry of Industry and Trade and Supply, the MoL, the Ministry of Interior, the Investment Bureau, Ministry of Local Administration, and the Amman Municipality. All the implementers were also involved at the negotiation and technical discussion stage. For example, the MoL issue work permits and have set-up a Syrian Refugee Unit to support access to permits. This was reported to aid partnership working, providing a quick point of access between the MoL and the UNHCR. The Ministry of Industry and Trade and Supply

⁶⁹ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

provides approval for home-based businesses, and the Ministry of Interior provides security approvals and licensing and registration via municipalities. The Jordan Compact Project Management Unit (also known as the Reform Secretariat) are involved in monitoring the project according to the project objectives and indicators and identifying implementation areas in need of technical support.

Another stakeholder reported that the World Bank had an effective relationship with UNHCR and the ILO whereby they coordinated to address issues or delays, exchanged data and information, and stayed in regular communications.

One barrier that was raised in interviews regarding the involvement of the different ministries related to decision-making; this was reported to sometimes take a significant amount of time. For example, decisions relating to licensing and registering home-based businesses made at ministry headquarters could take up to five weeks to be implemented in the municipalities, even before delays arising from the COVID-19 pandemic. One stakeholder felt that changes to dissemination of information were needed to ensure municipalities could implement decisions quickly and reported that the World Bank and GoJ were working together to improve the process.

In regard to work permits, delays arose from a new approach taken by the MoL which slowed processing, again prior to further delays caused by the COVID-19 pandemic.

The role of Supporting Country representatives was seen to be mainly focused on the monitoring of implementation, with the UK Government's FCDO additionally being involved at the design stage and during implementation when they supported research conducted by the GoJ's Reform Secretariat on the readiness of Jordanian factories to export products. The Project Update from 2020 reported that the project has aligned Supporting Countries and other development partners to support the project objectives relating to Syrian refugees' access to formal job opportunities and the labor market more widely; this was also echoed by a stakeholder who felt that the project had kept these issues "front of mind" for donors.⁷⁰

In terms of the effectiveness of coordination, one stakeholder felt that the project oriented the whole sector around work permits, creating a longer-term common goal. However, they felt that overall coordination of the operations and activities was ineffective as it was dependent on private sector organizations 'buying in' rather than offering incentives (for example employers being willing to cover the social security payments of new employees). They reported that implementation was disconnected and disjointed, for example the different organizations running employment services were not coordinated, making it more time consuming for employers to access support.

Challenges in project processes

Minimal challenges were reported with regards to GCFF processes.

External challenges

The COVID-19 pandemic caused slight delays to implementation. Business regulations reform was paused, and as of January 2021, the licensing law of Greater Amman Municipality had not been approved by the Jordanian parliament, meaning it had not been implemented.⁷¹

The wider economic context has also made reaching work permit and employment targets challenging. One stakeholder felt that the project design did not sufficiently consider wider economic barriers leading

⁷⁰ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

⁷¹ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

to a slow rate of job creation, such as the impact of border closures with Iraq and Syria on imports and exports.

Outcomes and impacts

Project impact on refugees

Overall, the project has led to positive outcomes for Syrian refugees, particularly increased safety and security for those whose refugee status in Jordan was previously at risk due to working without a work permit. For refugees in camps, work permits increased freedom of movement. However, these two outcomes have not necessarily increased Syrian participation in formal work. There was some evidence that work permits have led to increased employment opportunities; however, there are ongoing issues with high unemployment, an inability to meet basic needs, and poor and/or exploitative working conditions. There are a range of barriers to sustainable employment outcomes for refugees including high national unemployment, sectors that are closed to foreign workers, and inappropriate job opportunities for women (discussed in more detail under “Barriers to positive work permit outcomes”). Multiple access barriers have also meant there has been limited take-up among Syrians of home-based businesses.

Impacts are further described below by the different key activities linked to the planned outcomes and impacts on refugees: formalizing the right and ability to work; home based businesses; investment and finance; and working conditions.

Formalizing the right and ability to work

Work permit indicators

First, understanding the extent to which Syrian refugees have been better able to work can be informed by the work permits issued to Syria refugees under the program. Syrian refugees were encouraged to apply for or renew work permits through measures including reducing fees and a new flexible work permit regime under the Additional Financing, which meant that Syrians can switch sector and employer using the same permit, meaning they are no longer tied to one employer, widening their employment opportunities and giving them more power over their employer. In December 2020, these incentives were widened when the GoJ granted Syrians the right to work in all open occupations.⁷²

According to the Project Update from 2020, the number of Syrians in employment rose from approximately 50,000 to 150,000, of which approximately 45,000 have a work permit (dates not provided).⁷³ The table below shows the yearly targets for work permits and the number of work permits issued. It demonstrates that the project did not meet its targets in years two to four; however, this indicator does not take into account the impact of the program on the informal sector, of which a large number of Syrians (and Jordanians) are employed. These impacts are discussed further later in this section. While the target for the number of work permits issued in 2020 was reduced to 25,000, 38,756 work permits were still issued in this year.⁷⁴

⁷² *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

⁷³ *Ibid*

⁷⁴ *Ibid*

Table 14 Indicator One: Number of Work Permits issued to Syrian refugees

| | Baseline | YR 1 2016 | YR 2 2017 | YR3 2018 | YR 4 2019 | YR5 2020 |
|--------|----------|---------------|---------------|---------------|---------------|---------------|
| Target | 5,300 | 25,000 | 55,000 | 90,000 | 130,000 | 25,000 |
| Actual | | 32,000 | 46,717 | 45,649 | 47,766 | 38,756 |

Source: *Economic Opportunities for Jordanian and Syrian Refugees GCFF Progress Report for Underlying Operation Template, November 2021*

Awareness of work permit reform

Focus groups carried out with Syrian refugees demonstrated that while some had heard about work permits from Ministry of Labor and UNHCR advertisements, another key source was word of mouth through family members and the wider community. Among many participants, there were information gaps around work permits and the new legislation designed to improve access. For example, some participants thought they still needed to use a passport to renew their permit; and there was confusion around the cost of fees for a new or renewed permit, their rights to challenge mistreatment at work with a work permit, and access to social security with the different work permits.

"How much should I pay? What do I owe them? Are they reducing the price or increasing it because of Corona? Do I need to wait 10 days... one month... no one knows anything?" - FGD on work permits participant, female, Zaatari camp

Barriers and enablers to applying for work permits

Despite these information gaps, participants who were aware of the reduced fee reported that this encouraged them to apply for work permits, as previously permits were prohibitively expensive and meant refugees either could not access jobs or worked in insecure jobs with greater risk of exploitation, in addition to the risk of imprisonment and deportation for working illegally. However, some participants reported that the significantly reduced fee was still a barrier to applying, particularly for those who could not find employment and felt that a work permit would be wasted. Similarly, being able to apply for a work permit using a Ministry of Interior card rather than a passport facilitated access as many refugees do not hold valid passports.

"Every single Dinar is valuable to a refugee household. So, if you can waive a 10 JOD or a 15 JOD fee, that can be in your budget for two weeks. I think the use of a Ministry of Interior card is much better, because in many cases refugees don't have a valid passport anymore, and they can't easily renew them, because of concerns of approaching the Syrian embassy, but also because the cost of the renewal of a passport for a refugee here is tremendous. So, both of these offered real access to the permit scheme." - Stakeholder

However, for refugees in camps, acquiring a Ministry of Interior card can be time consuming, and the overall process of applying for a permit is particularly lengthy with numerous steps involved. One stakeholder felt that the process for those in refugee camps needed reviewing in order to make it easier for them to access opportunities outside the camps. Participants in one focus group recommended that to encourage refugees to apply for work permits, refugees should be able to complete the application online.

"If you are in a camp now, you have to first leave to get a medical certificate, then you have to come back, you have to submit that medical certificate with your application for work permit, and then you have to submit your application to get a leave permit... This process is quite lengthy and we know that it brings with it a certain amount of uncertainty, because refugees are then being asked to return every two weeks to renew their leave permit... it's also making employers less keen to recruit from the camps because they worry that [refugees in camps] will no longer be able to get to the place of employment." - Stakeholder

Delays to work permits applications have also arisen for all refugees with the addition of medical checks as part of the application process for the construction work permit, as only one center in each governorate is approved to carry these checks out. Another barrier arose from employers not renewing refugees' work permits, and there are also perceived sector differences in the ease of obtaining a work permit (more difficult to obtain in construction and easier to obtain in agriculture).⁷⁵

Positive outcomes arising from work permits

Despite the various barriers to applying for work permits, there are positive impacts associated with possession of a work permit. An ILO survey from 2015 with 1,125 Syrians working in agriculture (of whom 95% held a valid work permit) found that three quarters (75%) felt that safety and security was the main benefit, with qualitative research conducted for this ILO study identifying that permits were perceived to legitimize refugees' presence in Jordan and protect against deportation.⁷⁶

This benefit relating to security was the main benefit reported by male participants in the urban focus group. One participant had been jailed twice by the Ministry of Labor and threatened with deportation in 2013-14 for working without a permit, others had signed documents committing to not working at risk of deportation, and others risked deportation by working. This increased sense of security and stability is an important factor in refugees' wellbeing and sense of being a citizen, as well as protecting them from deportation to Syria where they would have faced danger.

"We were always on the lookout for the ministry inspectors, and we were risking deportation. Thank God, I did not face such a situation. We used to run away when we saw them, just to avoid them, and avoid the risk of deportation, because our country is not safe." - FGD on work permits participant, male, urban

For participants in the Zaatari refugee camp, the key benefit of work permits was increased freedom of movement, as the work permits allowed them to come and go from the camp as needed, whereas previously they could only take one week's leave from the camp and it was very complicated to leave. This was the only perceived benefit for the female participants living in the camp. However, this increased freedom of movement was not used by participants to work outside the camps, rather to travel for other reasons such as being able to visit a doctor for her son outside the camp. The reasons deterring or preventing refugees from working outside the camp are discussed below.

⁷⁵ *Work permits and employment of Syrian refugees in Jordan: Towards formalising the work of Syrian refugees*, International Labour Organization, 2017

⁷⁶ *Refugees and decent work: Lessons learned from recent refugee jobs compacts*, Jennifer Gordon, International Labour Organization, 2019

"Sometimes we had to go at midnight to book a turn and stay there and wait. And people were always fighting over whose turn it is. It was a real problem to leave, especially those who have relatives residing outside the camp, and they had not seen them for five years, it was tough to leave. Or even if you had work outside the camp." - FGD on work permits participant, male, Zaatari refugee camp

"With a permit you can go out any time, leave any time, visit people at any time, in cases of emergency you can take a sick child outside." - FGD on work permits participant, female, Zaatari refugee camp

However, participants mentioned that since the COVID-19 pandemic, they still needed to gain permission to leave the camp, even with the work permit.

The ILO survey also found that half of participants felt that having a work permit opened up new job opportunities.⁷⁷ There was some evidence from the FGDs that this was a benefit of work permits, though it was limited by wider barriers, discussed below. Some participants felt that employers were more likely to employ those with work permits, to avoid the risks of receiving a fine (with male refugees perceived to particularly benefit – likely due to the employment sectors open to refugees being less appealing to women, as well as young people). A stakeholder reported that obtaining a work permit did lead to employment, it had significant impacts on refugees' resilience and perceived place in society.

"In the context of a long-term of a displacement situation, that ability to feel self-reliant, even if it is by the skin of your teeth, is vital to maintaining resilience to keep going." - Stakeholder

Barriers to positive work permit outcomes

A range of barriers have limited the impact of work permits on refugees. Several men in the urban work permit focus group were unemployed due to the impact of the COVID-19 pandemic on employment opportunities, reduced job opportunities during winter, and job opportunities that were available but did not cover participants' basic needs, meaning that being a daily or seasonal worker was more suitable. However, daily or seasonal workers (often in the agricultural or construction sectors) do not receive the benefits associated with work permits, meaning they are more vulnerable to exploitation and have to pay for treatment of any injuries sustained in the workplace. This is in addition to high unemployment meaning there are limited job opportunities available generally, particularly for those without qualifications.

"I have 2 children, and my parents live with me, and I pay rent, and I spend on them. If I were to get a job for 200 or 300JD, they would not cover my rent and our food. I would have debts up to the top of my head." - FGD on work permits participant, male, urban

"The only work that is available to most is in the field of security. For other jobs you need to have experience or academic backgrounds. There are about 70 thousand people who are unemployed in the camp, and with only four or five thousand jobs available, not everyone can work!" - FGD on work permits participant, male, Zaatari camp

A further barrier to employment and sustainable employment is the fact that permits for Syrian refugees are restricted to five economic activities, including agriculture, construction, food and beverage services,

⁷⁷ *Refugees and decent work: Lessons learned from recent refugee jobs compacts*, Jennifer Gordon, International Labour Organization, 2019

manufacturing, and wholesale and retail trade, with other sectors closed to non-Jordanians.⁷⁸ In sectors open to non-Jordanians, there are also quotas on the maximum share of non-nationals, which reduces the number and range of opportunities available to Syrian refugees, especially for those who are skilled and highly educated. Several participants in the male, urban focus group reported that quotas on the number of non-Jordanians prevented them from finding a job despite having a permit, and none of the participants who were in employment were working in the sectors that they worked in in Syria.

“There are many people who have University and higher degrees, but the sectors are closed to them. I wish they would open them and allow those to work in their fields or in line with their educational qualifications.” - FGD on work permits participant, male, urban

There were also disadvantages associated with work permits linked to employers, as participants reported that they were reliant on employers renewing permits, and they also felt tied to these jobs due to the complications of needing to obtain a new permit if they moved, in addition to some employers trying to prevent them from leaving.

“You cannot travel, it is very difficult to move from one job to another, you feel like you are tied... if you want to go to a new job, they make it almost impossible, especially if the employer does not have a substitute.” - FGD on work permits participant, male, urban

Even where refugees had work permits, some still reported that when changing job, their employers had asked them to use their existing work permit when a different type of work permit was required. This means they still face insecurity and lose the benefit of having more power to tackle workplace exploitation.

A stakeholder reported that one of the project objectives was to increase the number of women in the labor force; however, they felt that the program design could have more effectively supported this objective as the impacts on women have been low due to wider societal constraints (which also applies to refugees with disabilities). Out of 38,756 work permits issued in 2020 to Syrian refugees, just 7% were issued to Syrian women.⁷⁹

Similar to criticisms levelled at the Jordan Compact, this project can be seen to not have taken into account the limited employment opportunities in Jordan for Syrian women⁸⁰, as sectors open to refugees do not tend to meet the skills and preferences of women. Other barriers to women working include a lack of available transport to workplaces, a lack of culturally appropriate opportunities, and social norms meaning women often have disproportionate responsibility for domestic work, with limited childcare options.⁸¹ Some of these barriers were reflected in the focus group with women in the urban area, who reported that the location of some jobs were not suitable for women. They were also excluded from certain opportunities where job opportunities specified that younger workers were needed, and social norms where older women did not tend to work.

Overall, many female participants reported that having a work permit did not improve their chances of employment, and none of the women in the urban work permit focus group were in employment. For the women in Zaatari camp, none were looking for job opportunities outside the camp as work permits did not

⁷⁸ *A decade in search of work: A review of policy commitments to Syrian refugees' livelihoods in Jordan and Lebanon*, International Rescue Committee, 2020

⁷⁹ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

⁸⁰ *Refugees and decent work: Lessons learned from recent refugee jobs compacts*, Jennifer Gordon, International Labour Organization, 2019

⁸¹ *A decade in search of work: A review of policy commitments to Syrian refugees' livelihoods in Jordan and Lebanon*, International Rescue Committee, 2020

allow them to take their children out of the camp with them, and jobs outside the camp were unsuitable as they would have had to travel after dark due to distance and long working hours.

Some women in Zaatari camp were able to make an income through Incentive-Based Volunteering; a paid program where refugees received a contract and rights but were not classified as in official employment.

“The work permit has nothing to do with the job at all. It is only used to facilitate exiting and re-entering the camp. All the job in the camp do not require a permit, it depends on your experience and capabilities, and you apply accordingly.” - FGD on work permits participant, female, Zaatari camp

Another barrier relating to the work permits is location within Jordan; one stakeholder reported that the majority of employment opportunities are in and around Amman and the North, meaning that for refugees outside this area, the project did not make a difference.

In terms of long-term impacts, one stakeholder felt that the project had led to a limited number of new work permits being issued, rather work permits tended to be renewals or concentrated in specific sectors. In terms of related indicators, the stakeholder pointed to the increase of poverty levels and debt amongst Syrian refugees in recent years, indicating that mobility has worsened. The economic context of the Economic Opportunities project is therefore likely to limit sustainable outcomes.

Improved working conditions associated with work permits

While one of the key benefits of work permits mentioned by participants was greater security in their legal status in Jordan, this did not seem to translate to increased security within employment. As argued in *Refugees and decent work: Lessons learned from recent refugee jobs compacts*⁸², “the right for refugees to work must be accompanied by rights at work.”

However, the research conducted as part of this Case Study shows that Syrian work permit holders still face violations of basic decent work principles. Some focus group participants felt that a work permit meant they had increased job security and workplace rights, as they were more likely to be in a more secure position to challenge exploitation, and their rights were protected officially.

“The work permit allows the holder to ensure he gets his rights. For example, if he works for someone and the employer does not pay him, he can submit a complaint because he has a work permit.” - FGD on work permits participant, female, urban

However, male participants in the Zaatari focus group reported that there was still a lack of awareness around the protections offered by work permits, with many refugees in camps only getting permits to move more freely.

According to the Progress Report, DLI 2 of annual public disclosure by Better Work Jordan of factory-level compliance has been met every year since 2017.⁸³ This demonstrates an improvement in the monitoring of labor standards, although this does not necessarily pose a strict enough deterrent for employers. However, in focus groups, participants asserted that they were continuing to face exploitation despite possessing work permits. For example, several participants reported that as a result of the negative effects of the COVID-19 pandemic, job insecurity had increased. One participant’s employer had put all the long-

⁸² *Refugees and decent work: Lessons learned from recent refugee jobs compacts*, Jennifer Gordon, International Labour Organization, 2019

⁸³ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Progress Report for Underlying Operation Template*, World Bank, November 2021

term staff on probation and were refusing to renew work permits so they could fire staff more easily. Another reported that they had had their salary and working hours affected. Despite having a work permit, participants still had limited power, and employers could find ways around regulation.

"After Corona they are trying to boss us around as they please. When they want, they ask us to stay home, and when they want, they ask us to come to work. And they change the percentage of the salary we will get, as if they just want to get rid of us... The work permit does protect you, and there is a law... but to be honest the HR will simply say to you, 'Go ahead and submit a complaint if you want.' But they can easily issue the first, the second and the third warning to you, and with that they can fire you [the company can make up excuses to fire them legally]." - FGD on work permits participant, male, urban

"Even if you have a work permit – I went and worked in farms outside, and my employer violated my rights [by not paying my wage], and I blame the procedures for this – you have to go, leave the camp, file a court case, and you go and come many times, and in the end, you lose your right." - FGD on work permits participant, female, Zaatari

Other participants reported poor working conditions (such as working 10 hours a day, seven days a week), and receiving a wage lower than Jordanian colleagues, and lower than the minimum wage. Male participants in the Zaatari camp stated that they were receiving a wage of around 150/200JD compared to Egyptian workers who received 500JD, as some employers felt Syrians were willing to still work for this salary, and that those in camps had fewer expenses as they do not pay rent or bills. Some also reported delays in receiving their wages, leading them to rely on loans. These participants reported that they could not report this exploitation as they would lose their job, demonstrating that in practice, employees need greater protection from exploitation than is offered under the reforms. Linking to this, many refugees have already experienced such high trauma that they fear harm if they report exploitation.

"We are already traumatized from what we went through, and they usually say 'Forget the money, just let me be! Let me stay in the camp and not be harmed'. There is a lot of that going on. Many people waived their right to 1,000 or 700 or 500, just so they cannot be harmed. The insurance [security] must be stronger. It should be enough to make employers more fearful and make them pay the salaries they owe workers." - FGD on work permits participant, female, Zaatari

While the project aims to improve workers' registration in social security through the work permits, many refugees are reluctant to sign up as they do not want to commit a portion of their wage to get a benefit which they fear will not be fulfilled and would prefer to spend the money on their immediate needs. Many employers allow refugees to not sign up to social security as they do not want to pay their employer contribution. In addition, some refugees possess a work permit but do not have a contract so still cannot register for social security, with a stakeholder estimating that 12,500 refugees are registered for social security out of 200,000 work permits that have been issued. Refugees without social security are particularly vulnerable in the case of workplace accidents, with male refugees in the Zaatari camp reporting that the healthcare they receive in the camp does not cover injuries sustained outside the camp.

One stakeholder felt that the ongoing issues with working conditions could be addressed by focusing on improving working conditions across the informal and formal sectors.

"I think what needs to happen for everybody, and which will bring a benefit to the refugee, is the formalization of the informal, so that inherently, through that process, refugees will access better and more sustainable employment opportunities and also employment opportunities that will come with broader social protection mechanism." - Stakeholder

SEZs

The project aims to attract and retain investment from the EU, regional investors and the Syrian business diaspora through SEZs, particularly in manufacturing. The scheme planned to encourage Syrian refugees to work in SEZs. The project has underperformed on its objectives linked to the EU Rules of Origin scheme, despite targets being reduced: 2020 data found that less than 500 Syrian refugees were working in SEZs, a fraction of initial targets.⁸⁴

One barrier deterring Syrians from working in SEZs is that workers are expected to live on site, an unsuitable approach for many Syrians who have families with them, unlike many migrant workers. This approach is particularly unsuitable for women. One stakeholder's perspective was that SEZs have also failed to increase trading with the EU as many of the products do not meet EU standards, leading to this becoming a less relevant aspect of the program. Another stakeholder reported that many businesses lacked the incentive to hire Syrians as the businesses were not able to or interested in trading with the EU.

Improving investment climate

The project also aims to improve the investment context and competitiveness of particular sectors. For example, plans to improve the investment climate in the childcare sector should increase female labor force participation through creating jobs for female entrepreneurs and employees, and giving mothers more flexibility to work rather than caring for children.⁸⁵ So far, the project has enabled electronic licensing of childcare facilities and has overhauled the regulatory framework for childcare. The project also plans to improve export competitiveness and job creation in the agricultural sector, which should benefit Syrians as this is a key sector for them.⁸⁶

Home-based businesses

Home-based businesses are a key aspect of the project. Through an awareness-raising campaign and simplified and introduction of predictable regulations to encourage the creation or formalization of these businesses, it was anticipated that women in particular (Syrian refugees and Jordanians) would have increased opportunities to earn an income in a more flexible way.

According to 2020 data, the initiative has facilitated female entrepreneurship (1,240 licenses were issued in Jordan, of which 722 were owned by women) but not Syrian entrepreneurship (only 22 were owned by Syrian refugees, with 12 more being licensed).⁸⁷ However, one stakeholder reported that more recent figures state that up to 45 home based businesses have been licensed for Syrian refugees. A key barrier to refugees opening and running a successful home-based business is that a valid passport is required to open a home-based business; however, 95% of Syrian refugees in Jordan do not possess a passport. This compounds with a lengthy and complex application process (around 1 month), inconsistent

⁸⁴ *A decade in search of work: A review of policy commitments to Syrian refugees' livelihoods in Jordan and Lebanon*, International Rescue Committee, 2020

⁸⁵ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

⁸⁶ *Ibid*

⁸⁷ *Ibid*

understanding of the application and strict criteria. Further disincentives included concern around losing money by paying taxes or losing benefits.⁸⁸ Further barriers to opening home based businesses are discussed under “Project impact on host communities”.

Nevertheless, one stakeholder reported that while the number of Syrian licensed home-based businesses appeared low, it was still a success and there was likely to be future positive outcomes, with advocacy from different partners growing.

Investment and finance

The project also includes reforms linked to investment and finance aiming to improve outcomes for Syrian refugees:

- Syrian investors have received benefits through the JIC, such as through an investors’ guide and cards granting benefits.⁸⁹ According to the 2020 Progress Report, the target for Intermediate Result Indicator 1 has nearly been achieved, with a total of 494 investments benefiting from investment facilitation by the JIC, compared to a target of 530.⁹⁰
- Access to finance has been expanded for Syrian refugees through e-wallets. The number of e-wallet holders increased from 18,030 to 35,125 by Dec 2020 (it should be noted that this was not financed by the GCFF but by the additional IDA financing in June 2020).⁹¹ The new National Financial Inclusion Strategy also includes a pathway for Syrians’ financial inclusion.

However, the 2020 Progress Report shows that the investment promotion agency capability score has plateaued. In year one it was a score of three, in year two it was a score of 3.7, in year three it was a score of 3.9 and in year four (2019) it was still 3.9.⁹² This means it may be challenging to meet the target of five. It is also worth noting that Syrians cannot open a business outside the home without a Jordanian sponsor. This is often unappealing for Syrian entrepreneurs as joint ventures have associated financial and legal risks.⁹³

Project impact on host communities

Home-based businesses

Updated business legislation

Several reforms have been made to business legislation, with a partial aim of encouraging home-based businesses through simplified and predictable regulations:

- A new Code of Governance Practices for Policies and Legislative Instruments in Government Departments has made business regulations more predictable⁹⁴;

⁸⁸ *A decade in search of work: A review of policy commitments to Syrian refugees’ livelihoods in Jordan and Lebanon*, International Rescue Committee, 2020

⁸⁹ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

⁹⁰ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Progress Report for Underlying Operation Template*, World Bank, November 2021

⁹¹ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

⁹² Ibid

⁹³ *A decade in search of work: A review of policy commitments to Syrian refugees’ livelihoods in Jordan and Lebanon*, International Rescue Committee, 2020

⁹⁴ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

- Improvements have been made to business licensing at the Greater Amman Municipality⁹⁵;
- Improvements have been made to trade facilitation by expanding the Customs Golden List⁹⁶; and
- Improvements have been made to investment promotion and retention, through a more effective Jordan Investment Commission⁹⁷.

Applications

While home-based businesses have benefitted few Syrians (in 2020 out of 1,240 licenses issued, only 22 were owned by Syrian refugees, with 12 more being licensed⁹⁸), they have benefited Jordanian women. In order to ensure take up, a straightforward and efficient application process is important. However, some focus group participants with their own home-based businesses reported that registering was complex for particular types of businesses due to the information they needed to provide on their homes, and authorities not knowing which government institutions they needed to register at. One participant felt that the process of registering should be simplified to encourage more women to register.

Positive outcomes arising from home-based businesses

A key benefit of home-based businesses for women is that they can work from home, using time that was previously spare. Working from home was reported to be more convenient and easier to balance alongside childcare. It also afforded some participants greater independence, such as one woman who was divorced and self-reliant:

"But women, they can't easily go out there, so women try to work at home. There is a difficulty for women to go out. If I can go out and get employed like others, I wouldn't resort to a home-based activity." - FGD on home-based businesses, female, Jordanian

Another benefit was social impact, with one participant stating that their business provided them with an opportunity to meet people and improved their self-confidence; they felt productive and had a sense of achievement.

Being registered as a formal business also conferred benefits such as being able to sell their products at the market, create their own trade name and build trust amongst customers.

Barriers to positive outcomes arising from home-based businesses

Several participants reported that their home-based businesses had suffered because they had insufficient support to make their business a success or weather difficult periods. For example, one participant reported that they had had no support with marketing and promoting their business, and there was no market in the local community for her product, as her handmade crocheted products were more expensive than those that are mass produced.

⁹⁵ Ibid

⁹⁶ Ibid

⁹⁷ Ibid

⁹⁸ Ibid

"When you show it or present it to the local community – they say 'it's expensive, the dresses in the market are cheaper' – ok so what will I do with my work now? How will I sell it? I need support organizations that take my work and promote or market it – then we would probably feel successful – but piling my work and stocking it up at home, how would it be successful? I am extremely discouraged!" - FGD on home-based businesses, female, Jordanian

While one participant reported that being able to work based on demand was a benefit, this meant that the participant's income was dependent on demand. One participant selling food reported that they had been supported to sell food through an app, but this did not provide a regular, predictable or feasible income. The COVID-19 pandemic has also significantly affected the Jordanian economy, reducing disposable income and affecting demand for the participants' products.

Linking to this, one stakeholder reported that home-based businesses in urban communities were restricted to tailoring, handicraft and food processing.

These barriers demonstrate that only some businesses meet a demand that creates a sufficient income; with some participants unable to cover their basic needs. Participants wanted greater financial support and training. Despite attempts as part of the project to improve the investment climate for home-based businesses, there is limited financing available in Jordan for small and micro businesses, limiting the success and growth of these businesses. One stakeholder argued that home-based businesses needed to be linked to other initiatives where owners could access financing to make these more sustainable.

Project impact on supporting the Benefitting Country deal with the influx of refugees

Where work permits have enabled refugees to find employment, register with social security and make an income, this has reduced reliance on government support and has contributed to the economy. However, work permits have been associated with a range of barriers preventing refugees accessing employment. While there are key benefits for refugees relating to increased safety as they are no longer working illegally and risking their status in Jordan, and freedom of movement for those in camps, these benefits do not respond to Jordan's financing needs as they do not necessarily mean refugees are taking up more formal opportunities.

Ongoing unemployment and families struggling to meet basic needs further contribute to the burden on the GoJ. Furthermore, many refugees are limited to unsustainable employment opportunities as other sectors are closed to them, meaning they are more likely to be stuck in low-wage sectors. There are numerous barriers preventing women from accessing formal employment which have not been addressed by the work permits.

Home-based businesses have been shown to have had a very limited impact on Syrian refugees, with only 22 home-based businesses owned by Syrian refugees in 2020⁹⁹. While Jordanian women in particular have benefited, this does not relate to the impact of the influx of refugees.

Wider measures to boost the trade and investment climate can be seen to support Jordan's economy and strengthen its resilience to shocks such as the Syrian refugee crisis. For example, to boost trade facilitation, the project has expanded the 'golden list' of companies that could benefit from more seamless border crossings with reduced paperwork. Activities to boost investment included boosting human resource in the JIC, with the JIC meeting the indicator on the number of investments facilitated. In addition,

⁹⁹ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

reform of business licensing at Greater Amman Municipality and improved predictability of business regulation should boost the investment climate and the wider economy.

Project impact on relationship between refugees and host community

There was limited evidence that home-based businesses positively impacted the relationship between refugees and the host community. The Jordanian women in the home-based businesses focus group reported that Syrian home-based businesses had only benefited the owners, rather than the wider community (and indeed very few Syrians had benefited from home-based businesses).

In regard to work permits, refugees in camps benefitted from improved access to the community outside the camp which could support development of relationships between these refugees and the wider host community, although participants did not provide examples of new relationships that had developed. Some male participants in the urban and Zaatari camp work permit groups reported that the permit helped them feel more part of Jordanian community, likely due to their increased sense of security, and the ability of those in Zaatari camp to mix with the outside community.

"What encouraged us to apply for and get the work permits was our keenness to be integrated with the local community. The permit is a ticket to the outside world. The thing that is preventing us from mingling with the local community is the gate. So, the first thing the work permit did for us is it allowed us to be integrated with the community outside the camp, and we were able to see what life was like outside the camp." - FGD on work permits participant, male, Zaatari

One stakeholder felt that the program has had no impact on the relationship between Syrians and Jordanians. It had not worsened the relationship as the job opportunities newly available to Syrians were previously taken by foreign workers rather than Jordanians. Several stakeholders reported that social cohesion between refugees and the host communities were already strong.

Unexpected / other project outcomes

One negative project outcome arising from the support given to help Syrian refugees better access the job market was that other vulnerable refugees or migrants saw their work opportunities decrease. One stakeholder described how often communities who were just as vulnerable as Syrians were displaced. For example, Egyptian migrant workers were pushed out of the agricultural sector as a result of Syrian refugees being supported to access this sector.

"[I would recommend] looking at how these policies affect other vulnerable communities or other vulnerable actors in the economy or in the labor market... taking a look more broadly at whether we are actually creating employment, whether we are putting people into work, or whether we are just displacing people in order to make room for Syrian refugees." - Stakeholder

Coherence with other funds and programs

Stakeholders cited several funds and projects with similar objectives but did not share insights on the extent to which there was coordination or overlap with this project; however, GoJ projects and plans seem to be more aligned with this project. Relevant funds, programs and projects include:

- Jordan Response Plan: a multisectoral plan focused on meeting the needs of refugees and host communities through financing different areas e.g. education, water, sanitation – likely to overlap with this project;

- Other World Bank initiatives such as the Multi-Donor Trust Fund for Healthcare Access;
- ILO Program of Support to the Syrian Crisis, which includes a number of projects with the aim of enhancing decent work for all funded by different donors, including the European Union, the Netherlands, the USA, Norway, and Germany. The ILO worked with the MoL to create flexible working permits in the agriculture and construction sectors and raised awareness with Syrians on their rights and duties. In partnership with MoL, the ILO also established 13 employment centers including two in refugee camps to provide employment services and guidance to Jordanians and Syrians and help them acquire permits. This program appears to be well aligned with the Jordan Economic Opportunities Project.
- GIZ programs (Trade for Employment and Employment Promotion) which focus on increasing formal employment in trade-oriented manufacturing – this has overlaps with the SEZ element of this project.
- International Rescue Committee's Project Match which aims to support the outcomes of the Jordan Compact and create sustainable change for refugees and host communities.
- Other donor funded programs run by Supporting Countries including the Netherlands and Australia which target employment in the industrial sector for Syrians and Jordanians.

The Project Appraisal Document also outlines key donors supporting the Jordan Compact through direct bilateral donor programs, multi-donor trust funds and NGOs. Projects include:

- World Bank Group: Regulatory and Investment Promotion Reform (through various trust funds including the Transition Fund), Emergency Social Services and Resilience Project
- EBRD: SME Financing Support
- EU: Vocational Training, SME Support
- OPIC (United States): SME Financing Support (guarantee facility)
- USAID: Work Force Development Program, Jordan Competitiveness Program, SME Financing Program
- Germany – BMZ: Partnership for Prospects
- Other donors: FCDO, JICA, GTZ, AFD, CIDA, UNDP, Arab Fund: Vocational Training, SME Support (including finance)

Policy outreach and coordination

GCFF involvement in policy outreach

The project has influenced GoJ policy through the reforms to increase employment access for Syrians, support host communities, and strengthen the wider economy and investment climate. Beyond this, one stakeholder reported that the GCFF had increased the GoJ's attention on refugees and migrants, which could potentially support future policy reform.

“Clearly it’s influenced policy because it’s allowed us to negotiate for particular access to employment opportunities for one pocket of a refugee population within the country, so I think it has had ramifications and very much it is this sort of program and financing helps to create an environment within government structures where you can have a discussion about refugees and migrant workers.” - Stakeholder

Monitoring and evaluation

Project monitoring processes

The World Bank leads on monitoring the project, supported by data from various government departments and the UNHCR. MOPIC shares quarterly data. The project lead at the GoJ’s Reform Secretariat received this data and writes a monthly progress report which is shared with the GCFF, in addition to a quarterly report, including progress of all DLIs. The World Bank TTLs issue Implementation Status Reports on a six-monthly basis and release quarterly data on indicators. Gender is incorporated in the DLIs and the other monitoring indicators, and gender disaggregation was introduced for the work permit indicators. No further detail was provided on project monitoring processes.

Effectiveness and efficiency of project monitoring

Several issues with the project indicators have been raised:

- The World Bank states that using the number of work permits issued as an indicator fails to take into account progress made to protect those working in informal employment, for instance, the removal of punishments for those caught working without a work permit.¹⁰⁰ Indicators on those working in the informal sector are harder to measure, missing a significant proportion of the population (45% of Jordanian workers in the private sector and 82% of Syrians are considered to work informally). The number of work permits issued does not acknowledge the proportion of renewals.¹⁰¹
- The indicators do not identify how many refugees have found new jobs as a result of having a work permit, or the number who have achieved more sustainable employment. The indicators do not measure ability to meet basic needs, and there are no indicators measuring the number of Syrian refugees reliant on government financial support.
- Data received from the Department of Statistics was reported to take between six months to a year (although the data was reportedly thorough). Data from other ministries was also reported to sometimes be delayed when the World Bank was compiling the quarterly report.
- One stakeholder reported that because the project is a Program-for-Results, there was a high focus on quantitative outcomes, as disbursement is linked to milestones. This meant the monitoring and evaluation mainly focused on the quantitative outcomes such as the number of work permits issued, the number of home-based businesses registered and sex disaggregated data. More widely, it also meant that these were perceived to be the overall program aims, rather than broader economic inclusion of Syrian refugees, supporting vulnerable host communities, and improving the Jordanian investment climate and economy overall.

¹⁰⁰ *Economic Opportunities for Jordanian and Syrian Refugees GCFF Project Update*, World Bank, December 2020

¹⁰¹ *A decade in search of work: A review of policy commitments to Syrian refugees’ livelihoods in Jordan and Lebanon*, International Rescue Committee, 2020

“So, I think like the broader goals of the P4R or the economic opportunities program, weren’t very clear because everyone was focused on achieving the indicators. The indicators became the goal, and we lost track of what the overall goal was.” - Stakeholder

- Finally, one stakeholder reported a need for greater disaggregation of monitoring data at the output level to allow for more effective monitoring where issues can be addressed early on.

Additionality of GCFF funding

The work permits and home-based businesses reforms led to several benefits which could only have been brought around by legislative change:

- Refugees in possession of a work permit reported an increased sense of security and safety arising from the legislative change to remove punishments for those working informally;
- Refugees in possession of a work permit in a refugee camp reported increased freedom of movement. While expanded access for refugees in camps is at the discretion of the GoJ, through encouraging work permit take up, freedom of movement is increased;
- Employment opportunities have increased for some refugees in possession of a work permit, due to some employers preferring to employ people with permits. While the GoJ’s emphasis continues to be on encouraging formal employment and punishing employers who employ informally, increased access to work permits will mean that for some employers, work permits are essential;
- Some members of the host community have benefitted from opening a home-based business, particularly women. The reforms addressed key access barriers to formal home-based businesses.

These benefits could have been achieved if the GoJ implemented these reforms outside of this project; however, the project provided financing to achieve these reforms. One stakeholder felt that without GCFF funding, initiatives to incorporate Syrian refugees into the formal labor market would have still been initiated as there was broad buy-in for these reforms from the international community (particularly USA and DFID, now FCDO) and from the GoJ, suggesting the GCFF’s additionality has been limited.

Conclusion

Extent to which the project has achieved its objectives and met the needs of host countries and refugees

The issues with the project monitoring which make it challenging to monitor key project indicators relating to the impact of work permits prevents a clear assessment of the overall impact of the project on refugees, host communities, and Jordan’s ability to cope with the financial impact of hosting Syrian refugees. The primary data carried out with beneficiaries of the work permit and home-based business schemes have demonstrated some significant benefits, particularly in relation to security, freedom of movement, and some evidence of improved employment opportunities. However, there are numerous barriers to the planned outcomes and impacts. In particular, closed and limited sectors for Syrian workers, limited employment opportunities generally, insufficient support to workers facing exploitation, and numerous social barriers preventing women from finding suitable work have limited this project’s impact. These issues need to be addressed in combination with the project activities.

Lessons learned and best practice

Key lessons learned and best practice identified through this Case Study include:

- The P4R element can limit the focus of the program to certain quantifiable aspects, undermining the importance of qualitative monitoring. The results framework needs to include indicators measuring sustainable outcomes as well as the short-term quantitative indicators.
- Efforts which increase people's freedom of movement greatly improves quality of life, however they do not necessarily lead to improved employment outcomes due to the presence of wider access barriers.
- Projects need to sufficiently target all relevant stakeholders to ensure effective outcomes. For example, there is a need for increased engagement with employers to ensure they provide fair working conditions, equal pay, and access to social security. This applies to those working in the formal and informal sectors.
- Similarly, activities need to be placed within the wider economic context to ensure effectiveness. For example, individuals setting up home-based businesses need to be provided with financial support and training to ensure these are successful and sustainable, as well as advice as to whether certain businesses will meet demand.
- Barriers faced uniquely by women were not sufficiently anticipated in the design of the program. Impacts on other marginalized groups such as economic migrants were also not planned for in the design of the program.
- The numerous barriers preventing Syrian women from taking employment opportunities need to be addressed in partnership with communities and employers, to ensure opportunities are suitable to their available time, responsibilities, safety and skills.
- The process of applying for home-based businesses needs to be simplified for refugees.

Appendix 2: Case Study Report – Jordan Education Reform

Introduction

The Jordan Education Reform Support P4R project is the focus of this Case Study. The table below provides an overview of the key project characteristics.

Table 15 Overview of the Jordan Education Reform (P4R)

| Country | ISA | Total Program Cost (USD) | GCFF Contribution (USD) | GCFF Contribution | Date approved | Sector |
|---------|------------|--------------------------|-------------------------|-------------------|---------------|-----------|
| Jordan | World Bank | 300m | 70.9m | Medium | 06/12/2020 | Education |

Source: World Bank, 2021

Case study methodology

Relevant strands for observing impact

Due to the state of implementation and the result of the COVID-19 pandemic, there is no ultimate beneficiary group in refugee and host communities who have yet experienced project activities. This is partially as a result of school closures during the COVID-19 pandemic, which has meant that many components of the program have not yet been fully implemented. The main beneficiaries thus far have been head teachers, who have been involved in the transfer of authority for maintenance to schools and in maintaining facilities. Head teachers and teachers have also been involved in professional development; however, they have not had full opportunity to implement changes. Other aspects of the program to date have been focused on engagement with policymakers.

Given this, the most relevant strand of the project where its impact can be assessed is school maintenance (DLI 6) – changes to the legal framework. This consists of establishing a legal framework to allow transfer of school-level maintenance and upkeep budget to schools. This aims to increase the number of water, sanitation and hygiene (WASH) facilities in schools and increase the number of schools meeting minimum health and safety requirements as defined in Ministry of Education specification documents.

Stakeholder interviews

Two interviews have taken place with key stakeholders involved in the implementation and design of the project has been conducted. These interviews took place with stakeholders from the Ministry of Education (the Jordanian Government's responsible entity for implementing the program) and the World Bank (the program ISA). An additional group interview took place with six members of the Donor Coordination Group.

Interviews with school head teachers, rather than focus groups, were selected as the consultation method for this group, due to potential social desirability bias in focus groups with this audience.¹⁰²

All interviews were semi-structured, following a topic guide developed by the core evaluation team and conducted by a researcher from Ipsos Jordan. Interviews were conducted in Arabic (except in cases where the interviewees native language was English) and done remotely. Transcripts were translated into English and analyzed by the core evaluation team.

Focus group discussions

Teachers in schools that have benefitted from the school maintenance funds which aim to increase WASH facilities and improve school health and safety standards were supposed to participate in focus group discussion.

Document review

Documents reviewed for this Case Study are listed below:

- Jordan Education Reform Support P4R Project Appraisal Document, the World Bank, 2016
- Jordan Education Reform Support P4R Information Document Concept Stage, the World Bank, 2016
- Jordan Education Reform Support P4R Additional Financing Program Paper Document, the World Bank, 2020
- Jordan Education Reform Support GCFF Project Update, January 2021
- Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template, January 2021

Project Background

Relevant country context

There is a range of economic issues in Jordan arising from insecurity in neighboring Iraq and Syria, fallout from the 2007-2008 global financial crisis, the Syrian refugee crisis and the COVID-19 pandemic. The Syrian refugee crisis places significant pressure on the Government of Jordan (GoJ) and their ability to provide public services. Out of a total of 660,262 Syrian refugees in Jordan as of September 2020¹⁰³, there were 233,000 school aged Syrian refugee children, with 136,000 enrolled in formal education.¹⁰⁴ The GoJ has been committed to integrating Syrian refugee children into the public school system through providing free education, accommodating Syrian refugee children in existing provision, and using double-shifts to meet demand (although this has affected the quality of education).¹⁰⁵ This commitment is reinforced through the Jordan Compact, in particular the “Accelerating Access to Quality Formal Education for Syrian Refugees” plan. This seeks to address access barriers, with enrolment gaps at different school grades such as in preprimary formal education and secondary education.

¹⁰² The evaluation team wanted to ensure that head teachers would provide honest answers about the state of implementation and any emerging findings; with a focus group involving head teachers from other schools there is a risk they may be concerned about disclosing delays or issues

¹⁰³ *Jordan UNHCR Factsheet*, UNHCR, September 2020, Available at: <https://reliefweb.int/report/jordan/jordan-unhcr-factsheet-september-2020>

¹⁰⁴ *Jordan continues to support refugee education as students head back to school*, UNHCR Jordan, 03/09/2020, available at: <https://www.unhcr.org/jo/13733-jordan-continues-to-support-refugee-education-as-students-head-back-to-school.html>

¹⁰⁵ *Jordan Education Reform Support P4R Project Appraisal Document*, the World Bank, 2016

Education services need to respond to the challenges that Syrian refugee children face in education and allow them to reach their potential.¹⁰⁶ In particular, investment is needed in improving the access and quality of education and meeting psycho-social needs.

The influx of Syrian refugees is also leading to wider issues in the education system: strains on the education system's infrastructure arising from the expansion of access to education and a weak maintenance system; and social tensions and school-based violence arising from competition for resources between Jordanian students and Syrian refugee students, compounded by inadequate training for schools on handling violence. It is therefore necessary to strengthen the overall resilience of the education system; in the long term these investments will boost Jordan's economy and the long-term processes of peace, stability and reconstruction.

Project background and conception

The Jordan Education Reform Support P4R's PDO is to expand access to early childhood education, and to improve student assessment and teaching and learning conditions for Jordanian children and Syrian refugee children.¹⁰⁷ The project also aims to expand the quality of early childhood education and support enrolment of Syrian refugee children.

The PDO indicators are:

1. Number of Jordanian children and Syrian refugee children enrolled in KG2, disaggregated by nationality, gender, and type of school;
2. Percentage point reduction in the dropout rate of Syrian refugee children, disaggregated by gender;
3. Number of teachers evaluated against the new National Teacher Professional Standards (NTPS) who meet the minimum performance standards; and
4. First phase of Tawjihi reform completed¹⁰⁸.

The project also established a quality assurance system for kindergartens to assess education services and standards.

The project is aligned with a sub-portion of the National Education Sector Plan across four key Result Areas. This plan is embedded in the National Human Resources Development Strategy (2016-2025) focusing on early childhood education and basic and secondary education.

There are eight Disbursement Linked Indicators (DLIs) in the project linking to four key Results Areas:

¹⁰⁶ *Jordan Education Reform Support P4R Project Appraisal Document*, the World Bank, 2016

¹⁰⁷ *Jordan Education Reform Support P4R Project Appraisal Document*, the World Bank, 2016

¹⁰⁸ The Tawjihi or Al-Tawjeehi is the General Secondary Education Certificate Examination in Jordan. The reforms are to the content and mode of delivery of the exam.

Table 16 Jordan Education Results Areas and DLIs

| Results Areas | DLIs |
|--|---|
| Result Area 1: Expanding access to quality early childhood education | DLI 1: Number of Syrian refugee boys and girls enrolled in Target Schools DLI 2: Expansion of KG2 services DLI 3: Improved quality assurance system for KG2 schools |
| Result Area 2: Improving teaching and learning conditions | DLI4: Strengthened teacher preparation and management DLI5: Improved learning environment in public schools and systemization of socioemotional data collection and reporting DLI6: Improved physical environment in Jordanian public schools |
| Result Area 3: Improving the student assessment system | DLI7: Improved student assessment system DLI8: Enhanced capacity of MoE to respond to potential future school disruptions |
| Result Area 4: Strengthening the education management system. | DLI9: Increased availability of resources and tools for the Program |

Source: World Bank, 2021

The key project beneficiaries are Syrian refugee children and Jordanian children from pre-school to secondary school level, their parents, and teachers and school leaders. At the project design phase, PDO indicators were disaggregated by gender and the Project Appraisal Document states that it supports gender equality and equal opportunities. For example, under Result Area 4, the project planned to support the MoE Gender Unit's capacity to mainstream gender efforts through various activities.¹⁰⁹

Funding application

Support during the preparation and implementation phase

At the project design stage, the World Bank, the Ministry of Education (MoE), the Ministry of Planning and International Cooperation, some Supporting Countries, and development partners were involved in

¹⁰⁹ Jordan Education Reform Support P4R Project Appraisal Document, the World Bank, 2016

discussions. The TTLs had regular meetings with UNICEF to draw on their expertise on early childhood education, and the MoE also met with UNICEF to develop their approach to student exams.

The involvement of Supporting Countries during project implementation varied, with some Supporting Countries involved with offering technical support, overseeing implementation and having quarterly meetings, with the World Bank, TTLs and the MoE and others providing less input.

However, according to some Supporting Country representatives, they were insufficiently consulted on one aspect of design. The project was extended through Additional Financing (discussed further under 'Changes to project scope') and according to Supporting Country representatives, this extension was designed with insufficient consultation from them, meaning they had to work closely with the World Bank to ensure it was aligned with the MoE's Education Strategic Plan. For example, some of the changes included in response to the COVID-19 pandemic were described as short-term priorities, whereas Supporting Countries wanted to ensure there was sufficient focus on medium- and long-term objectives. These issues were linked to the World Bank's lack of in-country presence, discussed in more detail under 'Coordination of actors involved'.

"When the World Bank prepared the extension last year, we really thought that coordination was an issue there, because their program was very much developed, for lack of a better word, in isolation, and a lot of us had then to work really closely with the World Bank after they had developed it to make sure that it was actually still aligned on the education strategic plan... [this] might be a symptom of the fact that they are not in-country with us." - Stakeholder

One stakeholder acknowledged that not having an on-the-ground presence made the Additional Financing design process more challenging, as they would have also liked to consult with other stakeholders such as those from civil society. They reported that coordinating these discussions is difficult when everything is online, thus this challenge can be considered, at least in part, an effect of the pandemic.

"[It] is very tough to be designing the project when you can't actually be on the ground. I would've wished to have been able to consult with people outside the MoE, like civil society in some way. If we had been able to go on mission, that is probably something that we could've done." - Stakeholder

Changes to project scope

In June 2020, Additional Financing of USD100m was approved, of which USD18.6m was concessional financing from the GCFF and USD81.4m was a non-concessional IBRD loan. Disbursement of an exceptional 40% advance (USD40m) was made in October 2020 under special request from the GoJ and approval from the World Bank.¹¹⁰

According to one stakeholder, the planning for the Additional Financing started prior to the outbreak of COVID-19, as the Government of Jordan wanted to have a drive to enroll all five-year-old children in kindergarten and reform the content and mode of delivery of the Tawjihi exam. After the outbreak of the COVID-19 pandemic, the design was adjusted to include sustainable interventions to address the impact of the pandemic on the education system (such as introducing upgrading of WASH and school infrastructure under DLI7).¹¹¹ This was part of the GoJ's "build back better" approach to the pandemic.

¹¹⁰ Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template, the World Bank, 2021

¹¹¹ Jordan Education Reform Support P4R Additional Financing Program Paper Document, the World Bank, 2020, Available at:

<http://documents1.worldbank.org/curated/en/490661593741755894/pdf/Jordan-Education-Reform-Support-Program-for-Results-Additional-Financing.pdf>

More widely, key DLIs were restructured to incorporate lessons learnt from implementation and provide a clear roadmap to achieve DLIs through including intermediate results.¹¹² To streamline the inclusion of Syrian refugee children into the education system, the changes included merging Development Linked Results (DLR 1.1) (number of Syrian refugee children enrolled in target schools at the basic and secondary education levels) and 1.2 (number of Syrian refugee children enrolled in target schools at KG2 level).¹¹³ In addition, the target number of additional Syrian refugee children enrolled in school increased from 35,000 to 55,000 (with a final target enrolment of 180,000). A new DLI8 was added to improve MoE's capacity to respond to future disruptions to schooling through education technology to be used for distance and blended learning.¹¹⁴

"The Additional Financing part of it was COVID response, part of it was to restructure some of the DLIs and create more of a sequential process for achievement of the outcomes." - Stakeholder

Other restructuring activities included increasing or decreasing the allocations for each DLI, changes to target numbers, removing DLRs to avoid duplication of work led by other donors, and revising DLRs to be more outcome focused.¹¹⁵

Project processes

Project progress

The evidence gathered for this Case Study thus far suggests that the project is progressing effectively, despite some delays arising from the COVID-19 pandemic, discussed further under 'Challenges in project processes'. At the time of reporting, the level of disbursement was 61%. The project is still in the early stages of implementation, with various activities still in the procurement stage. In the 2021 Progress Report, implementation progress was rated as moderately satisfactory.¹¹⁶ One stakeholder also felt that project progress was satisfactory, given the ongoing barriers posed by the pandemic.

One key activity carried out by the TTLs is support the MoE with USD8m in technical assistance with each DLI, such as writing terms of reference for procurement processes, and hiring firms or universities.

In order to increase enrolment, the project plans to expand public provision and support the GoJ with technical assistance to set-up public-private partnerships. Evidence of this being implemented has not been identified through the Case Study activities carried out to date. Monitoring of enrolment has been carried out, including monitoring of enrolment of Syrian children in formal education. Syrian children have also been included in the GoJ's education reform and policies.

The MoE has collected data on learning outcomes and updated the Geographic Information System used to manage the education system. It has also adopted National Teacher Professional Standards, which have been implemented in schools.

¹¹² Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template, the World Bank, 2021

¹¹³ Jordan Education Reform Support P4R Additional Financing Program Paper Document, the World Bank, 2020, Available at: <http://documents1.worldbank.org/curated/en/490661593741755894/pdf/Jordan-Education-Reform-Support-Program-for-Results-Additional-Financing.pdf>

¹¹⁴ Jordan Education Reform Support GCFF Project Update, the World Bank, 2021

¹¹⁵ Jordan Education Reform Support P4R Additional Financing Program Paper Document, the World Bank, 2020, Available at: <http://documents1.worldbank.org/curated/en/490661593741755894/pdf/Jordan-Education-Reform-Support-Program-for-Results-Additional-Financing.pdf>

¹¹⁶ Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template, the World Bank, 2021

The other planned activities are still in the procurement or early implementation stage. An update on implementation is provided below.

DLI 3: Improved quality assurance system for KG2 schools

Stakeholders reported that an initial supplier had been contracted to work with the MoE to upgrade and improve the quality assurance system, but quality issues were identified with the supplier. Instead, an international consultant had been hired to carry out this task. This supplier has relevant regional expertise in developing quality assurance systems for ECE.¹¹⁷ Deliverables are expected in Spring 2021, with completion planned for June 2021.¹¹⁸

The Project Update states that implementation progress on this DLI was evidence of good practice, as the project has leveraged international best practice to develop the system and there is a clear roadmap.¹¹⁹ Should implementation be successful, it is expected that this improved system will improve KG2 school standards, improving their resilience to the impacts of the influx of refugees.

DLI5: Improved learning environment in public schools and systemization of socioemotional data collection and reporting

DLI5 seeks to address issues around cohesion, and bullying and negative behavior to Syrian refugee children, which would benefit the relationship between refugees and host communities. The planned activities have not yet been implemented due to school closures, but stakeholders reported that the materials and training program were in place to be implemented once schools reopen. The Progress Report details their approach to student interventions, with an impact evaluation in more than 200 schools due to launch when schools reopen to test different types of behavioral and pedagogical interventions.¹²⁰

The Progress Report stated that analysis was being conducted of ongoing programs supporting socioemotional skills in schools and programs providing a safe, inclusive, and supportive school environment.¹²¹ This analysis has identified gaps in areas of socioemotional learning and violence prevention in schools, which should mean the activities informing this DLI take into account Syrian refugees' needs and constraints as well as those of Jordanian children.

DLI7: Improved student assessment system

The Progress Report states that the terms of reference had been finalized to scope current student assessment practices, develop a national assessment strategy, reform the Tawjihi exam and build capacity on national student assessments. Procurement was due to launch in February 2021 with hiring completed in March 2021, after the data collection period for this Case Study.¹²²

The Project Update reported that progress on DLI7 was evidence of good practice as there was a clear roadmap for implementation, and the project had secured buy in from senior officials at MoE.

¹¹⁷ *Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template*, the World Bank, 2021

¹¹⁸ *Ibid*

¹¹⁹ *Jordan Education Reform Support GCFF Project Update*, the World Bank, 2021

¹²⁰ *Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template*, the World Bank, 2021

¹²¹ *Ibid*

¹²² *Ibid*

DLI8: Enhanced capacity of MoE to respond to potential future school disruptions

According to the Progress Report, the terms of reference for the development of a blended learning strategy, curriculum mapping and digital content development are complete, with procurement due to have been launched in February 2021.¹²³

DLI9: Increased availability of resources and tools for the Program

DLI8 is also at an early stage. It is anticipated that future of education will be a mixture of online and in person teaching. The GoJ have developed a strategy to mainstream blended learning which has not yet been procured. Completion of procurement for the blended learning strategy is due March 2021.¹²⁴

Coordination of actors involved

One stakeholder reported that while the MoE should oversee project coordination, the MoE's Development Coordination Unit is understaffed which affects progress on coordination. Another stakeholder reported that the GCFF played an important coordination role. The project TTLs meet weekly with the MoE, and also meet with other government agencies and Supporting Countries. For example, the World Bank team met with several education donors in Jordan to discuss how the operation's Additional Financing could be designed to ensure it aligned with the ongoing preparation of the next three-year phase of the Accelerating Access Initiative which also targets Syrian refugee children.¹²⁵ During preparation for the Additional Financing, regular meetings took place with the MoE.

Some Supporting Countries reported that there was a need for greater World Bank presence in-country and improvements to coordination (see discussion above), which was reportedly also an issue reported in other World Bank programs. They felt that the World Bank missions to Jordan were distracting for the MoE and therefore inefficient. This lack of on-the-ground awareness has consequences; for example, some DLIs were reportedly not well coordinated with some other programs. While coordination had reportedly improved, Supporting Countries maintained that an in-country presence was essential to have regular face-to-face meetings. They felt that intensive communication was needed on projects such as this which require coordination from multiple partners.

In response to their own internal learnings on the need for an on the ground presence, the TTLs have a new team member joining in April who will be based in Amman from June and will be able to support with more hands-on implementation. They also have an expert on early childhood education based in Jordan.

The Supporting Countries also play a key role in coordination. Multiple Supporting Countries work with the MoE. For example, they have held coordination meetings on teacher reform (in relation to DLI4). Supporting Countries host regular (monthly) Donor Coordination Group meetings which involve TTLs, this aids awareness of the project and aids coordination and alignment. Supporting Countries who are most involved in the project work together to ensure different programs in this sector are aligned, and technical assistance offered to the MoE is also aligned. Supporting Countries also reported working with the World Bank to ensure that meetings and missions are aligned with Education Strategic Plan meetings to support alignment of the education sector.

¹²³ Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template, the World Bank, 2021

¹²⁴ Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template, the World Bank, 2021

¹²⁵ Jordan Education Reform Support GCFF Project Update, the World Bank, 2021

"All the work that we are trying to do on teacher reforms, that has to be also aligned and coordinated with the other donors who are working on teacher reforms which we try and do on a regular basis. We have regular meetings and discussions where we share." - Stakeholder

"I would say that's kind of part of the complexity and I guess the beauty of working in Jordan. That there are different people doing different things, and hopefully aligned with each other." - Stakeholder

External challenges

The COVID-19 pandemic has impacted project progress and implementation. It led to school closures from March 2020 for the rest of the school year, meaning the MoE had to implement distance education in the short term and plan its approach for the medium term. Some project activities and monitoring have been delayed as they need to take place in schools, for example for DLI5 training of teachers and a piloted approach with students. One stakeholder also reported that implementation of activities to monitor teacher performance were delayed due to tensions between the MoE and the Teachers' Union.

Another cause of delays raised by Supporting Countries and the progress report is capacity at the MoE. The Development Coordination Unit at the MoE lacks the necessary capacity to manage multiple donor projects, with existing capacity issues multiplied by the COVID-19 pandemic and the resulting school closures and staff illness.¹²⁶ One stakeholder also reported that this project was not their priority with their limited capacity, which they linked to the MoE not being clear on the difference between a P4R and other projects. This has led to implementation delays and cancellation of coordination meetings with the World Bank.¹²⁷ Additional delays have been caused in the MoE to the assessment framework due to changing the scope to align with the challenges posed by the COVID-19 pandemic. Another barrier faced by the MoE is that private sector companies reportedly did not have capacity to implement elements of the project where TORs were released, and applications were rejected by the World Bank. Another issue raised by the stakeholder was that proposals were received in English, and the MoE committee reportedly lacked the English skills to review these adequately. There were also cases where proposals were chosen based on cost rather than quality, meaning work has to be redone, requiring additional time and resource. An example cited was the company hired to develop the Quality Assurance System.

Supporting Countries reported that in response to procurement delays, the World Bank had worked with the MoE to make procurement processes more efficient. Another Supporting Country representative felt that delays could be addressed through changing scope or improving communications between the focal points and the MoE and other stakeholders.

There were also some issues with the quality of suppliers, for example for DLI3 a supplier was identified but quality issues delayed implementation.

Outcomes and impacts

Project impact on refugees and host communities

DLI 1: Number of Syrian refugee boys and girls enrolled in Target Schools

The number of Syrian refugee children in basic and secondary education has increased since the start of the project from the baseline of 125,000 to 134,303, of which 4,835 are at the KG2 level.¹²⁸ However,

¹²⁶ Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template, the World Bank, 2021

¹²⁷ Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template, the World Bank, 2021

¹²⁸ Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template, the World Bank, 2021

school closures have affected the extent to which school enrolment has led to improved education outcomes for Syrian refugee children. For example, students may be enrolled but not have access to remote education options. Another barrier to enrolment for Syrian refugee children raised by a stakeholder was that those in camps or hard to reach areas are more likely to face access issues. The World Bank is planning to verify progress on this DLI in Spring with the hope that schools will be open then, as verification involves spot checking in schools.

In order to increase enrolment, the project is supposed to expand public provision and support the GoJ with technical assistance to set-up public-private partnerships. Evidence of this being implemented has not been identified through the Case Study activities carried out to date.

Supporting Countries noted that increased enrolment of Syrian refugee children into formal education could not be attributed to this project alone, as the Accelerated Access Initiative also targets Syrian refugee children. This indicates that there are issues with project monitoring, in that this indicator does not measure attribution.

Beyond the outcomes of school enrolment, the project can be seen to benefit refugees by incentivizing the Government of Jordan and the MoE to monitor educational outcomes for Syrian refugees and include Syrian refugees in policy priorities and reforms of the education system (for example KG2 enrolment was made universal for all five-year-old children including Syrian five year old children).¹²⁹

DLI 2: Expansion of KG2 services

Impact on Syrian refugees

Overall, the number of Syrian refugee children in basic and secondary education has increased to 134,303, 4,835 of which are enrolled at the KG2 level overall number.¹³⁰ However, the verification of the Education Management Information System figures by an independent verification agency has not been possible due to school closures. Syrian refugee children should also benefit from the development of KG2 television content which aims to reach all children in Jordan with early childhood education (ECE) instruction, particularly during school closures.¹³¹ The MoE was preparing terms of reference for this activity at the time of the publication of the Progress Report.

Due to the early status of the project, it is challenging to measure the project's impact on refugees in this Case Study.

Impact on host communities

In addition to benefiting Syrian refugee children, increased enrolment of Jordanian children in KG2 benefits host communities. The total number of children enrolled in KG2 was 101,758, of which 4,835 were Syrian (again these figures are yet to be verified).¹³² This number is estimated to be approximately 50% of the relevant age group¹³³, but evidence is not available on the composition of the approximately 50% of children who are not enrolled – for instance their nationality.

¹²⁹ *Jordan Education Reform Support GCFF Project Update*, the World Bank, 2021

¹³⁰ *Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template*, the World Bank, 2021

¹³¹ *Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template*, the World Bank, 2021

¹³² *Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template*, the World Bank, 2021

¹³³ *Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template*, the World Bank, 2021

Outside enrolment, the project has incentivized the MoE to collect data on learning outcomes. This should improve their understanding of the quality of education in Jordan and the key challenges, which means these issues can be better addressed, with the hope that this would improve the quality of education for all children.¹³⁴ The project has also incentivized the MoE to complete an updated Geographic Information System which enables them to better manage the education system, leading to efficiency gains.¹³⁵ Finally, it has incentivized adoption of teacher professional standards and continued fundamental teacher performance reviews, improving the quality of teaching and thereby improving learning outcomes.¹³⁶

The project's impact on host communities will be further explored through the remaining stakeholder interviews, however due to the early status of the project, it is expected that progress will be challenging to measure in this Case Study.

Project impact on other groups

One benefit to other groups was raised in the project update: the reformulation of DLI5 has incentivized the MoE to identify and collect socioemotional data and release bi-annual reports. This focus on improving the school learning climate, strengthening psychosocial skills and reducing bullying should support all vulnerable children. This could include Jordanian children from disadvantaged backgrounds or children with disabilities, as well as other refugee children.

The Project Appraisal Document outlines how the project will strengthen the MoE's Gender Unit by mainstreaming gender through various activities, including:

1. Investment in training and certification of teachers on gender-specific modules;
2. The introduction of a socioemotional learning intervention seeking to address gender-based violence and discrimination (as well as other issues), and take into account gender considerations and specificities when handling incidences of violence;
3. Capacity building for the gender unit; and
4. Tailoring student assessments to allow for analysis of any gendered differences in attainment and performance.¹³⁷

Supporting Countries felt that while gender was integrated into the project's design, in practice it has been challenging to implement policies which address gendered barriers and issues. One Supporting Country representative said that the project is gender-blind, as no specific interventions target the barriers faced specifically by girls or boys. One stakeholder reported that while the MoE has some awareness campaigns relating to girls' education, as mandatory education stops at Grade 10, parents cannot be forced to send their daughters to school above this grade.

Supporting Countries also noted that due to the wider context of GoJ policies towards other refugees, it has been easier for Syrian and Iraqi refugee children to access schools, and harder for Yemeni, Somali and Sudanese refugee children. The particular attention paid to Syrian refugees through this project means there is less support for other refugee children.

¹³⁴ *Jordan Education Reform Support GCFF Project Update*, the World Bank, 2021

¹³⁵ *Jordan Education Reform Support GCFF Project Update*, the World Bank, 2021

¹³⁶ *Jordan Education Reform Support GCFF Project Update*, the World Bank, 2021

¹³⁷ *Jordan Education Reform Support P4R Project Appraisal Document*, the World Bank, 2016

Due to the early status of the project, it is challenging to measure the project's impact on other groups in this Case Study.

Project impact on supporting Benefitting Country deal with the influx of refugees

DLI4: Strengthened teacher preparation and management

According to stakeholders, the NTPS have been finalized and disseminated. This should improve teaching standards, for example, teachers will no longer be promoted based on the number of years they have been in the role. The achievement of this DLI demonstrates how the project has supported improvements to the education system, meaning it is better placed to cope with and support the influx of Syrian refugees.

DLI6: Improved physical environment in Jordanian public schools

Stakeholders reported that the MoE has updated and approved the legal framework to allow the transfer of school level maintenance and upkeep budget to schools. They reported that the GCFF funding provided a legal framework to allow funding to be transferred to schools. Monitoring of this DLI is planned for Spring 2021, if schools reopen.

The Progress Report states that the MoE developed the Education During Emergency Plan, with short, medium and long-term measures to minimize future school disruptions and strengthen the education system.¹³⁸ Measures include improving health and safety and WASH facilities in schools.

However, Supporting Countries reported that they were not aware of outcomes for this DLI yet in relation to the implementation of a maintenance system. It is also challenging to measure an impact of activities that have been carried out in relation to school maintenance as children are out of school. Further implementation is needed before this DLI can be fully assessed.

"There is still a need to have sort of a more uniform setup, guideline systems and an idea of how maintenance should be approached, and yes in just in general I think there's still a lot more to be done." - Stakeholder

Project impact on relationship between refugees and host community

DLI5 seeks to address issues around cohesion, and bullying and negative behavior to Syrian refugee children, which would benefit the relationship between refugees and host communities. The planned activities have not yet been implemented due to school closures.

Unexpected / other project outcomes

No unexpected or other project outcomes have been identified through the Case Study so far. Any additional outcomes identified through remaining interviews will be incorporated, but these are more likely to be revealed when further implementation has taken place.

Other challenges in meeting Development Linked Indicators

No further challenges in meeting the DLIs have been identified in the case study research.

Additionality of GCFF funding

Thus far there has been minimal evidence as to the additionality of GCFF funding due to minimal implementation, and minimal impacts observed. One stakeholder felt that without the GCFF, the project

¹³⁸ Jordan Education Reform Support GCFF Progress Report for Underlying Operation Template, the World Bank, 2021

would not have included such a focus on Syrian refugees; they felt that there would not have been a DLI on Syrian refugees specifically. Similarly, without GCFF funding, the GoJ may not have monitored educational outcomes for Syrian refugees and included them in its education priorities and reforms. Similarly, it may not have collected data on overall learning outcomes; this data can be used to make improvements to the education system.

One stakeholder felt that the World Bank's support with implementing policies, procedures and systems means the MoE is better placed to attract funding from other donors, as it increases their reliability and makes implementation of other programs easier.

Coherence with other funds and programs

As discussed in the Project Update, the Accelerating Access Initiative (AAI) in Jordan targets Syrian refugees' access to education.¹³⁹ As discussed under 'Coordination of actors involved', efforts have been made to ensure this project is aligned with the AAI to minimize duplication. The AAI reportedly has a broader scope and is not limited to Syrian refugees but also includes other vulnerable groups. The research carried out so far for this Case Study has not produced insights on the extent to which there was coordination or overlap between this project and similar projects, programs and funds.

The project PAD summarizes a range of programs and funds which complement this project in that they attempt to reduce the effects of the Syrian refugee crisis on the education system. This includes:

- The German Development Cooperation (Kreditanstalt für Wiederaufbau (KfW)), the United States Agency for International Development (USAID), and the EU are investing in school construction, expansion, and rehabilitation. This likely overlaps with DLI6: Improved physical environment.
- KfW, Canada Global Affairs, and the Foreign Commonwealth and Development Office (FCDO) are funding teacher salaries for the schools hosting Syrian refugee children running two shifts. Teacher salaries are not funded as part of this project, therefore there is minimal risk of duplication.
- Education partners such as UNICEF are providing non-formal education to Syrian refugees; non-formal education is not an aspect of this project which focuses on formal education, meaning there is minimal risk of duplication.
- United Nations Educational Scientific and Cultural Organization (UNESCO) is providing technical assistance to strengthen the education sector program and data systems. This may overlap with this project which also provides a range of technical assistance in these areas.¹⁴⁰
- USAID have projects building capacity among teachers, however these projects reportedly have less of a focus on Syrian refugee students.

Policy outreach and coordination

GCFF involvement in policy outreach

There is evidence that so far, the GCFF has been involved in policy outreach in Jordan in relation to the needs of refugees and host communities. The Project Update describes how the World Bank (in the role of ISA) met with MoE staff to discuss policy notes, for example on the impact of the COVID-19 pandemic

¹³⁹ *Jordan Education Reform Support GCFF Project Update*, the World Bank, 2021

¹⁴⁰ *Jordan Education Reform Support P4R Project Appraisal Document*, the World Bank, 2016

on potential loss of schooling and earnings.¹⁴¹ The World Bank team was also involved in ensuring the project is aligned with the Accelerating Access Initiative, which reportedly allowed for better policy dialogue with the GoJ.¹⁴²

Some Supporting Countries reported that the World Bank had advocated for policies seeking to improve enrolment of Syrian refugee children in formal education, in particular in relation to the documentation needed for children to enroll. The World Bank also reportedly encouraged the GoJ in their plans to broadcast distance education over TV, which is a more accessible format for Syrian refugee children and more deprived children than an online platform.

"We try to incentivize the government by including an indicator for the enrolment of Syrian refugee children and putting money behind it. We incentivize the MoE to ensure that more Syrian refugees are enrolled in the education system." - Stakeholder

Monitoring and evaluation

Project monitoring processes

The TTLs hold weekly meetings with the Ministry of Education to monitor implementation. They are also responsible for monitoring DLIs, performance, the program action plan and intermediate indicators. Continuous data is collected from the Education Management Information System and shared with TTLs. The MoE has contracted a third-party organization to verify the data and the Audit Bureau also carries out verification. Regular meetings are held to discuss and analyze data.

The program results areas and DLIs are reviewed every six months by an independent verification agency. This agency checks whether the MoE is correct in claiming to have achieved the DLIs, and only when this is verified can disbursement be made.

Effectiveness and efficiency of project monitoring

Overall, the extent to which project monitoring is effective depends on the monitoring and evaluation activities carried out by the MoE; the GCFF is dependent on these outputs rather than carrying out independent monitoring. However, the Case Study evidence collected thus far shows that it is the project monitoring framework which need refinement in order to reliably assess project progress and impact. As discussed, key indicators do not necessarily measure the additionality of the GCFF; for example, increased enrolment of Syrian refugee children into formal education has also been supported by the Accelerated Access Initiative and other programs. The addition of more specific outcomes is needed, including data on refugee outcomes beyond enrolment such as access to distance learning, retainment in education, and qualification outcomes.

As with elements of implementation, project monitoring has been affected by school closures. Many of the verifications of the DLIs need to take place in schools. Even when students return to school, monitoring will need to take into account that students are under unusual circumstances. The COVID-19 pandemic also affects the usefulness of indicators; for example, student enrolment data does not provide an indication of whether students are accessing remote education options.

¹⁴¹ Jordan Education Reform Support GCFF Project Update, the World Bank, 2021

¹⁴² Jordan Education Reform Support GCFF Project Update, the World Bank, 2021

Conclusion

Extent to which the project has achieved its objectives and met the needs of host countries and refugees

The enrolment of children in formal education, including Syrian refugee children, is a positive outcome. However, as discussed, progress cannot be fully attributed to this project as there are several other programs seeking to increase enrolment, and this indicator is less indicative of access to education when schools are closed.

Where the project has led to the MoE monitoring educational outcomes, including those for Syrian refugee children, this is likely to improve understanding of the issues, and aid the implementation of reform. Similarly, the integration of Syrian refugee children in education reform policy is more likely to improve the access and quality of education received by these children. Where implementation has taken place, there is evidence of objectives being met: the dissemination of National Teacher Professional Standards is likely to improve the quality of education for all, and better support the resilience of the education sector. Similarly, updating the Geographic Information System better enables the MoE to manage the education system, again improving its resilience.

There is no other evidence of outcomes at this stage due to implementation not having started or being at the initial stages for the other activities. Further implementation will allow for improved assessment of outcomes.

Lessons learnt and best practice

Key lessons learnt and best practice identified through this Case Study include:

- Amendments to the project monitoring framework are needed to ensure this better assesses the impact of the project in relation to each target audience. These need to factor in the impact of other programs working in this area.
- The project has been effective in encouraging the GoJ and MoE to include Syrian refugee children in their policies and system reforms, and to monitor outcomes for these children.
- More broadly, the project has encouraged monitoring of learning outcomes, which is likely to influence future education reforms.
- The project has not sufficiently paid attention to gender and needs to ensure that the gendered barriers faced by girls and boys are understood and addressed.
- Technical assistance and MoE increased resources to make procurement processes more effective are likely to speed up implementation of reforms aiming to make important improvements.
- In-country presence of the TTLs is needed for effective stakeholder engagement and regular communication with partners which is key to effective and efficient implementation.
- Additional financing can be an effective tool to respond to lessons learned and key contextual changes; however, sufficient scrutiny by stakeholders is needed to ensure the changes support sustainable outcomes and impacts.

Appendix 3: Case Study Report – Improving Quality of Healthcare Services in Colombia

Introduction

This Case Study reviews in detail the *Improving Quality of Health care services and Efficiency in Colombia Program* (henceforth ‘the project’). The table below provides an overview of its key characteristics.

Table 17 Overview of the Improving Quality of Health care services and Efficiency in Colombia Program

| Country | ISA | Total Project cost (USD) | GCFF Contribution (USD) | GCFF Contribution | Date approved | Sector |
|----------|----------------|--------------------------|-------------------------|-------------------|---------------|--------|
| Colombia | The World Bank | 187,600,000 | 37,600,000 | Medium | 1/7/2020 | Health |

Source: GCFF Progress Report submitted to Coordination Unit 3/2/2021

Focus of this Case Study

- Given the early stage of the project’s implementation, assessing early indications of impact against most of the project’s objectives is difficult. Desk research conducted, however, identified two key interventions where the likelihood of observing impact in the Case Study was greatest. These interventions were explored within this Case Study through further desk research, as well as primary data collection (see below) to assess the strength of the direct link to migrants and host communities. These two interventions are namely:
 - Registration of Venezuelan migrants (DLI 4) – Venezuelan migrants affiliated to the mandatory health insurance through the social security system (Colombian General System of Social Security in Health, *Sistema General de Seguridad Social en Salud*, SGSSS).
 - Capacity building for those involved in registration of migrants (DLI 1) – Capacity building activities have been undertaken with employees of Departmental Health Secretaries (*Secretarias de Salud Departamentales*) and Municipal Health Secretaries (*Secretarias de Salud Municipales*) in order to increase their ability to support Venezuelan migrants in registering for mandatory health insurance through the social security system. This is an important prerequisite for registration of Venezuelan migrants.

Methodology and Data sources

Key stakeholder interviews

Within the scope of this Case Study, eight interviews with key stakeholder involved in the implementation and design of the project have been conducted. These stakeholders were representatives of the following organizations:

- The World Bank;
- The Colombian Ministry of Finance;
- The Colombian Ministry of Health and Social Protection;
- ADRES (*Administradora de los Recursos del Sistema General de Seguridad Social en Salud*);
- The national planning department (*Departamento Nacional de Planeación, DNP*);
- UNHCR; and
- The International Organization for Migration (IOM).

Furthermore, 5 in-depth interviews with representatives of Health Secretaries (Secretarías de Salud) were conducted. 4 of these were representatives of departmental health secretaries, and one from a municipal health secretary. The health secretaries were selected based on geographical spread and following World Bank recommendations to cover the five departments with the largest influx of migrants. The departments covered were Antioquia, Atlántico, La Guajira, Norte de Santander, as well as the municipality of Soacha close to Bogotá. Interviewees from the Health Secretaries were recruited by Ipsos Colombia and had all previously participated in a World Bank workshop related to the project.

All interviews were semi-structured, following a topic guide developed by the core evaluation team and conducted by a researcher from Ipsos Colombia. Interviews were conducted in Spanish (except in cases where the interviewees native language was English) and done remotely. Transcripts were translated into English and analyzed by the core evaluation team.

Focus group discussions

Two focus groups with project beneficiaries took place; one in Medellín and one in Bogotá. A sample of Venezuelan migrants was provided by the Venezuelan embassy. Ipsos Colombia was responsible for recruitment of participants. Participants received an incentive of 70,000 pesos for taking part.

Focus groups were conducted over Microsoft Teams software and facilitated by Ipsos Colombia. They were held in Spanish, and Ipsos Colombia provided translated transcripts to the core evaluation team for analysis. The table below shows some key focus group participant characteristics. An even gender split was achieved. Participants had on average arrived in Colombia a little over 3 years ago.

Table 18 Focus group participant characteristics

| | Total Participants | Gender split | Years in Colombia |
|--------|--------------------|--------------|----------------------|
| Bogotá | 5 | Female: 3 | Less than 1 year: 0 |
| | | Male: 2 | 1-2 years: 0 |
| | | | 2-3 years: 2 |
| | | | More than 3 years: 3 |

| | | | |
|----------|---|-----------|----------------------|
| Medellín | 7 | Female: 4 | Less than 1 year: 0 |
| | | Male: 3 | 1-2 years: 2 |
| | | | 2-3 years: 2 |
| | | | More than 3 years: 3 |
| | | | |

Source: Ipsos MORI

Document review

Documents reviewed for this Case Study are listed in the table below. Project document was shared with the evaluation team by the GCFF. National policy documentation and secondary data sources were identified via desk research or through key stakeholder interviews.

Table 19: Documents reviewed

| Category | Title |
|--------------------------------------|--|
| Project documentation | Global Concessional Financing Facility Annual Report 2019-2020, GCFF, 2021 |
| | Improving Quality of Health care services and Efficiency in Colombia Program Appraisal Document, the World Bank, 2019 |
| | Improving Quality of Health care services and Efficiency in Colombia Program Funding Request submitted to the GCFF December 2019 |
| | Improving Quality of Health care services and Efficiency in Colombia Program Progress Report for Underlying Operation Template, February 2021 |
| | Improving Quality of Health care services and Efficiency in Colombia Program Project Update, February 2021 |
| National Policy documentation | Documento CONPES 3950: Estrategia para la Atención de la Migración desde Venezuela, Consejo Nacional de Política Económica Y Social CONPES, 2018 |
| | External Assessment of Quality of Care in the Health Sector in Colombia, World Bank and IFC, 2019 |
| | Plan Nacional de Desarrollo 2018-2022: Pacto por Colombia, pacto por la equidad, Departamento Nacional de Planeación, 2018 |
| | Plan de Respuesta del Sector Salud al Fenomeno Migratorio, Ministry of Health and Social Protection, 2018 |
| Secondary data sources | Local Health System Sustainability Project, USAID, 2020 |

Migration from Venezuela to Colombia: Short- and Medium-Term Impact and Response Strategy, the World Bank Group, 2018

Migrants in Latin America: Disparities in Health Status and in Access to Healthcare, IDB, 2020

Source: Ipsos MORI

Project Background

Relevant country context

Colombia is the country receiving the highest number of migrants fleeing the socioeconomic and political crisis in Venezuela, hosting an estimated 70% of all Venezuelan migrants globally. The pressure on Colombia, and especially on the specific *departamentos* to provide the necessary public goods (including health care) is significant. The increasing migration flows resulted in various challenges that impacted on the financial sustainability of the health system. The collapse of the Venezuelan health system as well as the high proportion of socio-economic vulnerability within the Venezuelan migrant population are two factors contributing to a high number of individuals requiring urgent or acute health care and experiencing a large burden of disease. Furthermore, Venezuelan migrants tend to concentrate in frontier department where barriers to health services are already higher than average¹⁴³.

The health sector's response to migration had been identified as a key priority within the Colombian government and a roadmap has been developed to address this.¹⁴⁴ The Government of Colombia's 2018-2022 National Development Plan¹⁴⁵ (*Plan Nacional de Desarrollo*, PND) works to achieve "Health for all" and includes objectives such as improving quality and timeliness of care, as well as improve financial sustainability of the system. As part of this and informed by evidence generated by the World Bank 2018 report *Migration from Venezuela to Colombia*¹⁴⁶, affiliation of the regular migrant population to the SGSSS is defined as a necessary action to respond to the challenges caused by migration. While migrants were able to access emergency health care services, these are more costly than preventive health interventions would be. Access to health care and therefore to services such as screening and diagnostics would therefore reduce costs by reducing the need for such emergency interventions. It will also increase accessibility to vaccinations, thus reducing transmission of preventable diseases and thus lowering the burden on the health system overall.

Project description

The project's development objectives are:

- to support improvements in the quality of health care services; and
- to support improvements in the efficiency of the health system.

¹⁴³ Improving Quality of Health care services and Efficiency in Colombia Program Appraisal Document, the World Bank, 2019

¹⁴⁴ The Health Sector Response Plan for the Migration Phenomenon (Plan de Respuesta del Sector Salud al Fenomeno Migratorio, Ministry of Health and Social Protection, 2018) aimed to develop a roadmap to extending health services to migrants.

¹⁴⁵ Plan Nacional de Desarrollo 2018-2022: Pacto por Colombia, pacto por la equidad, *Departamento Nacional de Planeación*, 2018

¹⁴⁶ Migration from Venezuela to Colombia : Short- and Medium-Term Impact and Response Strategy, the World Bank Group, 2018

Another of the project's aims is to improve access to quality healthcare services for Venezuelan migrants by affiliating them to mandatory health insurance through the social security system. This will provide the migrants the same access to health care services as any Colombian citizen.

The project was presented to the GCFF in December 2019 and was approved for funding in January 2020. The total project cost is 187.6 million USD, to which the GCFF is contributing 37.6 million USD (20% of total budget). The remaining funding is provided by the World Bank. The loan was signed on November 30th, 2020 after being approved by the Congress of the Republic of Colombia. The project was declared effective on December 1st, 2020.

Project progress

The *Improving Quality of Healthcare Services and Efficiency in Colombia Program* is a Program for Results between the Ministry of Health and Social Protection in Colombia and the World Bank (the ISA).

The Ministry of Health and Social Protection is the implementing agency of the project and is responsible for high level coordination with the other actors involved in the project implementation. Specifically, the National Direction of Health Sector Financing (*Dirección de Financiamiento Sectorial*, DFS) within the MSPS is the technical and operational coordination unit for the project. This includes coordination with ADRES, who is responsible for the administration of the project resources that finance the operation of the mandatory health insurance system, with the DNP, who is responsible for validating progress against the DLIs, and the Ministry of Finance, which is the debtor and responsible for disbursements, as well as other entities within government and the health sector more widely.

The project began implementation on December 1, 2020. Prior to this, some activity had already been undertaken. DLI 4 required a pre-P4R action, namely the issuance of Decree 064, which happened before the project's start date and which introduced the right for migrants with a PEP, asylum seekers and Venezuelan migrants with visas, to become affiliated to the SGSSS.

Table 20 Results Areas and DLIs

| Results Areas | DLIs |
|--|---|
| Result Area 1: Improve the quality of health care services | <p>DLI 1: Updated and new regulations defining the processes and standards for the certification (habilitación) and accreditation of health care providers and for the accreditation of EPSs</p> <p>DLI 2: Incentives introduced in the payment system to achieve higher quality of care and efficiency</p> |
| Result Area 2: Improve efficiency in the health system SGSSS | <p>DLI 3: Efficiency gains in pharmaceutical expenditure as a consequence of pharmaceutical market regulatory policies</p> <p>DLI4: Number of eligible migrants affiliated to the SGSSS</p> |

Source: World Bank, 2021

As of December 21, 2020, six disbursement linked results (DLRs) had been achieved. These included publications of different (draft) decrees and resolutions, as well as publication of other documents. Furthermore, DLI 4, which denotes the migration component of the project, had reached 70% completion as 179,090 eligible migrants had become affiliated to the SGSSS as a result of this project.

Several intermediate results have already been achieved. These include the publication of (draft) policy documents and of analysis outputs. Furthermore, trainings and capacity building activities have also begun. These include training activities for municipalities' and departments' health and social services to prevent, address and protect women against gender-based violence, training and capacity development to local entities on migrant enrolment, as well as wider capacity training to strengthen the sector's ability to address some of the challenges related to the Venezuelan migration.

The Progress Report submitted to the GCFF Coordination Unit dated February 3rd, 2021 rates progress towards achievement of the project's objective as well as overall implementation progress as satisfactory.

Challenges in project progress

One challenge the project faced shortly after receiving approval from funders was a delay due to approval by the interparliamentary commission. The alignment of this project to a separate but complimentary project by the IADB (discussed further below) additionally complicated the pre-implementation process somewhat, as there was some disagreement over the indicators as well as the auditing process that needed resolving and held progress up.

The COVID-19 pandemic has greatly exacerbated the need for the project, both to deal with people being infected and requiring emergency care, but furthermore also with an eye on the roll-out of a vaccination program. For such a program, having as many migrants as possible affiliated with the health system is key. However, the COVID-19 pandemic has caused delays to several project activities. For example, approval and publication of a regulation for training health care personnel in continuous quality improvement had been delayed.

Some issues at the local level have also caused problems with implementation. Inadequate infrastructure in certain areas (such as no internet connection) prevents affiliation of persons through the transactional system. Moreover, knowledge about the new regulation governing affiliation of migrants to the system was identified as a barrier by various stakeholders including representatives of the Health Secretaries and by migrants. This lack of knowledge and understanding of the process of affiliation is present both within the migrant population. Focus group discussions highlighted the confusion of many Venezuelan migrants over how the Colombian health care system functioned, which documents were required for affiliation and what benefits would result from affiliation that many grappled with. The migrants consulted distinguished between becoming affiliated through or with the help of their employers, which was deemed easier and straightforward, versus affiliating as an independent person, which was often burdensome and complex. Furthermore, stakeholder consultations and focus group discussions also revealed that migrants often encountered issues when engaging with health care providers during the affiliation process, as these were themselves not clear on the process and which documents were required, resulting in complications for migrants.

To respond to this, the provision of trainings to territorial officers, as well as to health insurance companies, in the process of affiliation for migrants has been facilitated by the government. Furthermore, Health Secretaries work closely with various NGOs and other actors in the field to improve outreach and communication.

Another challenge to the project's progression relates to the mobility of the migrant population and the issue of identifying those which have arrived in the country without proper registration. The process requires the affiliated person to remain in the municipality in which they are registered and check in with the Health Secretariat every four months (or to make any move to another municipality known), otherwise they become unenrolled. A lack of knowledge about this, as well as the bureaucracy involved, means that in practice this can create a circle of re-enrolling users every time they require medical attention.

Relevance

Alignment with the Benefitting Country's needs

The *Improving Quality of Healthcare Services and Efficiency in Colombia Program* has been developed in alignment with and reflects the priorities of existing national policies. The project represents a continuation of Colombia's efforts to improve the accessibility (as well as the quality) of its health sector to Venezuelan migrants (outlined above).

"The health project is a project that basically aims at improving the efficiency of health insurance spending, so the efficiency of public spending is clearly an objective of the national development plan and also improving the quality and coverage of health spending and the provision of health services to the entire population is an objective of the national development plan and is very aligned with the migration policy because, precisely one of the greatest needs of support required by the migrant population is health care." - Stakeholder

Developments since the project's genesis, namely the COVID-19 pandemic and the Colombian government's issuance of a temporary protection regime granting Venezuelans 10 years of legal status, have only increased the relevance of this project. As a significant number of migrants are expected to achieve regular status and are thus eligible to become affiliated to the SGSSS, improving the quality and the sustainability of the health sector, as well as improving accessibility to health services for migrants, becomes even more crucial.

Coherence with other funds and programs

By aligning with the National Development Plan and Colombia's broader strategy on health and migration, the project is fitting in with wider initiatives and ensuring complementarities. Synergies have been created with some operations in the region, but scope for closer alignment with other initiatives exists.

The Project Update submitted to the GCFF in February 2021 stated that *"coordination with international cooperation agencies (multilateral and bilateral), NGOs, and media has proved to complement efforts towards the affiliation of migrants, in activities such as communication campaigns, webinars, online courses, workshops and financing consultants who work at local level"*. An example of this is the alignment with the separate but complimentary operation financed by the IADB, which was developed alongside the project¹⁴⁷. This operation also has a focus on improving the efficiency and supporting the financial sustainability of the SGSSS and includes a component to support the enrolment of regularly registered Venezuelan migrants in the SGSSS. The government worked closely with both banks at the same time to ensure alignment and complementarity and to avoid duplications. In addition to ensuring alignment during the project design phase, this is achieved through the use of the Unified Database of Affiliation (*Base de Datos Única de Afiliados*, BDUa) provides a unique identifier for each enrolled individual.

¹⁴⁷ The IADB operation is not operative yet.

USAID, through its Local Health System Sustainability, is also actively supporting the Colombian government in its efforts to integrate Venezuelan migrants into the health system. Representatives of the Health Secretaries referred to this operation as they received training through it on the affiliation process. However, project documents, such as the Project Appraisal Document, do not mention this operation, indicating a lack of collaboration and a loss of potential synergies.

This shows a certain disconnect of the GCFF's activity in the region from other actors, which stakeholders have attributed to be due to a lack of awareness and communication. Representatives of the IOM and the UNHCR report a low level of knowledge about the activities being carried out as part of the Improving Quality of Health care services and Efficiency in Colombia Program. The UNHCR in particular noted a very low and intermittent level of involvement in the project, having not been consulted in the design or drafting of the project's proposal. Apart from a coordination meeting organized by the World Bank, external stakeholders reported little to no effective coordination.

"Coordination with other actors appears to have been something of an afterthought." - Stakeholder

Given its role as observer to the GCFF, the UNHCR feels that the experience in and knowledge of the region could be highly beneficial for GCFF-funded projects, including in terms of ensuring alignment and synergies.

Additionality of GCFF funding

Conception of the Improving Quality of Healthcare Services and Efficiency in Colombia Program (including the focus on migration and affiliation of eligible migrants to the health system) pre-dated consideration of applying to the GCFF for funding. The government of Colombia identified the alignment of its project with the GCFF's objective and as a result decided to pursue a funding request. However, as stated by a representative of the Colombian government, other sources of financing would have been used, as significant other funding was available at the time to support the government of Colombia on this issue.

"Regardless of whether the GCFF came in or not, we were going to do it." - Stakeholder

However, other stakeholders acknowledged the role that having part of the loan as concessional financing played in making incentivizing the inclusion of pro-refugee components.

Effectiveness and efficiency of funding requests

The funding request for the *Improving Quality of Health care services and Efficiency in Colombia Program* was handled effectively, as the funding application process enabled the sharing of sufficient information to the Steering Committee to make an informed decision. The funding application process was mostly deemed efficient by stakeholders.

The project's funding request was submitted to the GCFF coordination unit on the 13th of December 2019. The funding request was approved by the GCFF's Steering Committee on January 7th, 2020, 25 days after submission. The full funding request was met, and the process was described as straightforward by stakeholders, and overall was considered to have been efficient and effective. One aspect of the process stakeholders found inefficient was the fact that confirmation of the allocation of the loan, as well as confirmation of the amount, only came very late in the process. This created uncertainty for the Benefitting Country as well as any potential co-financers.

The project had already been presented to the Steering Committee meeting in September 2019, but at that point had not submitted for virtual no-objection approval. The applicants also submitted a short note

alongside this. Both representatives of Supporting Countries, as well as representatives of the Benefitting Country valued this approach as allowing for more informal dialogue and feedback and the chance to clarify questions before having to decide.

“Having the possibility to share with the coordination unit our initiatives in advance, in a very rough, earlier stage, is very useful because they help us to really build a good case.” - Stakeholder

This could be a positive factor contributing to the funding request being approved in an efficient manner – a lack of sighting of projects before their submission to the Steering Committee was raised as an issue for a number of other projects, contrasting with the approach taken here.

Coordination and collaboration

Support from the ISA

The World Bank, in its role as ISA, has efficiently and effectively supported the Benefitting Country both in the preparation phase of the project, as well as in the implementation phase so far. Stakeholders at the Benefitting Country level expressed their satisfaction with the current set-up of the collaboration between the Bank and the government as this provided the necessary support needed to help ensure successful planning as well as help access funding.

The World Bank as ISA has undertaken several measures to leverage its existing operations to create synergies with the project.

The previously mentioned opening of a four-year international senior specialist position in the country office is one example of the World Bank leveraging its existing operation, as this position also deals with related engagement in the health sector. The World Bank further helped finance a position in the Ministry of Health to focus specifically on migrants and ensure better coordination of all actors working on this issue. The World Bank also contributed to an observatory of migrants and health.

While this is the first World Bank lending operation in the Colombian health sector in over 25 years,¹⁴⁸ the project is aligned with its Country Partnership Framework and the Colombia Performance and Learning Review. Several stakeholders involved in the project design and planning process have highlighted the influence of World Bank research in this area, reflected as well in the repeated referencing of the role of both the *External Assessment of Quality of Care in the Health Sector in Colombia*¹⁴⁹ carried out by the Bank and the International Finance Corporation (IFC) and the assessment of the impact of migration in Colombia and response strategies¹⁵⁰ in the Project Appraisal Document. Specifically, the DLIs of this project are direct responses to the gaps identified in the World Bank and IFC’s 2019 assessment. The Bank also conducted technical work on costing of benefit packages for maternal and child health.

While the project was developed by the Benefitting Country government, ISA support during the design phase was deemed crucial by stakeholders. The Ministry of Health and Social Protection approached the World Bank to prepare a loan for the project. The World Bank was also critical in introducing the idea of approaching the GCFF for funding and leading early conversations to gauge interest and move things forward.

¹⁴⁸ Improving Quality of Health care services and Efficiency in Colombia Program Appraisal Document, the World Bank, 2019

¹⁴⁹ External Assessment of Quality of Care in the Health Sector in Colombia, World Bank and IFC, 2019

¹⁵⁰ Migration from Venezuela to Colombia : Short- and Medium-Term Impact and Response Strategy, the World Bank Group, 2018

As explained by stakeholders, the fact that this project was a P4R, a new financing tool for Colombia, meant that additional support was needed, and the World Bank – as well as the IADB – had specific manuals to guide the process and additionally were able to provide expert consultants to help. The support provided by the World Bank as ISA was identified as a key success factor by Benefitting Country representatives.

“Having a development bank as a channel is a very good thing because it helps the countries to really present good-quality initiatives, and it helps to also give to the donors tranquility that the resources are going to be executed with very good standards and high-quality standards.” - Stakeholder

However, stakeholders raised issues a lack of continuity in the World Bank team supporting the Ministry. A new person on the ISA side was introduced part way through the development of the operational manual. As their contextual understanding was less, this resulted in “basically a reprocess”.

Throughout the implementation of the project, the World Bank continued to actively provide support to achieve the intended results, as well as on aspects including monitoring and evaluation, audits and procurement for example.

Support from other GCFF stakeholders

Stakeholders also cited a good relationship and good communication with the GCFFs Coordination Unit and the Steering Committee as helpful in the run-up to the funding request. As pointed out by stakeholders, both sides are accommodating, responsive and work together to tackle any administrative challenges that may arise and are ready.

“We have a very fluid relationship with them (the GCFF), the donors are very open to meet when we need them and the coordination of the GCFF works quite well.” - Stakeholder

There is no evidence of support from GCFF stakeholders other than the ISA in the project implementation process (discussed below).

Coordination of actors involved

Engagement with other GCFF stakeholders (such as the UNHCR and the UNDP as observers, as well as other donor countries) has been limited due to a lack of coordination. Interviewees felt specifically that the UNHCR's and the IOM's involvement in the planning and design of the project had been very limited, and that communication and dissemination of information regarding the project was insufficient. Greater involvement of these parties could lead on the one hand to better alignment and better use of synergies with other regional projects, and on the other hand, stakeholders felt that they had valuable experience and know-how they could contribute to project design and implementation.

Coordination between the different actors at the national level involved in the implementation of the project (namely the Ministry of Health and Social Protection, the DFS, the Ministry of Finance, ADRES and the DNP) has worked well so far, as identified by the Project Update submitted to the GCFF in February 2021. Articulation and frequent interaction between the different governmental agencies, territorial authorities and health insurance companies have been identified as important to ensure this. Importantly, the fact that several government entities are involved and working together in this project has been identified by stakeholders as a key driver of the GCFF's decision to grant funding to the project. It showcases that there is a unified leadership and a clear direction of travel, key factors necessary for successful implementation, but also sustainability of the project and its broader aims.

"It was really like a sort of cross-government presentation and sort of one presentation between World Bank and government, and I think that that's made a very strong case for the GCFF to support this work." - Stakeholder

The World Bank also played a role in leveraging and coordinating collaboration with other funders in the field. In addition to funding from the World Bank and the GCFF, further resources for technical assistance were provided by the State Peace Building Fund, to the amount of approximately half a million USD. This funding was intended to support the capacity building component of the project to help train health workers in the affiliation process and resulted in the creation of a migration-health specific sub-cluster within the MSPS's coordination mechanism.

Furthermore, the World Bank as ISA coordinated with the IADB during the project's conception and design phase, as well as during implementation to ensure the two operations are aligned and complimentary.

Outcomes and impacts

Given the fact that the loan that is funding the *Improving Quality of Health care services and Efficiency in Colombia Program* was only signed on November 30, 2020 and declared effective on December 1, 2020, many results have not been achieved yet, and it is too early to fully assess the impact of the outcomes that have already been achieved.

Project impact on supporting the Benefitting Country to deal with the influx of refugees

The GCFF's financial support fully responds to a critical financing need of the Benefitting Country and therefore fulfils its objective to "support middle income countries impacted by the influx of refugees through the provision of concessional financing and improved coordination for development projects addressing the impact of the influx of refugees".

As explicitly stated in the GCFF funding request, both of the project's results areas are promoting and supporting interventions that aim to enable the Government of Colombia, through the Ministry of Health and Social protection, to better respond to the challenges and address the pressures generated by the influx of migrants from Venezuela. The influx of migrants from Venezuela has put a particularly big strain on Colombia's health system. The obligation of the Colombian government to cover part of the costs of people in the subsidized system means that the increase in people affiliated with the system (although it is acknowledged that a share of these will become part of the contributory system) leads to an increase in fiscal burden.

"These resources are extremely useful because they contribute to finance that additional effort that in other circumstances we would not have to face." - Stakeholder

Moreover, affiliation of Venezuelan migrants with the SGSSS may incur additional expenses in the short term; however, it is envisaged that this will reduce costs that would otherwise have accrued in the long term, as access to services such as screening and diagnostics decrease the likelihood of complications that could overburden emergency care and potential long-term health implication and accessibility to vaccinations reduces transmission of preventable diseases.

In addition to the financial resources supporting Colombia's ability to respond to the migratory influx by covering part of the arising costs, technical assistance as part of this project furthermore is expected to help the government by building capacity and know-how. In particular, as part of this P4R, technical assistance will be provided by leading health experts and academics from the Netherlands, where the

health system is similar.¹⁵¹ Furthermore, several capacity building elements of the project (including training activities for municipalities' and department's health and social services professionals in terms of gender-based violence, training and capacity development to local entities on migrant enrolment, as well as wider capacity training to strengthen the sector's ability to address some of the challenges related to the Venezuelan migration) further help the Benefitting Country deal with the influx of refugees.

GCFF funding provided to this project therefore supports the Benefitting Country in dealing with the impact caused by the influx of migrants. One stakeholder interviewed reported that the formulation of several migration-focused objectives and indicators, most importantly DLI 4: "Number of eligible migrants affiliated to General Social Health Insurance", actively supported and strengthened national pro-refugee policy developments. As funding was tied to achieving these objectives and indicators, this provided leverage to ensure implementation.

However, the GCFF's contribution to the overall project is comparatively small (20% of the overall project costs, with the remainder being funded by the World Bank). This makes attribution of any future results to the GCFF alone difficult.

Key enablers to outcomes and impacts

Alignment of the project's aims and objectives with the aims and objectives of the Colombian government's strategies and policies in addressing the migratory influx has been highlighted by stakeholders as beneficial. The two work in tandem to create momentum for each other, as the Improving Quality of Health care services and Efficiency in Colombia Program's conception was a continuation of the government's strategies and policies, while stakeholders also noted the influence of the project to accelerate further policy development in terms of enabling affiliation of migrants to the SPSSS.

Key barrier to outcomes and impacts

As noted by one stakeholder, the financing provided by the GCFF covers only a small portion of the expenses the government of Colombia faces. Financial constraints, heavily exacerbated by the current COVID-19 pandemic, could be a barrier to any impact should funding prove to be insufficient. Focus group participants described their experience with the Colombian health care system as difficult due to stretched capacity, resulting in long waiting times and only receiving care in cases of acute urgency. As needs to be stated, affiliation in itself does not result in improved access to healthcare if the underlying system cannot grant that accessibility.

Project impact on refugees

One of the project's main aims is to improve the access to quality healthcare services for migrants. The project sets out to affiliate 225,250 migrants to the mandatory health insurance through the SGSSS, which will provide them with the same rights in terms of access to healthcare services as any Colombian citizen.

As of December 2020, a total of 179,090 eligible migrants have been affiliated to the health system under the project.¹⁵² Further data provided through consultation with Health Secretaries also revealed an increase in the number of affiliated migrants in the first couple of months of 2021.

This means they are able to access the full range of services and technologies provided to ensure the right to health, making health care more comprehensive by preventing, alleviating, and treating diseases and

¹⁵¹ Improving Quality of Health care services and Efficiency in Colombia Program Appraisal Document, the World Bank, 2019

¹⁵² An additional 158,815 migrants have been affiliated under the complementary IADB operation.

facilitating rehabilitation. Improved access to services such as screening and diagnostics decreases the likelihood of complications that could result in emergency care or long-term health problems and improved accessibility to vaccinations will reduce transmission of preventable diseases. The SGSSS also provides its affiliates with financial protection if they are in ill health, thus decreasing vulnerability. A specific example of this was shared in a focus group discussion with migrants when one participant recounted being able to seek treatment of an injury and take sick leave due to being affiliated.

“The impact seen from the migrant's point of view is the possibility for that person to have access to all the services of the benefit plan of our health system and obviously to be able to receive the treatments he/she needs.” - Stakeholder

Migrants in focus group discussions have reaffirmed these positive benefits of affiliation. Several mentioned the ‘peace of mind’ affiliation gives them, as they know that in the case of an accident or illness, they would not incur devastating financial costs. One participant in a focus group discussion with migrants shared the example of her mother who suffers from hypertension. They only went to the hospital when she had very high blood pressure in April 2021, avoiding it previously because of the fear of high costs. Once there, the hospital initiated the affiliation process, and as a result the mother has now already set up appointments to treat her condition.

Given the current situation of the COVID-19 pandemic, affiliation with the health care system has greatly increased in importance, as it will facilitate the inclusion of Venezuelan migrants in the national vaccination program.

“I believe that the main effect that we could see right now, and I am going a little outside the goals themselves, but the main effect that we can see at the moment, is that the population that is insured, both in the subsidized regime and the contributory regime, now enter the vaccination plan and it is easier to follow the person to be able to monitor the whole vaccination part.” - Stakeholder

A further positive impact of the project is one that is not directly intended to be achieved through the project activities, but rather a side-effect of its very existence. As noted by stakeholders, the fact that DLI 4 required a pre-P4R action (issuance of Decree 064 which mandates local authorities to identify (amongst other groups) Venezuelan PEP holders who do not have the capacity to participate in the contributory regime to become affiliated with the SGSSS's subsidized regime) means that the changes introduced as part of this GCFF funded project and the expected impacts for the migration population can be expected to remain in place in the future. As explained by stakeholders, this leaves the migratory issue less in the hands of individuals willing to push for it, but rather marks it as a national priority that unifies the different actors within government and ensures continuity despite potential personnel reshuffles. The Government of Colombia granting Venezuelan migrants a 10-year temporary protection status further strengthens this development.

“The great added value for the migrant population is that it mitigated this problem of change or personnel turnover in the Ministry, because when there was an explicit commitment of compliance subject to the resources, [...] it left a work plan that allowed internal policies to be defined within the Ministry to comply with the indicators for the migrant population.” - Stakeholder

Key enablers to outcomes and impacts

A key driver in achieving these outcomes, and especially in achieving these quickly, is the framing of the project as a P4R. Tying the disbursement of funding to the issuance of a decree allowing for the affiliation of Venezuelan migrants with a PEP made this decree a priority action.

"In the issuance of the decree, I believe that part of the result of this need to start affiliating more quickly by the migrant population, [...] because the affiliation of the migrant population is this indicator that allows the disbursement of the GCFF resources." - Stakeholder

A further key enabler has been mentioned in the project update submitted to the GCFF in February 2020. It states that "interaction with migrant associations has enabled authorities to receive feedback in the process of affiliation, particularly to identify barriers". Coupled with the project's intervention to build capacity and sensibilization of health workers in relation to migrants' issues, this can be expected to contribute to the project being able to overcome such barriers and generate the anticipated impacts.

Key barriers to outcomes and impacts

The realization of these anticipated impacts hinges on the premise that Venezuelan migrants are becoming affiliated with the system and are engaging with the system in the intended way. Several barriers have been identified that could pose a risk to the validity of this assumption.

Ensuring that both the health care providers, health workers, territorial authorities etc., but also the migrant population have sufficient and correct information about the benefits, the requirements and the process of affiliation is very important and has proven challenging in the past (as discussed previously). An aspect of this is also xenophobia, as mentioned in the Project Update submitted to the GCFF in early 2021 as well as in stakeholder interviews. This can lead to either discouraging or hindering of migrants' ability to access the health care system through affiliation.

Barriers of a technical nature have also at times prevented the process of affiliation to move forward smoothly. This includes infrastructural problems (such as a lack of internet connectivity) at the municipal level that prevented access to key databases and registers. Addressing these, as well as ensuring that the technical aspects of the system are running smoothly, are important considerations to limit future risk.

Project impact on host communities

The *Improving Quality of Health care services and Efficiency in Colombia Program's* project development objective is to support improvements in the quality of health care services and in the efficiency of the health system. Furthermore, the specific migration-focused component to the project (see above) is also anticipated to have a positive impact on host communities as the benefits to public health (such as for example through a reduction in spreadable diseases) will be felt by everyone.

Colombians will be able to benefit from improved health care services that the quality-focused results area is intended to bring. Achievement of DLI 1 (Percentage of women with breast cancer detected in early stage), DLI 2 (Incentives in the payment system to achieve higher quality of care and efficiency), and DLI 3 (Efficiency gains in pharmaceutical expenditure as a consequence of pharmaceutical) will all result in positive impacts to the whole of the Colombian population. While no progress has been noted so far against DLI 1 and DLI 2, the February 2021 Progress Report shows that COP 800 billion (USD 220 million) in efficiency gains have already been achieved with new regulations in the pharmaceutical market. Other intermediate results the project strives towards (such as issuing regulation for training health care

personnel in continuous quality improvement or setting interoperability standards for electronic health records developed and implementing them in priority regions) are also expected to have a positive impact on the overall quality of care for all Colombians.

"All the sources that leverage health assurance are extremely valuable and will contribute to the wellbeing of the country's population and particularly in this case of having access to timely health services, which at this juncture of the pandemic is essential for the person to feel safe." - Stakeholder

In particular, a positive impact on the quality of health care is expected to manifest itself for host communities in rural areas and frontier areas. Both quality of health care and accessibility of health care are lower in these areas. This, coupled with the fact that a large portion of the Venezuelan migrant population is concentrated there, makes them a priority area for several of the interventions. Furthermore, the intermediate result to update regulation of use of telemedicine to improve access to quality care aims to increase accessibility in those areas. This regulation has been updated through the issuance of Resolution 2654 in 2019, which establishes provisions for telehealth and parameters for the practice of telemedicine in the country. However, there is no evidence as of yet on the extent to which this has impacted accessibility to health care.

Furthermore, this project contributes to a reduction in fiscal pressure generated by the health care system. Efficiency gains such as the ones resulting from the new regulations in the pharmaceutical market which will enable the health system to keep functioning, as well as reduce the risk of budgetary cuts affecting other areas such as education for example. Furthermore, better quality health care system will lead to lower costs and contribute to the long-term financial sustainability of the system.

DLI 4 (Number of eligible migrants affiliated to health insurance scheme) also contributes to the sustainability of the Colombian health system and is further expected to coincide with several long-term benefits. Firstly, affiliating more migrants to the mandatory social security system increases efficiency by increasing the pools of risk and resources and has several benefits for public health. Accessibility to health care will also mean an increased access to services such as screening and diagnostics, decreasing the likelihood of complications that could overburden emergency care. It will also increase accessibility to vaccinations, thus reducing transmission of preventable diseases. Secondly, the GCFF's support to cover part of the resourcing required to finance the provision of health care to the migrant population helps avoid a potential collapse of public facilities providing these services.

Key enablers to outcomes and impacts

Due to the nature of the project and the passive role of the host community in being able to benefit from the intended outcomes, manifestation of the anticipated positive impacts for them is dependent on the various interventions of the project to be implemented smoothly and having the desired results.

The granting of the temporary 10-year protection status will drastically increase the number of Venezuelan migrants eligible to become affiliated with the health system. The capacity-building components of the project, as well as the project activities the project that work towards improving the system of affiliation, are therefore of particular importance for the near future, as they will contribute to the system being able to cope with an increase in demand.

Key barriers to outcomes and impacts

Due to the nature of the project and the less direct role of the host community in being able to benefit from the intended outcomes, no specific barriers have been identified.

Project impact on other groups

The impact of the project (affiliation with the SGSSS and therefore access to health care) has been divided relatively evenly between men and women (52.6% and 47.4% of affiliated respectively). When it comes to migrants provided with health care services in 2020, almost 70% were women. A significant percentage of those migrants having become affiliated through the GCFF-funded project are children and youth migrants – 31% are between the ages of 0 and 26 – and they make up two-thirds of migrants with health care services in 2020¹⁵³.

The project includes certain components and indicators that are specifically targeted at women. The project aims to increase the number of screenings and detections of breast cancer and has as one of its intermediate results indicators in the Results Area Quality “Percentage of women 50 - 69 years of age screened for breast cancer according to defined protocols”. The target set is 30%. However, as per the Progress Report submitted to the GCFF in February 2021, no action has been undertaken, and the percentage of women aged 50-69 years that were screened for breast cancer according to defined protocols remained the same as at the project’s inception (at 21.2%).

The project also contains a specific gender-related project area by introducing an intersectoral mechanism to respond to gender-based violence. The intended target is to introduce this mechanism in 70% of all municipalities. According to the Progress Report submitted to the GCFF in February 2021, activities to work towards this goal are underway. The process of evaluation, operation and functioning of the 32 departmental committees and the five district committees is currently being carried out, but no change in the percentage of municipalities with an intersectoral mechanism to respond to gender-based violence in place has been noted, which remains at 55%.

Disagreements emerged in interviews about whether the inclusion of a gender-focused component constitutes a gender-based approach. While World Bank representatives indicated so, other stakeholders disagreed. They found that the inclusion of indicators or a topic area alone did not mean the whole project had followed a gender-based approach, as this would mean to include consideration of gender in all aspects of the project from the outset. The fact that indicators are not disaggregated by gender supports this notion that a gender-based approach was lacking.

“There is no explicit or specific consideration of gender, because it is designed for all.” - Stakeholder

Migrant women face particular barriers in terms of accessing health care (such as lack of information and awareness, poor mental health (often resulting from trauma), or increased vulnerability) as well as special medical concerns (particularly the need for reproductive health care services)¹⁵⁴. A lack of a gender-based approach could therefore increase the risk that the project’s benefits may differ between men and women, to the detriment of the latter.

¹⁵³ Improving Quality of Health care services and Efficiency in Colombia Program Project Update, February 2021

¹⁵⁴ Migrants in Latin America: Disparities in Health Status and in Access to Healthcare, IADB, 2020

In addition to gender, stakeholders have pointed out that age and diversity issues have not been considered specifically as the project has not incorporated an AGD (Age, Gender and Diversity)-approach and therefore risks inadvertently excluding vulnerable groups.

Project impact on relationship between refugees and host community

The project is expected to contribute to improve the relationship between the Venezuelan migrant population and the host communities.

It contains an intervention to “develop a plan for capacity building and sensibilization of health workers in receiving areas to migrants’ issues, including the cultural adaptation of responses to binational indigenous groups, and population included under the Psychosocial care and comprehensive health care program for victims (PAPSIVI)”. Stakeholder consulted felt that this contributed to changing the perception of migrants amongst those who were in charge of affiliating them. As explained by one stakeholder, these trainings were helping to stop the representation of migrants in the health system as a cost and instead promoted the benefits and importance of such affiliation for development. Representatives from the Health Secretaries expressed their appreciation for these trainings and stated that they prompted reflection on the issue of xenophobia. However, they also stated that additionally a recap on both the existing regulation, as well as training on contextualization of the victim population would be prudent.

This issue of perception and lack of information about the details of Decree 064 led to the launch of several communicative and sensibilization campaigns, particularly at the local level. These serve to inform communities and public officers of the benefits of affiliation, including the benefits for public health.

Policy outreach and coordination

GCFF involvement in policy outreach

Several of the DLIs of this project concern issuance of regulations and decrees. Most notably, Decree 064, issued January 20th, 2020, introduced the possibility for Venezuelan migrants with a PEP to become affiliated to the health system. The issuance of decree 064 was a P4R prior action, required to allow DLI 4 (Number of eligible migrants affiliated to health insurance scheme) to be achieved. While there is acknowledgement amongst stakeholders that this policy change would have likely happened with or without the GCFF’s funding (as it was the culmination of a continuous development in that direction), the project itself, by being framed as a P4R-loan, is thought to have helped speed things along and create greater urgency to ensure affiliation of migrants was happening quickly and in a successful way. Therefore, the GCFF – by helping the loan become a reality – played an important role, nevertheless.

“I think the presidential decree for the affiliation of migrants [...] would have happened, regardless but maybe not as fast [...]. I think the GCFF, has played an important role in making it happen, [...] maybe actually our loan would not have happened at all, if not for the GCFF because that’s made the financing so much more attractive.” - Stakeholder

The Government of Colombia’s move to grant temporary protection status to Venezuelan migrants for 10 years can furthermore be seen as a continuation of policy changes made as a result of projects such as the Improving Quality of Health care services and Efficiency in Colombia Program.

Monitoring and evaluation

Project implementation only started in December 2020, which means information on project monitoring is limited at this stage.

Effectiveness and efficiency of project monitoring

GCFF project monitoring as of now has been carried out efficiently and effectively. One Progress Report has been submitted to the GCFF so far, on February 3, 2021. No problems with the project monitoring have been identified, and information was reported against the intermediate results indicators and project development objective level results indicators outlined in the Results Framework. In addition to the formal progress updates, stakeholders reported that the ISA is in continuous contact with the GCFF to inform on any outcomes and results.

Role of ISAs in project monitoring

Within the first few months of implementation, the government of Colombia and the World Bank as ISA have worked well together to monitor, evaluate and report on the interim results of the project's activities. Benefitting Country stakeholders reported that the ISA had supported them in defining the project's M&E approach, and continuously offered help and support in the measurement of progress.

Both the government (through the MSPS) as well as the World Bank have so far fulfilled all of their M&E obligations accordingly and without issues or delays. However, while the monitoring processes itself work well, certain disagreements have emerged around the ambiguity of specific indicators. Namely, the question of what constitutes an affiliation and whether certain cases can be counted as affiliated migrants (i.e. if the migrant dies), have led to some discussions between the ISA and the MSPS. Stakeholders have acknowledged that this has been due to a lack of precision in the definition of the indicators at the planning and design phase.

Conclusion

Extent to which the project has achieved its objectives and met the needs of host countries and refugees

The Improving Quality of Health care services and Efficiency in Colombia Program's aims and objectives clearly address the needs of Colombia as well as the needs of the Venezuelan migrants. Affiliation to the SGSSS is considered the best strategy to respond to the challenges caused by the migratory influx in the health sector, specifically the lack of accessibility as well as the high costs resulting from this. The project not only supports the affiliation of Venezuelan migrants to the SGSSS but also supports capacity building for those involved in registration of migrants to help make the process more efficient and effective. Focus group discussions with migrants revealed these barriers around accessibility, particularly compounded around a lack of knowledge and understanding both from the side of the migrant community as well as from the side of the health care providers, had been the main issue, highlighting the importance of this aspect of the project. However, capacity building and outreach programs by other organizations, such as USAID, are being conducted concurrently, making attribution difficult.

As of December 31st, 2021, 179,090 eligible migrants had become affiliated to the SGSSS as a result of this project and are therefore able to access health care like any other Colombian. A further 158,815 migrants have become affiliated through the complementary IADB operation, and it is possible that some of the GCFF funded activities (such as capacity training) helped facilitate this. As pointed out by several stakeholders, the GCFF funding is helping reduce part of the fiscal pressure put on the health care system by the influx of migrants while also reducing the costs of it in the long run. Nevertheless, the challenges in terms of capacity faced by the Colombian health sector are considerable and need to be addressed in order for affiliation (of migrants as well as Colombian citizens) to result in access to quality healthcare.

Lessons learnt and best practice

Several key drivers of success have been identified throughout this Case Study:

- **Alignment with national strategies and policies** – not only does the Improving Quality of Health care services and Efficiency in Colombia Program work towards the same overarching goals as the Colombian government’s national strategies and policies, but it contributes directly to specific actions and needs outlined in these strategies and policies. This allows for a deeper level of alignment and results in the benefit of buy-in across organizations and at a high-level. The speed at which the necessary policy changes have been issued and implemented are an example of the importance of this.
- **Coordination between the different actors** - The project update submitted to the GCFF in early 2021 stated that good coordination between the different stakeholders involved in implementation had been a key driver to successful implementation so far. It cites that articulation and frequent interaction between the different responsible agencies in the government both at national and at territorial level, as well as with the health insurance companies has been crucial to enable a successful coordination of the process to affiliate and improve access of Venezuelan migrants to health services.
- **Collaboration with the migrant associations** – The project update submitted to the GCFF in early 2021 stated that interaction with migrant associations has enabled authorities to receive feedback on the process of affiliation that have helped them identify barriers. In light of several stakeholders expressing that a lack of information on the side of the migrant population as to why and how they should become affiliated has been an issue, working with migrant associations could help find effective and informed solutions. Representatives of Health Secretaries recounted successful instances of collaborations to improve outreach, further pointing to the necessity of strengthening this approach.
- **Alignment with other operations in the region** – The separately financed IADB operation, which pursues overlapping objectives, is a prime example of potential synergies that could arise and show that if steps are taken early in the project conception and design phase, duplication and inefficiencies can be avoided. While this was achieved in the case of the IADB operation, the opportunity to do so with USAID activity in the region however was missed, indicating further scope for more alignment. The GCFF project update from early 2021 reflects this point as important and highlights the importance of coordination with international cooperation agencies, NGOs and media to ensure complementarity in communication campaigns, online courses, workshops, or the financing of consultants at local level at example.

Although the project has only recently begun implementation and outcomes and impacts are not yet observable, a few areas of improvements have been identified:

- **Ensure continuity throughout the project’s planning process** – Efficiency gains could have been made during the project’s design phase as a newly introduced person working on the project resulted in “a re-process” of sorts. Given that ensuring continuity in the project team is not always possible, having a clear operational manual and taking steps to reduce any potential ambiguity (such as for example around the definition of indicators) are important.
- **Take a gender-based approach** – As pointed out by several stakeholders, the Improving Quality of Health care services and Efficiency in Colombia Program did not take a gender-based approach (nor an AGD-approach). The project did include several gender-specific components such as introducing an intersectoral mechanism to respond to gender-based violence, but this is distinct from incorporating gender-considerations into the project’s design. Women often face additional

challenges and needs, for example in regard to reproductive health or trauma resulting from sexual or gender-based violence and addressing these already in the project's design is necessary to facilitate the project's outcomes and benefits reach women better.

- **Strengthen the migrant perspective in project design** – Limited engagement with the UNHCR in the project's planning process is considered by some stakeholders to have resulted in a missed opportunity to make full use of the available knowledge and know-how to design the project to address migrant's needs and barriers fully. As stated above, collaboration with migrant associations during the implementation have proven successful at identifying such barriers. Therefore, an increased effort to bring the migrant perspective into project design could improve efficiency by identifying such barriers or other potential issues from the outset.

Appendix 4: Case Study Report - Lebanon Health Resilience Project

Introduction

The Lebanon Health Resilience Project (HRP), jointly funded by the World Bank and IsDB, is the focus of this case study. The table below provides an overview of the key project characteristics.

Table 21 Overview of Case Study Characteristics

| Country | ISA | Total Program Cost (USD) | GCFF Contribution (USD) | Disbursement rate | Date approved | Sector |
|---------|-------------------------|---|-------------------------|---|----------------------------|--------|
| Lebanon | World Bank (IBRD); IsDB | 150m (120m from IBRD and 30m from IsDB) | 24.2m | 10% (12.5% from WB component, 0% from IsDB component) | 6 th April 2017 | Health |

Source: World Bank, 2021

Methodology and data sources

Relevant strands for observing impact

As a result of the COVID-19 pandemic and associated restructuring of the project to center around the response to the pandemic, the impact of the project in its current state of implementation are observable through only Component 4 of the project, specifically the provision of goods and services (training) to hospitals, as the vaccination aspect of Component 4 is yet to be implemented.

Stakeholder interviews

The Case Study included six interviews with key stakeholders involved in the implementation and design of the project. Within the Lebanese Government, the Ministry of Health is the key ministry involved in the project. The following stakeholder groups were the focus of the stakeholder consultations:

- Ministry of Health
- UNHCR
- ISAs

All interviews were semi-structured, following a topic guide developed by the core evaluation team and conducted by a researcher from Ipsos Lebanon. Interviews were conducted in Arabic (except in cases where the interviewees native language was English) and done remotely. Transcripts were translated into English and analyzed by the core evaluation team.

Engaging beneficiaries

Hospital Directors are the direct beneficiary group from the project at its current state of intervention. While Hospital Directors are involved in the provision of services to refugees and host communities, it was advised that reaching these ultimate beneficiaries was not possible at this stage. Therefore, in addition to

the interviews above, five interviews with Hospital Directors were proposed. It was felt that the views of this group would best be captured in individual interviews as oppose to a focus group to avoid bias in responses. However, ultimately it was not possible to conduct interviews with Hospital Directors as the Ministry of Health did not provide the evaluation team with a sampling frame from which to recruit Hospital Directors. A limitation of this case study, therefore, is the absence of beneficiary input. This was mitigated by seeking evidence through stakeholder interviews and the document review of beneficiary participation, needs, and impacts/likely impacts.

Document review

The following documents were reviewed for this case study:

- Lebanon Health Resilience Project Appraisal Document (PAD), IsDB, 2017
- Lebanon Health Resilience Project Update, the World Bank, 2021
- Lebanon Health Resilience Project Progress Report, the World Bank, 2021

Project Background

Relevant country context

Lebanon is the country hosting the largest number of refugees per capita, with an estimated 1.5 million Syrian refugees in addition to 200,000 Palestinian refugees and 16,000 refugees from other countries.¹⁵⁵ Lebanon's economy has been in crisis since late 2019 due to the Syrian conflict and exacerbated by the COVID-19 pandemic and the explosion in Beirut port in August 2020.¹⁵⁶ This is causing job losses and vulnerability among refugees, host communities and migrant workers.¹⁵⁷

Poverty amongst Syrian refugees in Lebanon is high, with an estimated 89% below the poverty line.¹⁵⁸ Syrian refugees are further made vulnerable by the suspension of new registrations of Syrian refugees since 2015 and strict requirements for residency renewal; a lack of legal residency means refugees are at risk of detention, and this also limits their access to basic services including healthcare. Cost is reportedly the main barrier to access to primary and hospital care, and 10% of Syrian households reported that they were unable to access primary health care in the past six months (in some areas this was as high as 26%).¹⁵⁹

With health facilities already facing severe challenges prior to the COVID-19 pandemic, the combination of economic instability and the pandemic have placed additional pressure on the health sector.

Project background and conception

The Government of Lebanon (GoL) included this project in its GCFF pipeline as an Emergency Project to Support the Healthcare Services in Lebanon. The project is an extension of the Emergency Primary Healthcare Restoration Project (EPHRP), a small pilot project which was conceptualized from a need to

¹⁵⁵ *Lebanon Operations*, UNHCR, 2021, available at: <https://reporting.unhcr.org/lebanon>

¹⁵⁶ *Ibid*

¹⁵⁷ *Ibid*

¹⁵⁸ *Vulnerability Assessment of Syrian Refugees in Lebanon*, UNHCR, 2021, available at: <https://reliefweb.int/report/lebanon/vasyr-2020-vulnerability-assessment-syrian-refugees-lebanon#:~:text=The%20Vulnerability%20Assessment%20of%20Syrian,eighth%20year%20of%20this%20assessment>.

¹⁵⁹ *Vulnerability Assessment of Syrian Refugees in Lebanon*, UNHCR, 2021, available at: <https://reliefweb.int/report/lebanon/vasyr-2020-vulnerability-assessment-syrian-refugees-lebanon#:~:text=The%20Vulnerability%20Assessment%20of%20Syrian,eighth%20year%20of%20this%20assessment>.

implement a universal health coverage program. The EPHRP was implemented by the Primary Healthcare Department at the Ministry of Public Health (MoPH) and funded by a multi-donor trust fund managed by the World Bank. The HRP scales up this pilot with a larger budget but the same objectives of expanding healthcare access, improving primary healthcare services and improving capacity in the sector. One stakeholder reported that the HRP built on lessons learned in the EPHRP Project:

“The design was better than the EPHRP because the lessons learnt were all captured under this project.”

The objective of the HRP is to strengthen the primary healthcare system and community outreach to address basic health needs of Lebanese and displaced Syrians affected by the crisis, as well as addressing the immediate capacity constraints of public hospitals servicing high concentration of displaced Syrians and Lebanese. The PDO is to increase access to quality healthcare services to poor Lebanese and displaced Syrians. The project consists of the following components:

- Component 1: Scale up Primary Health Care Universal Health Coverage (UHC) program
- Component 2: Provision of health care services in public hospitals
- Component 3: Strengthen project management and monitoring
- Component 4: Strengthening the Government’s capacity to respond to COVID-19¹⁶⁰

The Lebanon HRP is jointly financed by the IBRD and the IsDB, with each ISA responsible for different components. IsDB’s financing is specifically strengthening the physical capacity of public hospitals through replacing and upgrading priority equipment. The IBRD’s funding is supporting the remaining activities under the components: expanding the scale of primary health care services, strengthening the capacity of newly contracted Primary Healthcare Centers (PHCCs), financing the cost of care in public hospitals, building capacity of public hospitals’ technical and organizational capacity, and strengthening project management and monitoring. Each ISA is responsible for coordinating and supervising its own activities.¹⁶¹

Project progress

The Lebanon Health Resilience Project Progress Report from 2021 rated progress on project implementation as moderately satisfactory and reported that USD 22.82m has been disbursed as of January 13, 2021 (19% of total project financing).¹⁶² The revised disbursement forecast is shown below.

Table 22 Disbursement Forecast of Funds for Underlying Operation by Calendar Year (USD)

| | Total by Year End |
|-------------|-------------------|
| 2019 | 3.24 million |
| 2020 | 19.58 million |
| 2021 | 50 million |
| 2022 | 30 million |
| 2023 | 17.18 million |

Source: World Bank, 2021

¹⁶⁰ Added as a result of project restructuring

¹⁶¹ Lebanon Health Resilience PAD, the World Bank, 2017

¹⁶² Lebanon Health Resilience Project Progress Report, the World Bank, 2021

It also reported recent progress on two areas that had been delayed:

- The MoPH made progress towards meeting the project legal covenants by selecting a Third-Party Administrator firm whose services were due to start in February 2021. This firm's role is to verify the eligibility of beneficiaries and the eligibility of the referral mechanism.
- MoPH submitted the Project Operations Manual to the Bank for review in October 2020, with MoPH due to revise and return this in January 2021.¹⁶³

In terms of the project components, implementation of Component 1 (Primary Healthcare Services) and Component 2 (Hospital Services) were delayed due to the MoPH having to prioritize its COVID-19 response.¹⁶⁴

One stakeholder stated that while implementation had not started, preparatory work for Component 1 had been completed, with the healthcare packages designed, and the costing and processes finalized. However, there was some confusion among stakeholders in relation to the restructuring and implementation progress. One stakeholder incorrectly reported that Component 1 was removed and the funding reallocated to Component 4. Another stakeholder stated that the World Bank had reported that Component 1 was under implementation whereas the MoPH had said it was not. This indicates that the World Bank, IsDB and MoPH need to ensure all stakeholders have a clear understanding of the restructuring and the new approach and are sharing consistent updates.

For Component 4 (strengthening the government's capacity to respond to COVID-19), several activities are underway:

- A technical auditor has been recruited to carry out technical and financial verification of COVID-19 inpatient admission services for cases admitted between April and December 2020. At the time the Progress Report was published, 616 admission claims had been reviewed and cleared for coverage.¹⁶⁵
- The project is currently supporting the GoL to procure COVID-19 goods and commodities.¹⁶⁶ These are being procured from UN agencies as the World Bank already had agreements with these agencies meaning the process was sped up. Some procurement through local private firms has also taken place.
- World Bank is also providing technical assistance to the MoPH to finalize and implement the e-Health plan for the COVID-19 response.
- The GoL requested that the project support the financing of COVID-19 vaccines. The Project Progress Report stated that the World Bank would consider this if vaccines had been approved domestically by the MoPH and externally, and if a satisfactory vaccine plan was in place.¹⁶⁷ Stakeholders reported that vaccine procurement had started being funded by the project.

¹⁶³ *Lebanon Health Resilience Project Progress Report*, the World Bank, 2021

¹⁶⁴ *Ibid*

¹⁶⁵ *Ibid*

¹⁶⁶ *Ibid*

¹⁶⁷ *Ibid*

According to the Project Update, the restructuring was evidence of good practice as they were able to rapidly mobilize resources to mitigate the impact of the pandemic.¹⁶⁸

Relevance

The project is in line with the National Health Strategic Plan which promotes an equitable health system, and the project also conforms with the National Health Response Strategy and the National Poverty Targeting Program.¹⁶⁹

Women and other vulnerable groups are not a main focus for this project, although it does seek to reduce gender discrepancies in healthcare through delivering female wellness packages and reproductive health packages.¹⁷⁰

UN agencies play a key role in supporting Syrian refugees in Lebanon, and are described in the project design documents as playing a complementary role through maternal and child health services under the THRIVE Lebanon initiative, a joint UN program, wider primary health care service costs covered by the UNHCR, and reproductive health and gender-based violence services provided by the United Nations Population Fund.

Changes to project scope

The HRP has been restructured (twice) to reallocate resources to the COVID-19 response. The updated PDOs now include the aim to strengthen the government's capacity to respond to COVID-19. All the activities under the project are now focused on this objective, mainly through the procurement of medical goods and supplies to public hospitals (first restructuring) and vaccinations (second restructuring). The restructuring consists of:

- Creation of Component 4: "Strengthening the Government's capacity to respond to COVID-19" to focus on provision of goods and services to hospitals.
- Reallocating USD18 million from Component 1 ("Scale up the scope and capacity of the Primary Health Care Universal Health Coverage program") to Component 4 ("Strengthen capacity to respond to COVID-19");
- Using USD34 million under Component 4 to finance COVID-19 vaccine purchase and deployment; and
- Adding result indicators associated with the support for COVID-19 vaccine procurement and deployment.

Associated indicators have also been added to the Results Framework.

Stakeholders reported that the restructuring took place quickly and efficiently at the design, approval and implementation stages.

Effectiveness and efficiency of funding requests

The World Bank had been the more active ISA at the time of reporting due to delays disbursing the IsDB's components. While one stakeholder reported that the World Bank carried out robust preparation and

¹⁶⁸ *Lebanon Health Resilience Project Update*, World Bank, 2021

¹⁶⁹ *Lebanon Health Resilience PAD*, IsDB, 2017

¹⁷⁰ *Lebanon Health Resilience Project Update*, World Bank, 2021

appraisal processes for this project, including several visits to Lebanon and the involvement of a large team drawing from different disciplines, several stakeholders reported that other stakeholders had not been sufficiently consulted at this stage. One stakeholder felt that the World Bank and the MoPH presented the funding request and the proposed restructuring as a fait accompli, rather than allowing for a more open discussion with stakeholders. For example, one stakeholder felt that the IsDB was insufficiently consulted on the design, which slowed down implementation of the IsDB aspects as they were less clear on their roles. Given their role as an ISA, the IsDB should have been one of the main stakeholders involved in this initial stage, particularly when designing its component. Another stakeholder felt that humanitarian agencies such as UNHCR could have been more involved in the project design, which would have helped ensure the project priorities were sufficiently focused on meeting the needs of refugees.

A barrier identified by several stakeholders to the preparation of the funding application was the GoL's reluctance to take out loans which would be used to support refugees; one stakeholder reported that this made it challenging to liaise between the Supporting Countries and the GoL.

Lebanon's funding request for concessionality for the World Bank and IsDB components was approved at the GCFF Steering Committee on the 20th April 2017. The meeting minutes note that the IsDB would utilize the World Bank's procurement and environmental and social safeguards policies for the project, and several Supporting Countries thanked the IsDB for its flexibility.¹⁷¹

Coordination and collaboration

Several stakeholders reported that the World Bank has been effective at managing partnerships during the preparation and implementation stages. The World Bank held meetings with the MoPH (and within that, the Department of Primary Healthcare) and other stakeholders in the design stage, which reportedly helped the World Bank to have a clear understanding of the MoPH's priorities, capacity needs and processes. One stakeholder reported that the World Bank had been supportive when there were disagreements between the MoPH and the Ministry of Finance (MoF) and had attended meetings with both ministries. The World Bank also met with internal and external stakeholders to get feedback on the implementation of the previous EPHRP, and with UN agencies such as the World Health Organization and UNICEF to discuss planned healthcare packages and ensure these met the country's needs and were comprehensive. Nevertheless, as discussed under 'Effectiveness and efficiency of funding requests', some stakeholders felt they had been insufficiently consulted at the design stage by the World Bank, suggesting they could have engaged stakeholders more effectively.

Under the IsDB financed components, the Council for Development and Reconstruction are the Executing Agency and are responsible for project coordination and management of the acquisition and installation of medical equipment. This involves close collaboration with implementing partners such as MOPH, PHCCs and Governmental Hospitals. One stakeholder stated that the Council for Development and Reconstruction are overwhelmed in their workload and have insufficient staff to manage their projects. Under the World Bank financing, the MoPH are the Executing Agency.¹⁷² The Project Management Unit (PMU) oversee project activities under the World Bank financing¹⁷³, and are composed of five full-time external consultants hired under the project and three MoPH staff.

The MoPH coordinates the various public health projects in Lebanon seeking to address the refugee crisis to avoid duplication. For example, they hold meetings with donors, the EU, UN agencies and the World

¹⁷¹ GCFF Second Steering Committee Minutes 04-20-2017, the GCFF, 2017, available at: <https://globalcff.org/wp-content/uploads/2017/10/GCFF-Second-Steering-Committee-Minutes-04-20-2017.pdf>

¹⁷² Lebanon Health Resilience PAD, IsDB, 2017

¹⁷³ Lebanon Health Resilience PAD, IsDB, 2017

Bank, to ensure different organizations are aware of the ongoing projects and activities and to receive updates from them. For example, the UNHCR updates the World Bank on the current situation for refugees and host communities and provides operational updates in the context of the Syria crisis. In terms of project coordination, however, the MoPH mainly communicates with the World Bank and the PMU and does not communicate with Supporting Countries directly. The IsDB's primary contact is the Council for Reconstruction and Development.

The World Bank leads on Supporting Country communications and holds monthly meetings to update Supporting Countries on activities, disbursement and discussions with MoPH. The World Bank also sends emails and letters to all the Supporting Countries updating them on project progress. One stakeholder reported that Supporting Countries are not engaged in the health sector, demonstrated by a lack of attendance at working groups, for example; however, this stakeholder did not specify whether this applied to all Supporting Countries. More broadly, a stakeholder felt that there was disconnect between different actors, with the various groups taking place not providing an opportunity for all the relevant groups to meet (for example, one group of UN agencies and NGOs; another group for Supporting Countries without any implementing partners). They felt that in the project, and more broadly, the MoPH should be directing the coordination of stakeholders.

"What's really missing in Lebanon, is for example, that the coordination should be by the Minister of Public Health that calls the stakeholders and tell them what they need. In Lebanon, there are lots of coordination meetings, but there's nothing that's really driven by a political wheel or a ministry, and this is a weakness."
- Stakeholder

Another stakeholder felt that communications could be improved between the World Bank, the ISDB and the Supporting Countries to ensure they were working collaboratively and effectively.

"I believe there should be a communication between the financiers, IsDB and the World Bank, monthly, biannually, quarterly [to] update each other and so that we can see where we are and if there is something that we can [do to] complement each other especially [as] the World Bank has a local office." - Stakeholder

Another issue raised by a stakeholder was that the pandemic had made coordination more challenging due to a lack of face to face meetings and staff illness in the different organizations.

Challenges in project progress

Several delays and challenges have arisen in the Lebanon Health Resilience project.

Economic crisis

The economic crisis and the devaluation of the Lebanese Lira has meant that the value of the project funds has been diluted.¹⁷⁴ The MOF made a request to halt direct fund transfers from the World Bank to third parties and instead transfer these through the MOF single treasury account; this was problematic as suppliers, contractors and consultants had to withdraw funds in the Lebanese Lira, resulting in a loss in the value of money received.¹⁷⁵

¹⁷⁴ Lebanon Health Resilience Project Update, World Bank, 2021

¹⁷⁵ Ibid

Additionally, this process can reportedly take months to reach the designated accounts despite the urgent need to procure COVID-19 equipment, with the World Bank in some instances following up with the MOF and Court of Accounts to speed up.

“For equipping the hospitals for the COVID, the ICU rooms should have a negative pressure; we agreed with a local supplier to pay in the LBP and do the negative pressure in 11 hospitals. The minister signed the contract with them when the rate was 8000 LBP, after two weeks the dollar rate became 13,000 LL, we had an issue about it, and we had to stop it.” - Stakeholder

Furthermore, capital control restrictions have limited the import of equipment and raw materials needed for the project.¹⁷⁶

The Beirut explosion in August 2020 further compounded Lebanon’s economic problems. Additionally, it destroyed a hospital alongside a storage building where medical goods and medication were being stored, and further products purchased by the World Bank that were awaiting release at the port were also lost.

Approval delays affecting implementation

The project was approved in May 2017, but the agreement was not signed until March 2018, and the project was not declared effective until May 2019. This caused concerns as there were provisions in the financial agreement that the project was liable for automatic cancellation if it was not declared effective after a year and not disbursed within six months. These delays were reportedly caused by the political situation in Lebanon, as there was no parliament in place to review it and declare the project effective. One stakeholder felt that further steps could have been taken to speed up implementation however, for example finalizing specifications and other activities for procurement processes, so procurement could start as soon as effectiveness was declared.

Some delays arose from MoPH’s implementation of the project’s legal covenants. Delays to the selection of a Third-Party Administrator firm to verify the eligibility of beneficiaries accessing PHCCs and the referral mechanism held up implementation. One stakeholder reported that the MoPH had wanted to do the monitoring themselves to reduce costs, but the World Bank requested an external Third-Party Administrator. The World Bank provided support throughout the process by developing Terms of Reference and meeting with stakeholders in order to facilitate the work of the Third-Party Administrator. The World Bank also asked a technical auditor to verify claims and installation of equipment at hospitals to reduce delays. The other legal covenant was the project Operations Manual; this was not finalized on time leading to delays as it lays out the details of the project activities and implementation plans.

There were further delays recruiting the PMU, as the MoPH wanted to recruit more than the maximum staff number. One stakeholder also stated that the MoPH revised lists of equipment multiple times, causing further delays.

COVID-19

As discussed, there has been a lack of progress in implementing Components 1 and 2 due to the MoPH’s focus on the COVID-19 response. One stakeholder emphasized the importance of speeding up

¹⁷⁶ *Ibid*

implementation of Component 1 due to an increased need for improved access to healthcare services in the current economic situation.

These delays meant that at the time of reporting, the IsDB financed activity had not been disbursed and had been extended until August 2021. However, the draft bidding document was ready, the draft request for procurement underway (with the proposals, the list of equipment and specification ready and general and specific procurement notices publicized).

These delays almost resulted in the project being cancelled, but a stakeholder reported that the World Bank and MoPH worked to resolve it. When the project was restructured to support the GoL respond to the COVID-19 pandemic, the project became of critical importance to the GoL.

Outcomes and impacts

Project impact on refugees

Components 1 and 2 are expected to increase Syrian refugees' access to PHCCs and public hospitals, and an expected increase in Syrian refugees visiting PHCCs (as happened with the EPHRP where the number of Syrian refugees accessing PHCCs increased by 78%).¹⁷⁷ It is expected that by the end of the project in 2023 that 250,000 Syrians will have access to quality healthcare.¹⁷⁸ As these components have not yet been implemented, no progress has been made on the relevant indicators for this outcome¹⁷⁹:

- Increasing access to quality healthcare for poor Lebanese and displaced Syrians;
- Number of health facilities accredited;
- Health personnel receiving training;
- Number of people who have received essential health, nutrition and population services;
- Number of children immunized; and
- Grievances registered related to delivery of project benefits addressed.

Progress on Component 4 is evident however, with the number of COVID-19 treatment centers increasing from one as of 9th March 2020 to 27 as of 20th August 2020, greatly exceeding the target of six.¹⁸⁰ The number of COVID-19 rapid response teams at the governate level increased from one to eight in the same period, exceeding the target of five.¹⁸¹ Stakeholders also reported that the project increased capacity to procure goods and equipment needed for the COVID-19 pandemic including vaccines, as well as the project covering COVID-19 admissions fees, increasing hospitals' motivation to receive patients. The expectation is that improving hospital capacity will equally benefit Lebanese and Syrian refugees, with the Health Resilience Project Update reporting that the project restructuring is humanitarian and preventative in improving access to healthcare services.¹⁸²

¹⁷⁷ *Lebanon Health Resilience Project Update*, World Bank, 2021

¹⁷⁸ *Lebanon Health Resilience Project Update*, World Bank, 2021

¹⁷⁹ *Lebanon Health Resilience Project Progress Report*, the World Bank, 2021

¹⁸⁰ *Lebanon Health Resilience Project Progress Report*, the World Bank, 2021

¹⁸¹ *Lebanon Health Resilience Project Progress Report*, the World Bank, 2021

¹⁸² *Lebanon Health Resilience Project Update*, World Bank, 2021

“So, the increase of the governmental hospitals’ capacity was beneficial for Lebanese people and refugees at the same time, who can now enter the hospital in a larger number in order to be provided with hospital services, whether COVID related or not.” - Stakeholder

However, it is difficult to assess the impact on Syrian refugees of Component 4, as increased COVID-19 capacity is not measured on an individual basis. This means unequal access to COVID-19 services may be masked; indeed, one stakeholder reported that there may be discrimination towards refugees in vaccine rollout, with a risk that Lebanese will be prioritized. They stated that COVID-19 vaccines have been inaccessible to many refugees as they require them to be registered.

“So that’s the problem of the program, it’s covering basically Lebanese and it never covered Syrians or very few of them... The platform where people have to register [for a COVID-19 vaccine] includes only people who have valid registration and residence on the territory, therefore unregistered refugees don’t have the residency, and this is the majority [of refugees]. So, the refugees are not the main target of this program because it’s targeting Lebanese.” - Stakeholder

In other elements of the project, it also appears that the project is not targeting Syrian refugees and was dependent on humanitarian agencies for the elements supporting refugees directly. Several stakeholders reported that the UNHCR (alongside the EU and UNRWA in cases) are funding the elements of the Health Resilience project where the cost of supporting refugees can be separated, suggesting that this was due to the GoL’s reluctance to fund support for non-Lebanese people:

- One stakeholder mentioned this in reference to refugee visits to PHCCs (although the stakeholder appeared to think Component 1 had been implemented)
- One stakeholder mentioned it in reference to COVID-19 hospital admissions.

Multiple stakeholders emphasized the barriers posed by loans, due to the GoL being hesitant to borrow money for non-Lebanese people and the view that host countries should not have to cover the cost for refugee populations. One stakeholder felt the loan element of the project risked under-utilization of the money set aside for COVID-19 equipment due to Lebanon’s poor financial situation meaning the government was concerned about increasing debts.

“When it comes to refugees... you cannot ask the state and particularly in Lebanon for this, the state would say ‘I cannot take a loan for refugee cost, the refugees are not my population and I cannot have more debts because of people that are not my people’. That’s something you can understand for a country like Lebanon, you can’t oblige them to have more debts, that’s why the humanitarians are here to help the state so that the refugees will not be an extra cost for them...” - Stakeholder

One stakeholder felt that the Health Resilience project design was overly reliant on humanitarian organizations being able to support Syrian refugees access healthcare (linking to the views that there was a need for greater involvement of the UNHCR and humanitarian agencies at the design stage when identifying priority projects). In practice, this means that even if health services improve, refugees who cannot afford to go to the hospital will not go. Another stakeholder discussed the changes that could be enacted to increase the project’s impact on refugees, such as removing transport barriers and offering refugee-only services.

Project impact on host communities

As with the project's impact on refugees, the delays to the implementation of Components 1 and 2 means there are no results for the relevant indicators. In terms of the planned results, the improvements to the capacity of PHCCs and hospitals is expected to benefit all service users and better equip the sector to address basic health needs.

The implementation of Component 4 has led to tangible indicators being met, as discussed under 'Project impact on refugees'. This component has improved the capacity of hospitals to treat COVID-19 patients, and the wider health system to address capacity issues arising from the pandemic (for instance testing systems, treatment centers and rapid response teams).¹⁸³ The project has offered support through risk communications and community engagement campaigns, in efforts to combat the spread of the disease.¹⁸⁴ Host communities will benefit if they access services for COVID-19, as well as increasing communities' resilience more widely (for instance increased hospital resource meaning other health services can be offered). Similarly, funding of COVID-19 vaccine readiness, procurement and deployment supports host communities to access vaccines, and over the longer term should help Lebanon recover and move out of lockdown.

The EPHRP element aims to assist in reducing the social, economic and health impacts of the Syrian crisis on poor Lebanese through subsidized packages of essential healthcare services.¹⁸⁵ According to the Project Update, the project will deliver essential healthcare packages for eligible Lebanese beneficiaries (with an overall objective of 250,000 eligible Lebanese beneficiaries benefiting from packages addressing non-communicable diseases, gender-based violence, mental health issues and re-emergence of communicable diseases).¹⁸⁶

More broadly, one stakeholder felt that the project had increased public trust in public hospitals, which should encourage access and treatment.

Project impact on other groups

The project aims to address gender discrepancies in healthcare access and has a target of 50% of total project beneficiaries to be female; however, it is not clear what specific steps will be taken to tackle gender discrepancies.

The EPHRP packages for poor Lebanese include specific healthcare packages for women: a female wellness package and a reproductive health package.¹⁸⁷ There is also an objective of 60% of pregnant women receiving at least four antenatal care visits, which has not yet been addressed.¹⁸⁸ If these initiatives are implemented successfully, the project should improve the health outcomes for beneficiaries preventatively.

The EPHRP packages also include a wellness package for children, another group who would benefit preventatively.¹⁸⁹ This involves physician consultations, immunization, diagnostics tests, and counselling services relating to physical health.

¹⁸³ *Lebanon Health Resilience Project Progress Report*, the World Bank, 2021

¹⁸⁴ *Lebanon Health Resilience Project Update*, World Bank, 2021

¹⁸⁵ *Lebanon Health Resilience Project PAD*, World Bank, 2017

¹⁸⁶ *Lebanon Health Resilience Project Update*, World Bank, 2021

¹⁸⁷ *Ibid*

¹⁸⁸ *Lebanon Health Resilience Project Progress Report*, the World Bank, 2021

¹⁸⁹ *Ibid*

Project impact on supporting the Benefitting Country to deal with the influx of refugees

As discussed, the project aims to increase the capacity of the health sector which would help Lebanon to deal with the impact of the influx of Syrian refugees on the sector. It has started to increase the resilience of the sector through Component 4 in supporting the GoL's COVID-19 response, with stakeholders reporting that the project has played an integral part in the response, due to the fragile Lebanese economy and pressures facing other countries and multilateral organizations.

"If it weren't for this project funds, the Minister of Health wouldn't have any money to respond to the COVID crisis. All the equipment, the machines, the ICU units, the PPEs, the beds and a lot more mainly came from the project. Others are minor donations from the WHO as grants but nothing compared to the value they procured under this project; this is under the first restructuring. As for the second restructuring, it was critical because [the project was] the only one to pay for the cost of vaccines, if it weren't for the Bank and the project, the government now wouldn't have the vaccination campaign." - Stakeholder

The implementation of the remaining components should continue to build the health sector's resilience.

The project can also be seen to build governmental capacity. One stakeholder reported that the World Bank had informed the MoPH that the project and processes needed to be incorporated within the MoPH, in particular through the PMU. The stakeholder reported that in another project, the PMU was composed of individual consultants from outside the MoPH, meaning that when the project closed MoPH lost the resources. In this project, the PMU is a combination of MoPH staff and individual consultants, meaning staff can use their learnings in their wider work, reportedly a more sustainable approach to capacity building.

"The more we have a larger number of Ministry staff working on the project, the more we guarantee that the improvement and the operations are sustained for a longer time." - Stakeholder

Another stakeholder felt that involving MoPH employees also drives motivation, a sense of buy-in to the project and accomplishment.

Project impact on relationship between refugees and host community

Several stakeholders felt that the project did not seek to improve the relationship between refugees and the host community. However, one stakeholder felt that having a package of services for the host population could decrease tensions between the communities, as not targeting one group meant host communities should not be concerned that refugees were receiving better access to services.

"For example, on the vaccination program, we're trying to always make sure that the vaccine is distributed for everyone, Lebanese and refugees and everyone in the country. This is very clear in all the Bank communication and we're trying to make sure that it's being implemented by the Ministry of Health." - Stakeholder

Other challenges in meeting Development Linked Indicators

Stakeholders identified few challenges in meeting the DLIs. One challenge related to identifying sustainable funding for the project activities beyond 2023, this risk poses a challenge to the sustainability of the project and its outcomes. More immediately, there are ongoing challenges from the COVID-19 pandemic, for example when cases are high, the ICUs are reportedly reaching capacity. This demonstrates that despite the significant support offered by the restructuring of the Health Resilience project, Lebanon

is still vulnerable to the pandemic, linked to its fragile economy and uncertain political climate. This could impact the project's achievement of its planned outcomes.

Additionality of GCFF funding

As discussed, several stakeholders reported that without the Health Resilience project, the GoL would have struggled to deliver its COVID-19 response; one stakeholder reported that the GoL would not have been able to get a loan from elsewhere to deliver this. Specifically, funding of vaccines was seen as a key output that reportedly would not otherwise have been achieved.

Coherence with other funds and programs

There are a range of funds and programs seeking to address needs in the healthcare system, which tend to cohere with the HRP. However, none of these specifically seek to address the impact of the influx of Syrian refugees on the health system or seek to support Syrian refugees to access healthcare. Thus far, the HRP has also had a limited impact in addressing refugees. The Lebanon Crisis Response Plan (discussed below) appears to have more impact in building Lebanon's resilience and supporting Syrian refugees and vulnerable host communities.

Several stakeholders cited overlaps between the Health Resilience project and the EU/IFS project *Conflict Reduction through Improving Healthcare Services for the Vulnerable Population in Lebanon* funded by the EU. The project aims to support the MoPH in its response to protecting host communities through strategic institutional support using a conflict sensitive approach; supporting enhanced access to primary health services; and improving monitoring and response to communicable disease outbreaks.¹⁹⁰ This is implemented through increasing the resources and capacity of PHCCs and strengthening its disease outbreak warning and response system. Both project support PHCCs, but the EU funded project is on a smaller scale. One stakeholder reported that the HRP model was designed to complement the EU project, with another stakeholder describing how the projects collaborated to see which health treatment payment system for Syrian refugees was most effective.

The EU has also supported the GoL's COVID-19 response, for instance equipping hospitals, procuring equipment, and covering 8m vaccines under the COVID-19 Vaccines Global Access scheme (COVAX). This is implemented by organizations such as the WHO, UNICEF, Lebanese Red Cross, International Medical Corps and other NGOs. Stakeholders did not comment on the complementarities or coordination between this support and the Health Resilience project.

The GoL is also supported by other countries, with France the main country donor, supporting the healthcare system through support to PHCCs, mental health support, and reconstruction of hospitals. Reportedly, Germany also supported the GoL with vaccines and equipment, Canada has supported PHCCs, and Japan has provided medication. Again, evidence is not available on complementarity with the Health Resilience project.

UNHCR also supported hospitals and procured equipment to increase hospital capacity.

The Lebanon Crisis Response Plan (LCRP), a joint plan between the Government of Lebanon and its international and national partners (including the UNHCR and UNDP) aims to promote Lebanon's resilience in its humanitarian response to the impact of the Syria crisis in Lebanon. One stakeholder reported that the Health Resilience project complements the LCRP, sharing the same overall objectives

¹⁹⁰ EU/IFS Project: *Conflict Reduction through Improving Healthcare Services for the Vulnerable Population in Lebanon*, MoPH, available at: <https://www.moph.gov.lb/en/Pages/6/2918/eu-ifs-project>

to support the GoL with the Syria crisis, benefit displaced Syrians and vulnerable Lebanese host communities, support service provision and promote stability. However, the stakeholder reported that the Health Resilience project has had less of an impact on refugees due to low levels of implementation and being reliant on humanitarian organizations to fund refugee support, despite the GCFF being better placed to offer state support than humanitarian organizations.

According to the project's PAD, it is also aligned with the Lebanon Country Partnership Framework's priority to mitigate the immediate and long-term impacts of the Syrian crisis; the World Bank's MENA strategy; Lebanon's Health Strategy; and the World Bank's MENA health sector strategy (2013-2018).

Policy outreach

GCFF involvement in policy outreach

One stakeholder reported that the World Bank emphasized to the GoL and MoPH that refugees should have equal access to health services, as evident in the project design (although wider barriers stand in the way of equal access for Syrian refugees). Another stakeholder felt that the project could do more to influence the GoL's policy to better integrate refugees and offer social protection; they felt that this could be more impactful for refugees than the main project activities.

"I think it would be better to work more on policy issues in the project so that the project should lead to support the policy improvement, particularly policy for the social protection, for the poor people of whatever nationality, more inclusion of refugees in social protection." - Stakeholder

Monitoring and evaluation

Project monitoring processes

The International Federation of the Red Cross is carrying out M&E of each stage of the vaccination campaign and provides weekly reports to the World Bank and is in regular communications with the MoPH. The World Bank has also formed a committee with other UN agencies to monitor implementation of the vaccine program and make recommendations to the MoPH. In terms of broader project monitoring, the World Bank carries out missions every six months where they meet with the PMU, discusses progress, and raise and try to resolve issues. Results reports are produced every six months and monitor overall implementation.

As discussed under 'Project background', a Technical Auditor was hired to carry out technical and financial verification of COVID-19 inpatient admission services for cases admitted between April and December 2020. A Third-Party Administrator was also recruited to verify claims, equipment and the transfer of money to hospitals.

Some other project monitoring methods are used by the financial management team, such as an annual external financial audit, audited financial reports, and updates from the MoPH on the budget and disbursement.

The IsDB have not yet started project monitoring due to implementation delays.

Effectiveness and efficiency of project monitoring

Stakeholders had little feedback on the effectiveness and efficiency of project monitoring. One stakeholder reported that World Bank and the MoPH are in regular contact regarding project monitoring and worked together to resolve any issues quickly and effectively.

“When we do a supervision mission and we find out that there are some issues that need to be resolved, we report on them to the Ministry of Health, and we work on them after the mission in order to resolve these issues. It’s not just to monitor and to find out the gaps, but there’s always a follow up after finding the gap in order to close it.” - Stakeholder

Conclusion

Extent to which the project has achieved its objectives and met the needs of host countries and refugees

Component 4 has improved the health system's ability to tackle the COVID-19 pandemic and has increased access to services for Lebanese and Syrian refugees and increased public health awareness. The EPHRP element should support poor Lebanese through packages of essential healthcare services, including specific packages for women and children, delivering essential preventative healthcare. However, existing access barriers and a need for refugees to be registered to receive vaccines means Syrian refugees may be less able to access services. Stakeholders reported that the project is overly dependent on humanitarian agencies to fund the refugee specific elements of the project, due to the GoL's reluctance to take out loans for spending on refugees. The PAD states that hospital care for displaced Syrians is integrated in the national hospital system, and is provided mainly by UNHCR, but acknowledges that limits on UNHCR's admission criteria leaves a significant number of patients without care.¹⁹¹ Several stakeholders raised concerns that the Health Resilience project did not sufficiently address these gaps.

The project has built capacity in the MoPH as some of the PMU members are MoPH staff. They will be able to use their learnings from the project in their wider work, building knowledge and experience in the department.

It is possible that the project could improve perceptions of Syrian refugees to host communities as the project provides services to all citizens, rather than creating resentment by only offering services to refugees.

Other outcomes may be met as implementation progresses, however issues relating to the integration of Syrian refugees' needs in the project could limit this outcome.

Lessons learned and best practice

- Refugees' needs could be better integrated in the project design. The GoL's reluctance to take out loans for services for refugees demonstrates how difficult it is to meet objectives on refugees in this environment. Linking to this, contexts where it is difficult to receive parliamentary approval is a barrier to effective and efficient implementation.
- Greater consultation was reportedly needed with stakeholders at the design stage, for instance the IsDB and humanitarian agencies (particularly UNHCR).
- The way in which the project built on the EPHRP was effective, as they were able to incorporate lessons learnt into the project design.
- A key example of best practice is the flexibility to adapt the project to changing circumstances. This allowed the project to provide essential support to the GoL to address the COVID-19 pandemic.

¹⁹¹ *Lebanon Health Resilience PAD*, the World Bank, 2017

- There was evidence of improvements needed to coordination, with a need for more opportunities for different stakeholders to convene (such as Supporting Countries and implementing partners). Some stakeholders felt that improvements were needed to the MoPH's coordination of stakeholders. This also links to reports of stakeholders being insufficiently consulted at the design stage, leading to a lack of certainty on aspects of the project.
- It is important to agree processes in advance to prevent delays and other issues arising. Specifically, the current process of funds going through the MOF treasury account has caused delays and a loss in the value of money. If this had been discussed in advance, it might have been possible to find a different solution, or at least adjust the timeline to allow for delays.
- The project could play a greater role in policy outreach and coordination in order to positively influence the GoL's approach to supporting Syrian refugees. However, it is important to acknowledge the challenges associated with this due to the government having to address the economic crisis, COVID-19 pandemic, political instability and other issues.
- While the project aims to address gender discrepancies in healthcare access, it is not clear how the project will tackle gender discrepancies. Despite the early stage of implementation at the time of reporting, this is likely to pose a barrier to effectively meeting women's needs and addressing the barriers they face.

Appendix 5: Terms of Reference

Terms of Reference: INDEPENDENT EVALUATION Global Concessional Financing Facility (GCFF)

1. THE GLOBAL CONCESSIONAL FINANCING FACILITY (GCFF): Background, Objectives, Governance

The GCFF was launched in July 2016 as a response to the Syrian refugee crisis and its effects on neighboring countries, Jordan and Lebanon. These two countries have welcomed more Syrian refugees than any other country relative to the size of their total population. This massive influx of refugees and the cost of hosting them for a prolonged period have created an enormous strain on the Jordanian and Lebanese economies. However, as middle-income countries, neither could borrow from multilateral development banks at the concessional rates typically reserved for the world's poorest nations.

To close this gap in the architecture of foreign aid, the World Bank founded the Concessional Financing Facility (CFF), in collaboration with the United Nations and the Islamic Development Bank. Its objective is precisely to provide rapid support to help middle-income countries address refugee crises wherever they occur. The Facility was expanded to the global level and became the Global Concessional Financing Facility in September 2016. Reflecting the expanded scope of the GCFF, Colombia, which has welcomed a large influx of Venezuelan migrants and refugees, was added as a benefitting country to the GCFF in January 2019 and Ecuador was added in September 2019.

Moving forward, the GCFF will continue to bridge the humanitarian-development gap that middle-income countries find themselves in when hosting refugees and will seek to support countries that are providing a global public good, as stated in its objectives in the Operations Manual (OM):

Objective. *The objective of the CFF is to support middle income countries impacted by the influx of refugees through the provision of concessional financing and improved coordination for development projects addressing the impact of the influx of refugees.*

Further, the scope of the GCFF is:

Scope. *In furtherance of its Objective, the CFF provides flexibility to respond to various sectors, provided that operations are part of those countries' development agendas with a demonstrated objective of supporting refugee populations and host communities. In particular, financing may be used to provide concessionality to Underlying Operations that support impacted or vulnerable populations by promoting the effective delivery of basic services (e.g., education, health), social protection, expanding economic opportunities (e.g. work permits, job creation), or that strengthen and develop critical infrastructure, promote private sector participation, and provide host countries with necessary budget support as it relates to the impacts of the refugee crisis. In exceptional cases (at the request of a Benefitting Country, and with the consensus of the Supporting Countries that the exception is justified), the CFF may instead provide direct funding to Grant Operations.*

The GCFF is a collaboration among Supporting Countries, Benefitting Countries and Implementation Support Agencies (ISAs), as illustrated in Table 1 below, supported by a financial intermediary fund (FIF) administered by the World Bank as Trustee and a Coordination Unit hosted by the World Bank.¹⁹²

¹⁹² GCCF as FIF is subject to World Bank policies and procedures applicable to FIFs.

Table 1: The members of the Global Concessional Financing Facility (GCFF)

| Supporting countries | Benefitting Countries | ISAs |
|----------------------|-----------------------|------|
| Canada | Lebanon | EBRD |
| Denmark | Jordan | EIB |
| Germany | Colombia | IsDB |
| Japan | Ecuador | WB |
| The Netherlands | | |
| Norway | | |
| Sweden | | |
| United Kingdom | | |
| United States | | |
| European Commission | | |

Currently, the GCFF has four Trust Fund Windows, one for Jordan, one for Lebanon, one for Jordan and Lebanon and a Global Window. Contributions for Lebanon and Jordan are expected to be received into the Lebanon, Jordan or Lebanon/Jordan Windows. Funds from the Global Window can be assigned to any of the Benefitting Countries.

The GCFF became operational in July 2016. As of January 2020, it had mobilized pledges and contributions from Supporting Countries in the amount of USD695.78 million. The GCFF has provided USD598 million of concessional financing to 15 development projects in Lebanon, Jordan, Colombia and Ecuador worth more than USD3.5 billion in total. These 15 projects provide support in the areas of education, health, social protection, promoting private sector participation, expanding economic opportunities (e.g. work permits, job creation), infrastructure, and budget support, and benefitting both refugees and host communities.

The governance structure of the GCFF comprises the Steering Committee, the Trustee, the Coordination Unit, and Implementation Support Agencies.

- The **Steering Committee (SC)** serves as the decision-making body of the Facility. It comprises one representative from each Supporting Countries and Benefitting Countries, as decision making members. The SC includes non-decision-making members as observers, namely from the EBRD, EIB, IsDB, UN (through UNHCR and UNDP), the Trustee, the Coordination Unit, and the IMF.
- The **Trustee** receives funds from Supporting Countries and holds those funds in trust. It signs Contribution Agreements with Supporting Countries and Financial Procedures Agreements with each ISA and transfers funds based on decisions made by the SC.
- The **Coordination Unit (CU)** supports the work of the SC by serving as a liaison between the SC, Trustee and ISAs.
- **Implementation Support Agencies (ISAs)** provide support to Benefitting Countries in the preparation and implementation of projects and ensure that the funds allocated are administered in accordance with each ISA's applicable policies and procedures.
- **Steering Committee decisions** are made on a consensus basis and can be taken at both in person meetings and on a virtual, no objection basis. Funding requests are approved by Supporting Country members. When funding requests are approved, **funds** are transferred from the Trustee to ISAs, which in turn disburse funds to Benefitting Countries in parallel with the disbursement of the ISA loan. The disbursement of the GCFF funds alongside the ISA loan makes the ISA loan concessional.

2. RATIONALE AND OBJECTIVE

As stated in paragraph 36 of the Operations Manual (OM), the Steering Committee is to commission an independent evaluation of the GCFF after 3 years of operations – which will cover the activities of the GCFF until fall 2020. These terms of reference outline the proposed approach for this evaluation. According to the OM, the independent evaluation shall: (i) Draw lessons learned; (ii) Assess Progress towards the Objective; and (iii) Recommend any changes to design and management.

The main purpose of the Evaluation is to inform the discussion of GCFF stakeholders, chiefly the Steering Committee, around GCFF performance, opportunities for improvement and ultimately to set ground for the decision-making process around the extension of the GCFF. The evaluation will assess the relevance, efficiency, effectiveness, development impact, and likely sustainability of the GCFF, in light of the performance of the GCFF structure (governance, management, operations), relationship with Benefitting Countries, coordination mechanisms and synergies created, and systems for monitoring and evaluation.

To achieve these objectives, the Evaluation will follow a 2-step approach to cover distinct phases:

- a) Evaluation of performance based on the stated objectives and indicators of GCFF in order to assess the effectiveness and efficiency of the governance, operations and funding structures of the GCFF to coordinate support to MICs impacted by refugee crises (in line with the OM).
- b) Forward-looking evaluation covering the impact of GCFF to date, the areas where GCFF has showed strength, and lessons learned, in order to recommend potential adjustments in order to enhance development impact on refugees and host communities.

The two steps would be expected to each take four months. During the first step, the evaluation will focus on a portfolio analysis of underlying operations in Lebanon and Jordan to review the impact of the GCFF as a mechanism. During the second step, the evaluation will also take underlying operations into account in Colombia (and possibly Ecuador), followed by a deeper-informed evaluation of the GCFF as a whole, including its overall results framework and reporting mechanisms.

3. SCOPE OF WORK

In order to achieve the Evaluation objectives, the scope of the Evaluation should cover activities (until fall 2020) and should address GCFF process and procedures, including the governance of the Facility, a review of the portfolio of GCFF-financed underlying operations, and the Facility's management of its resources. Evaluation criteria for each level of assessment should be developed for this purpose. The scope of the Evaluation will include:

- **Structure and Governance:** The performance of the Facility's Steering Committee, ISAs, Trustee, CU and Recipient Entities in fulfilling their obligations as spelled out in the Operations Manual, as well as in the Financial Procedures Agreements for ISAs, and Contribution Agreements for the Trustee and Supporting Countries. The quality of the governance structure of the GCFF, particularly decision making by the Steering Committee, as well as the ability to tap into in-country coordination structures should be assessed.
- The **efficiency and effectiveness** of the **Facility's financial architecture and fund allocation process** should be reviewed with the Facility's contributors (i.e., Supporting Countries), the Trustee, the CU, and the ISAs. The strategic and financial value-added of the Facility's approach to the provision of concessional financing should be determined based on inputs from all relevant stakeholders as well as in comparison with other aid delivery mechanisms. The constraints and opportunities presented by the country context shall be taken into consideration.
- The **relevance and development impact of the GCFF portfolio** should be assessed in cooperation with the ISAs and Recipient Entities. Among others, the evaluation should assess the uniqueness of the Facility, its leverage effect in support of both host communities and refugees, its added value in terms of its coordination function and its support for coherent approaches amongst GCFF donors. This should also entail how fragile/conflict-

sensitive its approaches and underlying operations have been, and how the requirements of the GCFF were understood by recipient countries. Finally, the additionality of GCFF operations should be assessed.

- **The Facility as a global platform** that provides a ready response mechanism to refugee crises. This should assess the impact of the extension of the GCFF to the new benefitting countries (Colombia and Ecuador) and the extent to which the GCFF acts as a mechanism for donor coordination and serves as a platform for development projects that target refugees and host communities across the humanitarian-development nexus.

4. EVALUATION CRITERIA

The evaluation will gather data, draw conclusions and make recommendations for the following elements:

4.1. *Alignment of structure and management in light of stated objectives:* The analysis of the performance of the management and administration of the Facility will be conducted in light of the stated objectives.

- a. To what extent has the Facility achieved its objectives as set out in Section 8 (Result Framework) of the OM. These indicators are: (i) amount of grant contributions raised; (ii) amount allocated by the GCFF per year; (iii) amount of total MDB financing made on concessional terms from the GCFF; and (iv) share of respondents from Benefitting Countries, ISAs, and Supporting Countries who indicate that GCFF implementation is making a useful contribution to coordination efforts.
- b. How well did ISAs, working with Benefitting Countries, monitor, evaluate and report on the interim results of their activities?
- c. How well did the key elements of the GCFF governance structure (SC, Trustee and CU) fulfill their roles?
- d. Has compliance with the GCFF Operations Manual been ensured?

4.2. *Efficiency and effectiveness of the GCFF:* Against the stated objectives of the Facility, this component includes fiduciary management, allocation of concessional financing, and business processes (supervision, reporting, management oversight, and risk assessment and management).

- e. To what extent has the GCFF approval process been efficient (timeline; clearances; CU) and effective (from initial negotiations with partners, SC approval, project effectiveness, etc.)?
- f. Did the application for funding provide enough information, including regarding compliance with the ISA's policy and safeguards, to the SC to adequately inform allocation decisions?
- g. How well has the SC been able to respond/match the needs expressed by Benefitting Country requests for financing?
- h. Has the concessional formula served its purpose?
- i. What are the key factors that prevent certain ISAs from participating to a greater extent in the GCFF?
- j. Have the fund allocations and disbursement processes been efficient and effective both in terms of transfers of funds from FIF to ISAs and from ISAs to benefitting countries?
- k. From a cost perspective, how efficient have ISAs been able to leverage their existing operations?

4.3. *Measuring the relevance and development impact of the GCFF portfolio:* The portfolio analysis will evaluate the impact of the GCFF and its additionality as per the Facility's stated objectives. The portfolio includes all operations (closed and ongoing) which have received funding so far and their rationale, as well as the size and share of GCFF contributions. This element should contribute to measuring the development impact of the GCFF mechanism, and notably capture:

- l. Did the GCFF portfolio allocation respond to critical financing needs of benefitting countries?
- m. To what extent did the GCFF portfolio pursue the objective to “*support middle income countries impacted by the influx of refugees through the provision of concessional financing and improved coordination for development projects addressing the impact of the influx of refugees.*”
- n. To what extent can the four indicators in the Result Framework capture progress in terms of portfolio and whether/how can these indicators be adjusted to stress the impact of portfolio on refugees and host communities?
- o. To what extent did the GCFF portfolio reflect and respect the Facility’s principles?
- p. How well has the Facility been able to follow up on the commitment made at the inception to mobilize more than USD1 billion over five years for Lebanon and Jordan and another US\$500 million for the Global Window (progress to date)? What has helped or hampered resource mobilization?

4.4. Lessons learned to enhance coordination and impact and promote sustainability of the GCFF: This will focus on whether the GCFF has fulfilled its strategic role and how it can enhance its role in the future.

- q. To what extent has the GCFF portfolio (outputs; outcomes) influenced the policy discussion on the needs of the refugees and host communities? What types of positive or negative effects?
- r. To what extent has the GCFF been able to inform and influence the operations of the ISAs and the policies of benefitting countries?
- s. To what extent did the GCFF drive additional funding, contribute to scaling operations, create a multiplier effect, incentivize cooperation among ISAs and Benefitting Countries, etc.?
- t. To what extent has the Facility’s communication/outreach approach been effective? Has the dialogue between the CU, SC, ISAs and benefitting countries translated into increased attention for refugees and hosting communities?
- u. To what extent have risks at the overall Facility level been discussed by the relevant stakeholders and appropriate mitigation measures put in place?
- v. Is the current results framework fit for purpose? How can it be improved?
 - What options could be developed to update the Results Framework to more effectively monitor the impact on refugees and host communities?
 - What steps/data would it take to develop a dedicated M&E framework to be designed for the GCFF in addition to the project-level M&E framework ensured by ISAs?¹⁹³
 - How can the updated M&E framework take into consideration gender-disaggregated data and environmental indicators?

Recommendations: For each of the elements described above, the consultancy will provide recommendations. Focus area 4.4 will be especially rich in terms of recommendations as the consultancy will lay out forward-looking options to inform the upcoming decision-making process.

5. METHODOLOGY

¹⁹³ Beyond measuring project-level results, several Supporting Countries have expressed a shared interest in maximizing the benefits of GCFF-funded operations for refugees and host communities. The effort to achieve this shared objective would be aided by a framework that supplements normal project-level monitoring to be undertaken by the ISAs to systematically capture the wider impact of GCFF-funded projects on refugees and host communities.

Selection of consultancy/firm: The independent evaluation will be commissioned by and report to the SC through the CU. The SC, with support from the CU, will ensure competitive and transparent bidding and selection of the consultancy/firm in line with World Bank policies and procedures. The SC will approve the terms of reference by absence of objection. The CU will manage the tendering process in line with WB procurement processes.

The World Bank will enter into a contract with the selected consultancy/firm in accordance with its procurement policies and procedures, and the contracted consultancy/firm will report directly to the CU. The CU will submit to the SC the draft reports received from the consultancy/firm. The SC will review the interim reports of the selected consultant for the 2 phases and approve its final report. The CU will facilitate the process by assisting the consultancy/firm with access to stakeholders, including the members of the Steering Committee, and reviewing the draft report to ensure compliance with these terms of reference. The CU will also provide the consultancy/firm with documentation including project documents, progress, annual and financial reports, the Operations Manual (currently all available at <https://globalcff.org>), contacts to relevant stakeholders, as well as other resources such as the results of an opinion survey that was conducted.

Review methodology: Each short-listed candidate should provide a detailed methodology and design for the Independent Evaluation when submitting their proposal, as well as a detailed timeline for completion of the evaluation. This should describe the overall approach to addressing the key evaluation questions in terms of developing evaluation criteria and indicators, gathering and analyzing information, deriving findings, and presenting conclusions and recommendations with supporting evidence. The interim report will be expected to focus on the stated objectives of the GCFF and a first readout of the MENA operations; the final report would be expected to focus on all closed and ongoing operations and their outcomes and impact. At a minimum, it is expected that the methodology will include:

1st key deliverable: The Interim Report

The Interim Report will extend over the first four months of the consultancy and focus on: (i) the portfolio analysis of projects in Lebanon and Jordan; (ii) the performance based on the stated objectives and existing framework of arrangements.

It will place special emphasis on the governance, operations and funding structures of the GCFF (e.g., grant approval process, governance structure, Fund management, and financing). It will notably evaluate the types of linkages/synergies between GCFF sub-operations and other in-country development assistance projects. Against this background, it will determine the efficiency and effectiveness of the Facility and measure its relevance and development impact on refugees and host communities.

The Evaluation will engage with Benefitting and Supporting Countries as well as ISAs and conduct targeted project sites.¹⁹⁴ In doing so, it will conduct stakeholder consultations consisting of both one-on-one semi-structured interviews and focus group discussions with the key stakeholders. Voices of both women and men should be represented.

2nd key deliverable: The Final Report

The Final Report will extend over the following four months of the consultancy and focus on: (i) the early findings of the portfolio analysis of projects in Colombia and, to a more limited extent, Ecuador; (ii) the development of a forward-looking perspective that will draw on lessons learned to inform the areas for improvement and ultimately sustainability of the GCFF.

It will provide recommendations to enrich the targets and indicators to better integrate findings into GCFF-sponsored operations as well as to improve the structure and functioning of the GCFF and enhance its development impact. It will also provide recommendations on how to tailor the new results framework to ensure increased focus on refugees and hosting communities.

Building on the guidance received from the Steering Committee and other stakeholders, the Evaluation team will consolidate the final report and present its findings to the Steering Committee at the end of the first quarter 2021.

Team composition: The consultant has flexibility to propose the composition of the review team. For planning and budgeting purposes, the following positions are assumed to be critical in order to undertake the evaluation:

¹⁹⁴ In the case of travel restrictions, the consultancy will propose alternative strategies of engagement.

- A team leader with overall responsibility for team management and report writing
- Technical specialists in the areas of project and portfolio review, organization and management and development finance
- Optionally a Junior consultant to assist with literature review, data collection and logistics

Skills and experience: Each consultant's technical, professional and organizational capacity to carry out these terms of reference will be assessed in the selection procedure. Desired skills and experience include:

- Demonstrated and relevant expertise in evaluation
- Demonstrated familiarity with respect to planning, financing and implementing technical assistance and investments in developing countries
- An understanding and experience with the procedures of multilateral development banks and regional institutions
- An understanding of informal partnership program structures, including trust funds, with international partners
- A demonstrated ability to conduct successful consultations
- Previous experience working on projects related to refugees and/or displaced populations
- Previous experience working in MENA and/or LAC desired
- Capacity to operate fully in English, with some ability to operate in Spanish and/or Arabic

Budget: The total estimated budget for the independent evaluation is USD200.000. It is broken down between the interim report (80,000USD); the final report (100,000USD) and the consolidated final report (20,000USD) including the final restitution seminar to the Steering Committee. All expenses related to travel and outreach will be covered by the selected firm.

Travel restrictions: In view of the ongoing global pandemic, if travel restrictions are not lifted, the interviews and collection of data will be conducted remotely.

6. DELIVERABLES and TIMELINE

Deliverables and deadlines are summarized in the table below. Final timelines shall be agreed with the evaluator upon signing of the contract. The procurement of the contract will follow World Bank standard guidelines and be supervised by the Coordination Unit.

| # | Action | Deadline | Comments |
|-----|---|-------------------|---|
| 1. | ToR approved by Steering Committee | June 15, 2020 | |
| 2. | Evaluator selected and contracted | July 1 | |
| 3. | Launch call conducted by CU with the external evaluator and information package provided to the evaluator | July 8 | Project documents, progress, annual and financial reports, the Operations Manual, contacts to relevant stakeholders, etc. |
| 4. | Inception plan/workplan outlining design and methodology submitted to the CU | July 30 | |
| 5. | Draft Interim Report due to the CU | September 15 | |
| 6. | Comments on draft report submitted by the CU | October 1 | |
| 7. | Revised draft report due to the CU | October 10 | |
| 8. | <i>Submission of the Interim Report to SC for review and comments</i> | October 15 | |
| 9. | SC comments on draft report submitted | October 30 | |
| 10. | Steering Committee meeting to discuss Interim Report | October 30 | |
| 11. | Revised interim report submitted to the CU | November 15 | |
| 12. | Draft report on the 2 nd Phase component due to CU | January 15, 2021 | |
| 13. | Comments on draft report submitted by the CU | January 31 | |
| 14. | Revised draft report due to the CU | February 15 | |
| 15. | <i>Submission of Final Report to SC for review and comments</i> | March 1 | |
| 16. | SC comments on draft report submitted by the CU | March 15 | |
| 17. | Revised final report submitted to the CU | March 31 | |
| 18. | Presentation of the findings of the report during an exceptional Steering Committee meeting | By April 15, 2021 | |

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