

Ex-post evaluation

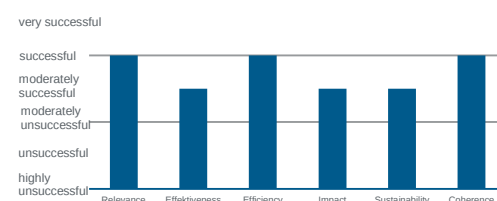
Strengthening Resilience, Education and Child Protection Phase I, Syria

Title	UNICEF Syria: Strengthening Resilience, Education and Child Protection, Phase I		
Sector and CRS code	11220 Primary education 11230 Basic life skills for adults		
Project number	2016 18 826		
Commissioned by	Federal Ministry for Economic Cooperation and Development (BMZ)		
Recipient/Project-executing agency	United Nations International Children's Emergency Fund (UNICEF)		
Project volume/Financing instrument	EUR 14.05 million / transitional aid (Crisis Management and Reconstruction, Infrastructure / transitional development assistance)		
Project duration	December 2016 – December 2018 (project completion report April 2021)		
Year of report	2023	Year of random sample	2023

Objectives and project outline

Outcome-level objectives were to provide Syrian children and young people with access to and use of high-quality measures in the areas of education, child and youth protection, and social protection. At impact level, the aim was to mitigate the worst effects of the Syrian crisis on the educational opportunities of children and young people; the project was also reviewed for its contribution to cohesion, tolerance and peace based on the FS 1 classification. The individual measures of the project were implemented at close to 100 project locations and were embedded in the UNICEF “No-Lost-Generation” (NLG) initiative.

Overall rating:
moderately successful



Key findings

The relevance, coherence and efficiency of the project were successful. On the other hand, the results in terms of effectiveness are below expectations, and only limited positive results could be assumed in terms of the project's developmental impacts and sustainability.

- The design and objectives of the measures corresponded to the needs of the target group and the project-executing agency's competence, but the volatile political environment and precarious security situation in Syria made it difficult to implement individual measures. The result was that not all target values were achieved in the various components and the associated objectives at outcome level were only partially achieved.
- Despite the difficult framework conditions under which UNICEF had to operate in Syria, the project's production efficiency from the project-executing agency's perspective and allocation efficiency from the target group's perspective were successful; in some cases, the costs were significantly lower than those of comparable NLG projects in fragile contexts.
- Although positive development policy results were generally expected from the NLG education investments, these were limited by the negative socio-economic and socio-political context in which the FC project had to be implemented.
- Nevertheless, under the conditions of the “frozen” civil war in Syria, the project succeeded in providing children and young people with expanded access to educational opportunities and enabling child and youth protection, and social protection benefits, also because the project-executing agency was experienced in implementing educational projects in fragile contexts.

Conclusions

- Compared to isolated education investments in fragile contexts, multi-sectoral approaches with integrated measures in the areas of education, child, youth, and social protection are better suited to meet the needs of the target group.
- For FC education projects in fragile contexts, conceptually advanced follow-up projects are important in order to achieve sustainable and developmental impacts.
- For projects in a war-torn environment, the project-executing agency requires sufficient flexibility to adjust budget lines and time schedules.
- An executing agency committed to neutrality is essential for educational projects in an environment where external political actors exert their influence.

Ex post evaluation – rating according to OECD-DAC criteria

General conditions and classification of the project

The bloody civil war in Syria, which broke out in spring 2011 after peaceful demonstrations for political and social reforms and the subsequent violent reaction of the regime under Bashar al-Assad, has, according to UN figures from 2022, resulted in more than 300,000 civilian deaths.¹ In 2022, UNHCR registered over 28 million refugees from Syria and 1.1 million internally displaced persons in 2019.² Russia's massive military intervention in the Syrian conflict has contributed to the consolidation of the Assad regime, which now controls more than 70% of the country. Only an autonomous region in the north-east established by Kurds, the Idlib Governorate in the north-west, partly controlled by the Islamist organisation Hayat Tahrir al-Sham, and areas occupied by Turkey on the border with neighbouring Syria are not under the control of the government in Damascus. However, the conflict with the rebellious opposition and rebel groups is by no means resolved, just frozen, especially as the interests of the intervening regional powers Russia, Iran and Turkey also prevent a political solution.³

Syria is considered at the level of "high alert" among the fragile states – among countries such as Afghanistan and the Democratic Republic of Congo.⁴ The Syrian economy is at rock bottom, the national currency has collapsed and there are no funds for reconstruction. The country's real gross domestic product (GDP) has been shrinking for years, and there is no sign of redynamising macroeconomic value creation.⁵ 85% of Syrian households cannot meet their basic needs, 12.1 million people do not have secure access to food, more than half of the population lacks a stable water supply.⁶ Rapidly rising food and fuel prices, exacerbated by the war in Ukraine, as well as the ongoing conflict in parts of the country, have devastating consequences for Syria's most vulnerable population groups, while at the same time fewer people receive subsidised food and fuels under national social security programmes. The coronavirus pandemic and the severe earthquake in February 2023 further worsened the social situation. Basic social services can only be maintained with the help of the international community.

Seven out of ten people in Syria – more than 15 million – depend on humanitarian aid. The most important donors are the European Union and its member states.⁷ Germany has suspended bilateral development cooperation with Syria after the outbreak of the armed crisis, but continues to provide, for example, non-governmental structural transitional aid with the aim of strengthening the resilience of vulnerable population groups in Syria. There is no cooperation with the Syrian government or de facto authorities in north-west and north-east Syria.⁸

Brief description of the project

The FC project "UNICEF Syria: Strengthening Resilience, Education and Child Protection" (BMZ no. 2016 68 060) served to finance activities as part of UNICEF's No Lost Generation (NLG) approach in the areas of education and child protection for children and young people in Syria. The aim of the project was to improve Syrian children's access to education and child protection measures, with a particular focus on children with disabilities, the internally displaced, children without access to education and traumatised children and young people. The individual measures contributed to improving access to formal schooling and informal education programmes outside

¹ <https://www.ohchr.org/en/stories/2023/05/behind-data-recording-civilian-casualties-syria> (accessed: 18 September 2023). According to an estimate by the Syrian Observatory for Human Rights (SOHR), at least 560,000 people died in the conflict by December 2018. <https://www.syriaahr.com/en/108829/> (accessed: 18 September 2023)

² <https://www.unhcr.org/refugee-statistics/download/?url=Vi0n2C> and <https://www.unhcr.org/refugee-statistics/download/?url=S6aCoq> (accessed: 18 September 2023)

³ The USA also maintains the Al-Tanf military base near the Syrian-Iraqi border, where fighters of the Free Syrian Army were trained for a while. They are the armed wing of the National Coalition of Syrian Revolutionary and Opposition Forces formed in 2011.

⁴ Fund for Peace (2023): Fragile States Index. Annual Report 2023, Washington DC, p. 7.

⁵ In the three years 2020–2022 alone, GDP shrank by more than 10%; World Bank (2023): Global Economic Prospects, January, Washington DC, p. 26. The International Monetary Fund has not published macroeconomic data for Syria since 2011 due to the uncertain political situation there; IMF (2023): World Economic Outlook, April, Washington DC, p. 118.

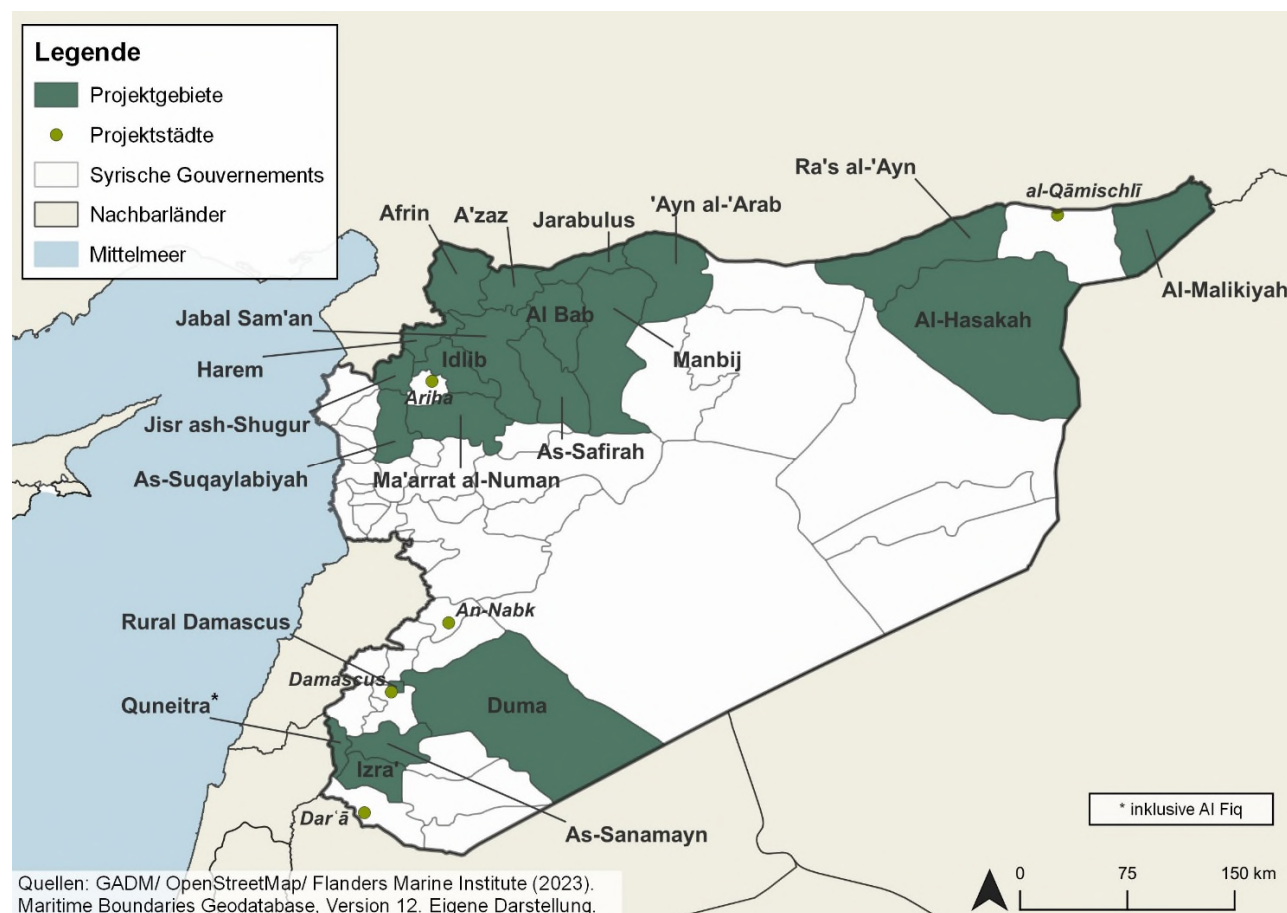
⁶ https://civil-protection-humanitarian-aid.ec.europa.eu/where/middle-east-and-northern-africa/syria_en and <https://www.wfp.org/countries/syrian-arab-republic> (accessed: 19 September 2023)

⁷ https://civil-protection-humanitarian-aid.ec.europa.eu/where/middle-east-and-northern-africa/syria_en#introduction (accessed: 19 September 2023)

⁸ <https://www.bmz.de/de/laender/syrien> (German only, accessed: 19 September 2023).

the school system for children and young people. There were also child welfare measures and psychosocial support programmes for children and young people.

Map/satellite image of the project country including project areas/locations



Breakdown of total costs

		Inv. (planned)	Inv. (actual)
Investment costs* (total)	EUR million	14.05	14.05
Counterpart contribution	EUR million	0.0	0.0
Debt financing	EUR million	14.05	14.05
<i>Of which budget funds (BMZ) EUR million</i>		<i>14.05</i>	<i>14.05</i>

* Total grant to UNICEF Transitional Aid (Crisis Management and Reconstruction, Infrastructure budget title)

Evaluation according to OECD-DAC criteria

Relevance

Policy and priority focus

The project in numerous Syrian municipalities was part of the regional NLG approach, which, under the leadership of UNICEF and the Christian relief agency World Vision, aimed to ensure access to education for children and young people affected by the Syrian crisis. The NLG initiative also aims to provide a protective environment for children and young people traumatised by war, violence and displacement, and to counter the exploitation, abuse and neglect of vulnerable children.

The NLG initiative's focus on children's and young people's rights and the promotion of education with the aim of fundamentally enabling people to improve their political, social, cultural, civic and economic situation also corresponded to the Federal Ministry for Economic Cooperation and Development's (BMZ) policies and priorities. At regional and country level, the NLG approach was embedded in the Syrian Humanitarian Response Plan (HRP), which has a coordination function for humanitarian action in Syria.

The fact that the measures were to be implemented in areas under both government and opposition control was in line with the UN organisations' "Whole of Syria" approach, which aimed to gain access to all regions, regardless of local balance of power. In addition, the plan was to involve relevant Syrian ministries, such as the Ministry of Education or the Ministry of Social Affairs and Labour, and their local units to ensure local support. Municipalities were to be selected at the start of the programme according to the security situation and on the basis of a needs assessment carried out by UNICEF (see Effectiveness | Contribution to achieving targets).

Focus on needs and capacities of participants and stakeholders

While nearly all children in Syria went to school before the outbreak of the Syrian civil war in 2011, five years after the armed conflict began, around 2.1 million pupils in Syria no longer had access to formal education. At the same time, the Syrian government's expenditure on education shrunk dramatically since 2011 as real GDP has fallen.⁹ In addition, over 6,000 schools have ceased to operate and enrolment rates have fallen to historic lows. For example, the gross enrolment rate for the primary area in 2016 – the project's implementation year – was only 74%, the net enrolment rate was 70%, which was roughly the same as in the 1980s. The situation was particularly dramatic in the region in and around Damascus, in Aleppo, Homs and Idlib, where more than half of the 2.1 million pupils who were no longer attending school lived.¹⁰

In addition to the lack of access to educational opportunities, the living conditions of Syrian children and their families were characterised by multidimensional poverty (see also the framework conditions and classification of the project). For example, a report on the effects of the 2014 Syrian crisis showed that four out of five Syrians lived below the national poverty line, almost two thirds of the population suffered from extreme poverty.¹¹

Against this background, the target group included all Syrian children and young people without access to education and child protection services. Equal attention was given to girls and boys, with special measures for girls who had been victims of rape or suffered from other forms of gender-based violence. In addition, a special focus was placed on families with children with disabilities for whom financial and administrative support services, such as case management, were planned, based on the individual needs and potentials of the beneficiary families. The selection of the target group was appropriate.

⁹ https://www.unicef.org/syria/media/10586/file/Budget%20brief_2022_F.pdf (accessed: 1 December 2023)

¹⁰ <https://reliefweb.int/report/syrian-arab-republic/no-place-children-impact-five-years-war-syrias-children-and-their> (accessed 18 November 2023).

¹¹ <https://reliefweb.int/report/syrian-arab-republic/alienation-and-violence-impact-syria-crisis-report-2014-march-2015> (accessed 18 November 2023).

Appropriateness of design

The design of the project was based on the project proposal submitted by UNICEF, whose planned measures at outcome level were intended to achieve impacts in the components of education (C1), children (C2), youth (C3) and social protection (C4) in order to strengthen the resilience of the target group at impact level.

A detailed results chain was not explicitly described in the project documents, nor was the term resilience defined in more detail. The outcome objectives in the individual components, on the other hand, were formulated in great detail and supported by numerous output indicators.¹²

In order to formulate the target more concisely at outcome level and address its use, it was modified in the evaluation concept as follows: the objective at outcome level was that Syrian children and young people receive access to and use high-quality measures in the areas of education (C1), child protection (C2), youth development and participation (C3) and social protection (C4). An adjustment was also made at impact level and the term resilience was replaced due to its ambiguity. The modified objective at impact level was to mitigate the worst effects of the Syrian crisis on the educational opportunities of children and young people in Syria. Due to the FS 1 classification in the programme proposal, the objective was also reviewed in terms of whether a contribution to cohesion, tolerance and peace could be made at impact level.

In principle, the target system follows the impact logic based on empirical findings that investments in the education of children and young people have numerous positive social and economic interactions and have a direct beneficial effect on aspects such as income, birth rates, health, the learning performance of offspring or, under certain conditions, also on conflict prevention and resolution. In addition, integrated measures, as bundled in the four components of education, protection of children and young people, as well as social protection, are expected to have an impact.¹³ For this reason, the combination of the measures in the four components is also assessed as sensible in conceptual terms, as well as feasible, as UNICEF as the project executing agency fulfils the necessary requirements for implementation, such as relevant expertise.

Response to changes / adaptability

Despite serious risks that could only be influenced slightly, the project was largely implemented as planned. Only individual measures had to be cancelled or discontinued due to the very volatile security situation, such as training measures for teachers in Southern and Northern Syria, as fighting escalated there, or activities to start up businesses for young people after authorities did not issue the necessary approval and the financing costs for the start-ups also increased. Saved budget funds were used within the same component.

Rating summary:

In conceptual terms, no significant shortcomings can be identified with regard to the various evaluation dimensions of relevance, which is why the relevance of the project is rated as successful. In particular, the design of the project, which was integrated into the regional NLG approach, is convincing in the sense that it focused on the needs of the target group, which would not have had adequate access to educational or child protection services without the corresponding measures.

Relevance: 2

¹² According to the programme proposal and final inspection, outcome targets were to (i) provide access to learning opportunities and skills development to at-risk children, especially those who do not attend school or are at risk of not attending; (ii) better protect children from the effects of the crisis through enhanced community-based prevention and interventions aimed at increasing the resilience of children and communities; (iii) strengthen the resilience of young girls and boys and create coping strategies through increased learning opportunities that help to promote cohesion, tolerance and peace in their societies; and (iv) identify and address social and economic weaknesses of disadvantaged children and their families.

¹³ Langthaler, Margarita (2013): The effects of education on development, Vienna; available at https://www.researchgate.net/publication/280713457_Argumentationsrahmen_Die_entwicklungspolitischen_Wirkungen_von_Bildung/link/55c1ff4308ae4a2aa8933d3f/download (accessed: 26 November 2023)

Coherence

Internal coherence

Since 2016 – the year in which the project was implemented – Germany's commitment to the people affected by the conflict in Syria has included projects with UNDP in the area of infrastructure rehabilitation and UNICEF in the water sector.¹⁴ The focus of TC was on supporting civil society actors as well as internally displaced people and host communities in Syrian opposition areas in the north-west and north-east of the country in the sectors of security of food supply, health and psychosocial support.

During the project's implementation period, a sectoral division of tasks was discernible between FC and TC. While FC was primarily active in the education and infrastructure sectors, TC concentrated on the food and health sectors. In addition, all projects were consistent with international standards and norms to which German DC is committed, such as the 2030 Agenda and its "Leave no one behind" principle. This consistency with international standards and norms also applies to the project to support the measures of the NLG initiative evaluated here, which focused on the children and young people rights. Their protection and safeguarding on the basis of the UN Convention on the Rights of the Child ratified by Germany are guiding principles of German development policy.

External coherence

The NLG activities in Syria were an integral part of the annual Syria HRP and formed the framework for other humanitarian actions under these plans to avoid duplicate financing. Against the background of the four principles of humanity, impartiality, neutrality and independence, recognised in 1991 by UN Resolution 46/182 as the basis for global humanitarian aid, the HRP was developed in consultation with the Syrian government. Responsible Syrian ministries or their local entities were also deliberately involved in the activities of the NLG initiative in order to gain support for the implementation on the ground and to secure support for the measures as such (cf. Relevance | Policy and priority focus).

In addition, UNICEF regularly coordinated with partners of the NLG initiative in Syria, as well as with bilateral donors, which according to UNICEF included Japan, Finland, Norway, Austria and Kuwait during the implementation period. Accountability, learning, monitoring and evaluation of the NLG measures were increasingly harmonised with the Syria HRP and the regional "Refugee and Resilience Plans" (3RP), which applied to the countries particularly affected by the Syrian crisis: Turkey, Lebanon, Jordan, Iraq and Egypt. Since UNICEF already had positive experiences in these countries as part of the NLG approach, the United Nations International Children's Emergency Fund is also assessed as a suitable project-executing agency for Syria in order to competently implement the project's measures.

Rating summary:

The evaluation of coherence takes into account that Germany suspended bilateral DC with Syria following the outbreak of the armed crisis. The evaluation of coherence is therefore primarily based on the accuracy of fit of the NLG approach in the context of other measures for the people affected by the Syrian crisis (external coherence). In this context, coherence is rated as successful due to the coordination and use of common systems.

Coherence: 2

Effectiveness

Achievement of (intended) targets

The outcome-level objective adjusted as part of the EPE was that Syrian children and young people receive access to and use high-quality measures in the areas of education (C1), child protection (C2), youth development and participation (C3) and social protection (C4).

¹⁴ Further information on the projects can be found (German only) at <https://www.bmz.de/resource/blob/17674/syrien-lebensbedingungen-verbessern.pdf> and [syrien-wasserversorgung-sichern.pdf \(bmz.de\)](https://www.bmz.de/resource/blob/17674/syrien-wasserversorgung-sichern.pdf) (accessed: 19 November 2023).

Indicator	Target value PA/EPE	Actual value at final in- spection	Actual value at EPE
(1) Children and young people with qualitatively improved access to formal and informal educational offerings (C1)	90,000 children and young people	67,870 children and young people → Not achieved	Outside the scope of the evaluation ¹⁵
(2) Beneficiaries of a qualitatively improved learning environment (C1)	110,000 children and young people 900 teachers	164,535 → Achieved 723 → Not achieved	Outside the scope of the evaluation
(3) Children and young people with access to child protection measures (C2)	107,300 children and young people 1,150 child protection workers 240 school counsellors / health workers	121,095 children and young people → Achieved 1,464 child protection workers → Achieved 155 school counsellors / health workers → Not achieved	Outside the scope of the evaluation
(4) Young people with access to life skills training and vocational training (Component 3)	60,000 young people	106,251 young people → Achieved	Outside the scope of the evaluation
(5) Families with disabled children with access to financial support	4,200 families	4,269 families → Achieved	Outside the scope of the evaluation

Data source: Project completion report 2021; UNICEF Final Report, Government of Germany, BMZ no. 2016 18 826 (Phase I), 7 December 2016 to 31 December 2018.

The intent was that a total of 90,000 children and young people benefit from formal and informal educational offers from the education component (C1) (Indicator 1). These included accelerated learning programmes to make up learning gaps, independent study programmes to obtain a formal degree, as well as promotional courses and vocational training opportunities. However, fewer children and young people than planned had expanded access to education, partly due to the challenging cooperation with educational authorities in areas outside the Syrian government's control, where non-accredited curricula were introduced. This was exacerbated by the lack of buildings at project sites, so the project set up containers as classrooms, and carried out minor repairs to classrooms and school buildings. According to UNICEF, all schools rehabilitated as part of the FC project were in operation at the time of the EPE. Most of the rehabilitated classrooms were still in use at the time of the EPE.

In qualitative terms, the learning environment was to be improved through the rehabilitation of schools and classrooms, the provision of school materials, and training measures for teachers (Indicator 2). Here, the target value for the beneficiary category of children, young people and teachers was exceeded overall, but training measures for teachers could not be fully implemented as fighting escalated (cf. Relevance | Response to changes / adaptability).

In the child protection component (C2), a total of 121,095 children and young people use child protection and psychosocial care programmes as well as specialised child protection services. The target of 110,000 children and young people was exceeded here, as was the target of 1,150 child protection workers trained in psychosocial

¹⁵The FC project supported the NLG initiative and was therefore part of a larger project. The target values defined in the programme proposal were derived from the planned FC funds for the individual components in the implementation period. In concrete terms, this means that, for example, in Component 1, 90,000 children were expected to participate in accelerated learning programmes etc. financed with FC funds during the implementation period. An actual value at the time of the ex post evaluation has no informative value with regard to the impact of the FC project.

care. However, the target of 240 school counsellors and health workers to be trained in psychosocial support was not met either.

In Component 3, which aimed at the development of young people and the promotion of their participation opportunities (C3), the target value of 60,000 beneficiaries was almost doubled. The measures included training courses to improve skills in critical thinking, communication, cooperation and creativity, vocational training measures and participation in community work projects and initiatives.

Under the social protection component (C4), 4,629 families with children with disabilities received cash transfers and the target value of 4,200 families was thus achieved.

Contribution to achieving targets

The volatile political environment or lack of approvals made it difficult to implement individual measures of the FC project, but individual target values could still be achieved in the various components and the associated objectives at outcome level could be partially achieved, also because the remaining funds were used for other measures in the same component. (cf. Effectiveness | Achievement of (intended) targets).

According to the project-executing agency UNICEF, the FC project's education and child and youth protection measures are used by girls and boys in equal measure. ¹⁶ Many of the objectives already had set a target of 50% for girls. For this reason, particular attention was paid to promoting girls' participation in individual measures. For example, awareness-raising measures on gender-based violence and other child protection issues were carried out in various municipalities. It was achieved, for example, that married teenage girls also benefited from child and youth protection measures. In addition, vocational training courses were offered specifically for girls in order to reduce barriers to access. This also the case for young people with disabilities, who were supported by materials in braille or through the use of sign language.

With regard to the use of cash transfers, a survey conducted by UNICEF in 2018 and 2019 among beneficiaries in the rural areas of the Damascus and Tartus governorates shows that beneficiaries relied less on negative coping strategies after receiving the cash transfers, and the pressure to reduce meals, incur debt or make savings on health costs decreased.

Despite these positive findings and the broad-based achievement of the FC project objectives, the NLG initiative, in which the FC project was embedded, was not able to reach all vulnerable children and young people everywhere in Syria, even though measures were implemented at a total of 93 different intervention locations. The reasons for this were – in addition extremely dynamic security situation during the implementation period – were the cumbersome bureaucratic procedures and multi-stage approval processes required for access to many parts of Syria and crossing the border (cf. Relevance | Response to changes / adaptability). A lack of data also made it difficult for UNICEF to identify all vulnerable target groups in all areas of Syria, such as families with children with disabilities who would have been eligible for cash transfers.

Added to this was the unreliable and unpredictable allocation of funds by the NLG initiative's donors.¹⁷ In 2017, for example, only between 42 and 49% of the necessary NLG measures in Syria in the areas of education and child and youth protection were financially covered, amounting to around USD 626 million. The FC contribution of the project for the planned implementation period from December 2016 to May 2018 was EUR 14.05 million. Although Germany was one of the largest donors, the funds only accounted for a fraction of the total budget required for Syria in the education sector. The contribution to target achievement is plausible, but limited in view of the share of the total funds.

Quality of implementation

UNICEF had experience in the implementation of education projects and was appreciated by the international donor community as a competent and effective executing agency, which managed, coordinated and monitored the measures of the NLG initiative as project-executing agency. In addition, UNICEF attempted to adequately take into account relevant gender risks while implementing the NLG initiative, such as gender-based violence or

¹⁶ However, data according to gender were not available.

¹⁷ <https://www.nolostgeneration.org/media/1936/file/NLG-2016-Annual-Report.pdf>, p. 8

forced marriages of girls and took measures such as awareness-raising measures for gender-specific violence in municipalities (cf. Effectiveness | Contribution to achieving targets).¹⁸

Actions under the NLG initiative were implemented by national and international non-governmental organisations and other partner organisations. Their activity required approval from the Syrian government, but this was granted by individual ministries with significant delays, so that individual activities of the NLG package of measures were carried out later than planned. The measures under the FC project were also implemented by national and international NGOs. However, there is no evidence here that the FC measures were implemented late in the implementation period due to a lack of approval. Overall, no evidence was found during the EPE that the qualifications of these UNICEF partners were insufficient to implement the measures in the areas of education, child and youth protection, and social protection. However, UNICEF stated that the above-mentioned limited access to parts of Syria had a fundamentally negative impact on the capacity building of the NLG initiative's implementing organisations, as well as on the quality of the measures, follow-up and reporting.¹⁹ As a result, the quality of the implementation was impaired. In addition, UNICEF was faced with the challenge that, due to the massive refugee movements and numerous victims among the civilian population, teachers and social workers were missing or could not be trained in Syria to meet the specific needs of displaced and traumatised children and young people.

Unintended effects (positive or negative)

Unintended positive or negative impacts were not reported by UNICEF or its partners. No unintended effects of the FC measures were detected during the EPE either, but the financing of cash transfers was completely discontinued in subsequent phases, as UNICEF did not sufficiently explain how to ensure compliance with sanctions imposed in the context of the Syrian crisis when selecting beneficiaries of cash transfers.

Rating summary

Overall, we rate the effectiveness criterion as moderately successful, as the positive results predominate, even if individual results are below expectations with regard to the achievement of the intended targets, the project's contribution to the achievement of the targets and the quality of implementation.

Effectiveness: 3

Efficiency

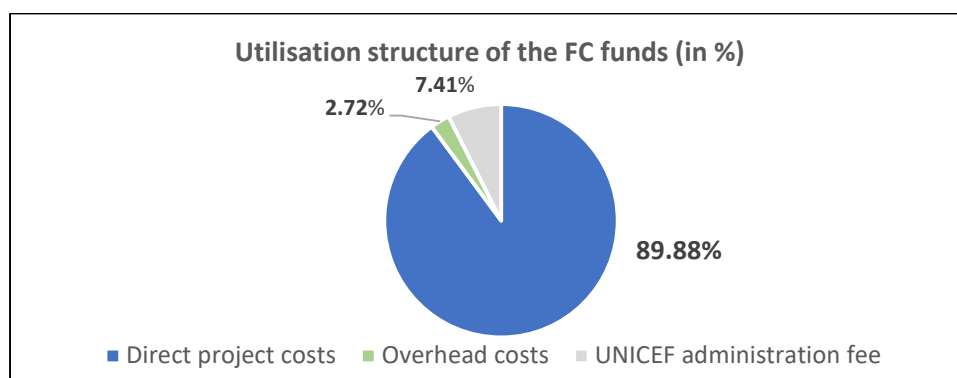
In assessing efficiency, it should be noted that UNICEF, as the project-executing agency, was not obliged to submit a detailed cost and performance statement to KfW for the implemented measures. This was in line with the standard procedure ("single-audit principle") for Financial Cooperation with UN organisations. UNICEF and/or the Syrian government did not make any contributions of their own to finance the project measures. There was financial additionality in the use of public FC funds for the project, as private capital markets would not have financed the NLG measures for education and child and youth protection or cash transfers to families with children with disabilities.

Production efficiency

The Final Certified Statement of Accounts prepared by UNICEF as of 31 December 2019 shows the following utilisation structure of the FC funds used for the project in the amount of EUR 14.05 million (USD 15,228,567): USD 13.686 million (89.88%) was attributable to direct costs of the project; in addition UNICEF charged USD 412,000 (2.72%) for overhead costs (which are not directly attributable to other cost types) and USD 1.128 million as a flat-rate management fee (7.41% of the total costs, 8% of the cost of the project).

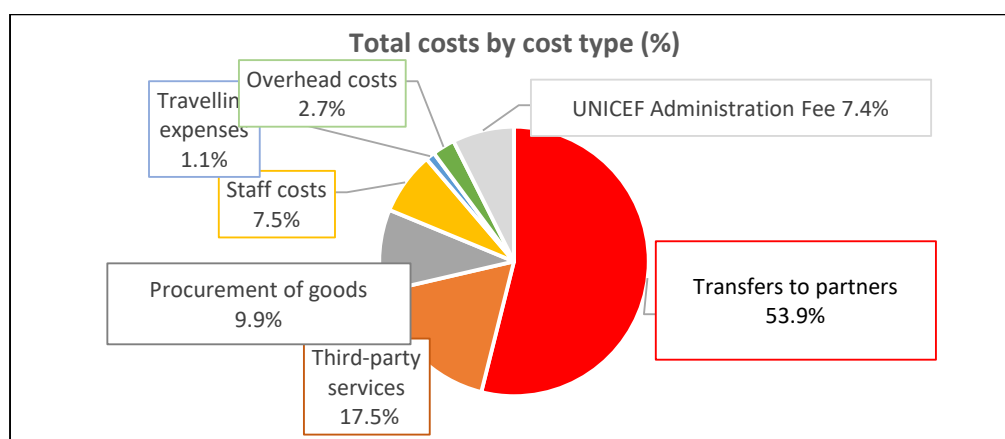
¹⁸ However, an evaluation of the supra-regional NLG approach concluded that more efforts need to be made to promote gender equality and the empowerment of women in education, child protection and <https://www.nolostgeneration.org/reports/no-lost-generation-evaluation-2019-final-report> (accessed: 26 November 2023).

¹⁹ <https://www.nolostgeneration.org/media/1936/file/NLG-2016-Annual-Report.pdf> (accessed: 26 November 2023).



Own data. Data source: UNICEF Final Certified Statement of Accounts as of 31 December 2019.

The breakdown of total costs by cost type shows that around 54% of FC funds were used for transfers and grants to partners commissioned by UNICEF to implement NLG measures. A further 17% was from services provided by third parties on behalf of UNICEF, such as the rehabilitation of school and classrooms. UNICEF project management (including personnel, travel costs, procurement of goods, overhead costs) took up 21% of the financial input.²⁰ The flat-rate UNICEF administration fee amounting to 7.4% of the total costs (or 8.0% of the project costs) corresponded to the UNICEF standard administration costs for comparable FC projects²¹ and is assessed as appropriate in view of the extremely difficult operating environment in Syria.



Own data. Data source: UNICEF Final Certified Statement of Accounts as of 31 December 2019.

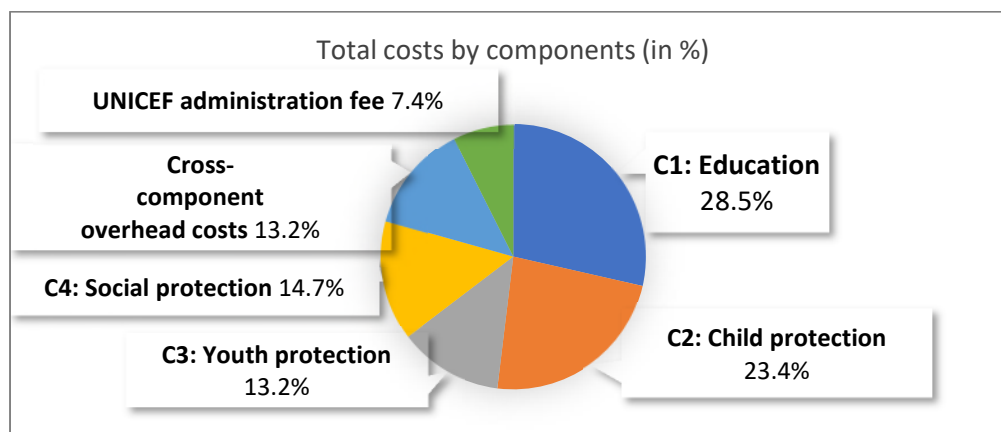
The outputs planned in the project's design were largely achieved in the Components of education (C1), child protection (C2), youth protection (C3) and social protection (C4), in some cases even exceeded (cf. Effectiveness | Achievement of the (intended) targets). C1 accounted for 28% of the total costs, C2 for 23%, and C3 for a further 13%.²² Focusing close to two-thirds of the financial inputs on these three outputs was in line with the project's objective of enabling Syrian children living in conditions characterised by multidimensional poverty and social exclusion to access educational opportunities as well as child and youth protection measures. C4 had a special conceptual position, accounting for 15% of the total costs; in this component, social and economic weaknesses of children with disabilities and their families was to be addressed primarily through cash transfers. UNICEF's follow-up, reporting and accountability efforts for the many small-scale measures of the project and its

²⁰ The project provided services in 93 sub-districts spread across Syria, but UNICEF's travel costs only took up 1.1% of the financial input in the final accounting, as many NLG services were provided on site by commissioned implementation partners, whose payment was made by UNICEF with lump sum transfers and grants.

²¹ Cf. EPE "UNICEF Jordan, WASH Berm and Education/NLG" (BMZ no. 2016 18 594); EPE "UNICEF Improvement of Water and Sanitation Supply in Refugee Camps and Host Communities in Gambella" (BMZ no. 2016 40 549).

²² In C3, output 3.3 (financing of youth start-ups) could only be provided to a small extent due to the need to halt activities; the financing costs for each individual start-up were more than twice as high as estimated, and the necessary approvals from state and local authorities in the sub-district of Al-Hasakah were not granted. The saved budget funds were used for other Component C3 activities.

numerous implementation partners accounted for 13% of the cross-component overhead costs of the total costs.²³



Own data. Data source: UNICEF Final Report Government of Germany, BMZ no. 2016 18 826 (Phase I), 7 December 2016 to 31 December 2018.²⁴

After signing the financing contract on 7 December 2016, the project was scheduled to run for a term of 18 months until 31 May 2018. Due to the tense security situation, which, for example, temporarily hindered implementation partners' access to stored school materials, UNICEF requested a cost-neutral extension until 31 December 2018, so that the actual implementation phase lasted 24 months. Due to capacity bottlenecks, the project completion report could only be submitted in April 2021.

When assessing time efficiency, it should be taken into account that, at times, armed conflicts were commonplace in many parts of Syria during the implementation period. In addition, the implementation of the measures was also made more difficult by the volatile political environment. In view of this situation, the time efficiency of the project is rated as moderately successful.

The cost-neutral adjustments to the budget lines and the time schedule requested by UNICEF were appropriate and understandable in the situation at the time. There are no significant shortcomings with regard to the project's use of the funds; the objectives were achieved economically. Taking into account the extremely difficult framework conditions in Syria, the production efficiency of the project can be assessed as successful from today's perspective.

Allocation efficiency

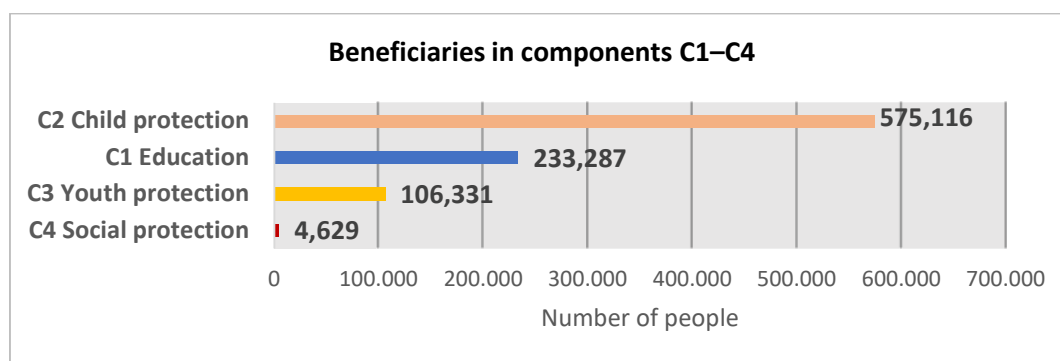
The question of whether the impacts achieved could have been achieved in the evaluated FC project by other means or with a different use of funds is not relevant, as alternatives to UNICEF as the project-executing agency were de facto not realistically available; a direct commissioning of participating NGOs to implement the planned small-scale measures would likely have been much more resource-intensive.

For the evaluated FC project, statements on allocation efficiency, i.e. on the ratio between input and outcome/impact, cannot be derived directly from the cost accounting provided by UNICEF. This shows the financial inputs for the individual outputs, but only the direct input costs for the inputs/outcomes ratio, i.e. without cross-component costs. The input/outcomes ratio is therefore derived indirectly by allocating the number of beneficiaries²⁵ to the estimated financial inputs, as an indicator of the use of the outcome from the perspective of the target group, and also by assuming that the use of the outputs has positive effects for the target group.

²³ In C1, UNICEF commissioned 22 national and international implementation partners, 13 in C2, 9 in C3 and 2 in C4.

²⁴ Note: In addition to general personnel or travel costs, overhead costs across components also include general costs from procurement of goods and third-party services.

²⁵ The numbers of beneficiaries can be counted multiple times, as identical persons may be eligible for measures in several components, such as in C1 Education and C2 Child Protection.



Own data. Data source: 2021 project completion report, Section 3.1 and Appendix 2: Results matrix; UNICEF Final Report SM160600 / BMZ no. 2016 18 826 (Phase I), Expenditure, p. 36 and Results framework, p. 38f.

The outcome of education (C1) amounted to around 233,000 people; 68,000 of these benefited from output 1.1 at per capita costs amounting to USD 32.64, and USD 165,000 from output 1.2 at USD 18.91 costs per person, from output 1.3, costs per beneficiary were comparatively high at USD 861.50, as only 159 educational actors were reached.²⁶

The outcome of child protection (C2) benefited 575,000 people, of whom almost 123,000 were able to use output 2.1 at a per-capita output cost of USD 23.98; this was significantly lower than the costs of psychosocial support for children in an FC project in Jordan with UNICEF as the project-executing agency.²⁷ More than 450,000 benefited from output 2.2, i.e. education and risk education initiatives were able to reduce the fatal effects of munition remnants on children throughout Syria at a cost of just USD 3.41 per capita.²⁸

The outcome of youth protection (C3) was used by close to 2 million people, of which 81,000 used output 3.1, with output costs of USD 18.88 per capita, and thus only one fifth of the per capita costs of life skill offers in a comparable FC project.²⁹ 26,000 young people benefited from output 3.2 at a cost of USD 22.75 per person. At USD 4,188.75, the per capita costs for output 3.3 were very high, as the measures had to be discontinued (see note 20).

In Component 4 (social protection) Output 4.1), the direct costs of money transfers (Output 4.1) to 4,629 people in families with children with disabilities in Aleppo and Al-Hasakah amounted to USD 40.37 per month per beneficiary,³⁰ or USD 166.47 when taking into account the pro rata overhead costs and the UNICEF administration fee. The direct monthly costs of the money transfers were thus almost 50% lower per person than in a comparable project, but the total costs per beneficiary/month totalled to nearly double the costs of a comparable project with UNRWA as the project-executing agency due to high pro rata overhead costs, etc.³¹

With the limitation that statements about the allocation efficiency of the FC project can only be derived indirectly due to limited data availability, the allocation efficiency is assessed as successful.

²⁶ The per capita output costs are the direct costs of the measure, plus pro rata overhead costs and pro rata UNICEF management fee; detailed information on the calculation can be found in Tables c) and d) of Annex 7 "Total costs and financing" in the annexes.

²⁷ Cf. EPE "UNICEF, Jordan WASH Berm and Education/NLG" (BMZ no. 2016 18 594); here the output costs of psychosocial support for children amounted to USD 96 per beneficiary.

²⁸ Cf. Syrian Network for Human Rights (2023): Landmines continue to plague large areas of Syria and threaten the lives of millions. <https://reliefweb.int/report/syrian-arab-republic/international-day-mine-awareness-and-assistance-mine-action-landmines-continue-plague-large-areas-syria-and-threaten-lives-millions-enar> (accessed: 6 November 2023)

²⁹ Cf. EPE "UNICEF, Jordan WASH Berm and Education/NLG" (BMZ no. 2016 18 594); here the output costs of educational offerings in life skills amounted to USD 96 per beneficiary.

³⁰ In this case, the allocation efficiency evaluation shall be based on the number of beneficiaries per month on average over the 12-month payment periods. In our calculation, the one-off payments to 380 people in 2018 mentioned in the UNICEF final report (p. 19) are not taken into account, as they were not mentioned in the project completion report and it was also not possible to allocate costs for this output according to the evaluation period.

³¹ Cf. EPE "UNRWA Special Initiative on Displacement, Lebanon, Supporting refugees and host communities in the countries bordering Syria Phase I" (BMZ no. 2014 40 627); to reduce transaction costs, UNRWA used electronic money cards for money transfers in Lebanon, while UNICEF made cash payments in Syria.

Rating summary:

The efficiency evaluation takes into account that the design of the project as urgent transitional aid in accordance with the project proposal submitted by UNICEF used design options of the multi-sectoral NLG approach, for which there were positive experiences from comparable FC projects.³² In view of the difficult framework conditions under which UNICEF had to operate in Syria, the project's production efficiency is rated as successful from the project-executing agency's perspective due to the results, which meet expectations. We also rate the allocation efficiency of the project as successful from the perspective of the target group as users of the outcomes. Time efficiency is rated as moderately successful. Considering all evaluation dimensions, we rate the efficiency of the project as successful overall.

Efficiency: 2

Overarching developmental impact

Overarching developmental changes (intended)

The impact-level objective adjusted as part of the EPE was to mitigate the worst effects of the Syrian crisis on the educational opportunities of children and young people in Syria. Due to the FS 1 classification in the programme proposal, the objective was also reviewed in terms of whether a contribution to cohesion, tolerance and peace could be made at impact level.

At the time of the EPE, all reports and interviews indicated that the basic educational opportunities of children and young people living in Syria had not changed significantly.³³ As of the start of the project in 2016, more than 2 million children and young people still did not have access to education in 2023. In north-western Syria, the situation for school-age children and young people was also exacerbated by the earthquake in February 2023.³⁴ In addition, the sociopolitical situation in many regions of Syria was far away from a cohesive, tolerant and peaceful society. Instead, it suffered from the lack of a solution to the Syrian conflict and the slow pace of the country's reconstruction. At the same time, however, despite the lack of data to support relevant education indicators, it seems plausible that the effects of the Syrian crisis on the educational situation of children and young people of school age would have been even more drastic if measures such as those implemented under the NLG initiative or under the project in the area of education, child and youth protection, and social protection had not been taken. This assumption is also supported by a projection showing that multi-sectoral approaches, such as the NLG approach, increase the likelihood of girls concluding secondary school by close to 75%, and for boys, this figure is even close to 80%.³⁵

Contribution to overarching developmental changes (intended)

As already discussed under Relevance, the positive contribution of investment in education to social and economic development policy changes is undisputed (cf. Relevance | Appropriateness of design). Evaluations of NLG measures in the neighbouring countries of Syria also prove the developmental benefits of education projects, e.g. of alternative education programmes, which, in Jordan, led to positive effects being observed on the willingness to resolve conflicts or social cohesion between Jordanian and Syrian children.³⁶

In Syria, however, the potential development policy contributions of the NLG approach were limited by the difficult socio-economic and socio-political framework conditions under which the FC project had to be implemented as part of the NLG initiative. Substantial and sustainable development policy changes are difficult to achieve in Syria

³² For example, EPE "UNICEF, Jordan, Strengthening Resilience of Host Communities and Refugees Affected by Syria Crisis" (Phase I), BMZ no. 2015 68 021 and "UNICEF, Jordan, Strengthening Resilience, Education" (Phase II), BMZ no. 2015 68 898.

³³ No data were available for the education indicators at impact level in the EPE, such as enrolment, drop-out or completion rates, educational status, etc. Data on the frequency of conflicts were also not available to determine the contribution to cohesion, etc. For this reason, the indicators were not presented in the EPE.

³⁴ <https://reliefweb.int/report/syrian-arab-republic/unicef-syria-humanitarian-situation-report-no-7-earthquake-28-march-2023> (accessed: 26 November 2023)

³⁵ <https://www.unicef.org/syria/media/13381/file/Syria-Every-day-counts-Cost-of-not-investing-in-Education-BRIEF-June-2023-English.pdf> (accessed: 26 November 2023)

³⁶ <https://www.unicef.org/media/63031/file/EdStrategy-2019-2030-CountrySolution-Jordan.pdf> (accessed: 26 November 2023).

as long as schools are not rebuilt, there is a lack of teachers and social workers or partner organisations cannot be adequately trained to provide formal and informal education (cf. Effectiveness | Quality of implementation). This was exacerbated by the inaccessibility of some regions and bureaucratic difficulties in cooperating with educational authorities that were not under the control of the Syrian government and were implementing their own curricula (cf. Effectiveness | Achievement of (intended) targets).

Contribution to (unintended) overarching developmental changes

Unintended positive or negative effects were not found at outcome or impact level during the EPE (cf. Effectiveness | Unintended consequences (positive or negative)). This is because the fragile country context, existing security risks and massive refugee movements drastically limited the possibility for all actors to continuously observe and evaluate intended development policy contributions as well as unintended effects at outcome and impact level. Nor was it possible to sufficiently include the view of the target group.

Rating summary:

The evaluation of the overarching developmental impacts takes place in light of the fact that investments in education can generally be expected to have positive developmental impacts and that it is plausible that they will contribute to alleviating the worst effects of the Syrian crisis on the educational opportunities of children and young people in Syria. At the same time, the potentially positive results are limited by the negative socio-economic and socio-political context in which the FC project was implemented, which is why the criterion is rated as moderately successful overall. In other words, the results are below expectations, but the potentially positive results of educational projects dominate.

Impact: 3

Sustainability

Capacities of participants and stakeholders

The positive impacts achieved with the project can only be maintained in subsequent phases with external financial support. Despite the nine-year of compulsory state education for children from the age of eight, the project's target group of children and young people will not have guaranteed and regular access to formal education and protection throughout Syria for the foreseeable future. More than ten years of civil war, the coronavirus pandemic and a chronic economic crisis have led to an estimated two million school-age children not receiving any education in 2022, and around 6.1 million relied on formal and informal education offered by NGOs in coordination with state institutions and de facto authorities in the areas not under government control.³⁷ UNICEF's financial situation remains tense³⁸ and highly dependent on voluntary donations from the international donor community, with consequences for the sustainability of UNICEF's NLG offers in Syria, as well. Against this background, the formulation of an exit strategy for the FC project was unrealistic.

Contribution to supporting sustainable capacities

The FC project enabled UNICEF to finance informal educational offers and money transfers for a limited time. Without this external financial support, neither the project-executing agency nor the target group would have been able to implement and continue the measures. Although NLG offers could be carried out at almost 100 locations, mainly by commissioned partners, the fact that the development of sustainable capacities was promoted there seems rather questionable due to the limited period of the prospects for action. However, the project's design contributed to supporting sustainable capacities insofar as it enabled its connectedness, which was also

³⁷ Qaddour, Kinana / Salman Husain (2022): Syria's education crisis: A sustainable approach after 11 years of conflict. Middle East Institute, Washington DC, p. 5. https://www.mei.edu/sites/default/files/2022-03/Syria%E2%80%99s%20Education%20crisis%20-%20A%20Sustainable%20Approach%20After%2011%20years%20of%20Conflict_1.pdf (accessed: 7 November 2023).

³⁸ With expenditures of around USD 8.61 billion, the estimated deficit of the UNICEF total budget reached around USD 240 million in 2023; due to the tendency to lower financing commitments by large donors, UNICEF is projected to expect falling annual revenues; see UNICEF Strategic Plan: updated financial estimates, 2023–2026. <https://www.UNICEF.org/executive-board/media/18351/file/2023-ABL6-SP-financial-estimates-2023-2026-EN-ODS.pdf> (accessed: 14 December 2023).

fulfilled in subsequent phases with minor design modifications.³⁹ In this respect, the project's contribution to supporting sustainable capacities was successful.

Durability of impacts over time

The project proposal from 2016 emphasised the urgency of the project due to the crisis, with a fundamental focus on the short-term improvement of the living situation of children and young people. At the time of the project completion report, it was not possible to assess the long-term effects of the project, as was the case at the time of the EPE. After all, the socio-political and socio-economic situation in many regions of Syria is still fragile and extremely volatile, far from sustained stabilisation as an indispensable prerequisite for state measures to substantively manage the crisis.

If the political risk of context development is excluded from the sustainability assessment, and only the use of qualitatively adequate NLG offers is taken into account in the evaluation, the FC project is currently rated at sustainability level 3 (limited success). Although the results are below expectations, it can be assumed with some probability that the necessary funding for UNICEF will be provided, so that the positive effects of the NLG programmes will be maintained.

Rating summary:

Overall, we assess the sustainability criterion as only moderately successful because, on the one hand – also due to the negative socio-economic and socio-political context – a limited sustainability claim was assumed; on the other hand, it is expected that UNICEF will receive the necessary funding to continue the positive effects of the NLG offers in many parts of Syria.

Sustainability: 3

Overall rating: 3

On the whole, the overall rating is “moderately successful”. Although positive results predominated in terms of relevance, coherence and efficiency, the effectiveness of the project was below expectations – also taking into account the difficult implementation conditions – and the developmental impact of the programme was limited, with sustainability also at risk.

Contributions to the 2030 Agenda

Universal validity: The project contributed to the achievement of Sustainable Development Goals, in particular SDG 1 – No Poverty, SDG 4 – Quality Education, SDG 5 – Gender Equality, SDG 16 – Peace, Justice and Strong Institutions and SDG 17 – Partnerships for the Goals.

Shared responsibility and accountability: The project was part of the regional NLG initiative, which is also active in Syria's neighbouring countries. The measures complemented FC projects in Syria with UNDP in the area of infrastructure rehabilitation and with UNICEF in the water sector. UNICEF's accountability was based on the United Nations' single audit principle.

Interaction of economic, environmental and social development: Positive interactions between social, environmental and economic impacts were promoted through the maintenance of basic social services and money transfers to particularly disadvantaged families, through measures to promote awareness and risk awareness, as well as through the promotion of vocational training and the support of social and economic entrepreneurship.

Inclusiveness / leave no one behind: For children and young people as particularly vulnerable groups, the project's education and child protection measures achieved positive effects.

³⁹ Phase VII of the “Syria: Strengthening Resilience, Education and Child Protection” project is now being implemented.

Project-specific strengths and weaknesses as well as cross-project conclusions and lessons learned

The project had the following strengths and weaknesses in particular:

- Under difficult conditions, measures were implemented in 93 different intervention locations in accordance with the “Whole of Syria” approach. Nevertheless, it was not possible to reach all vulnerable children and young people in Syria due to the extremely dynamically changing security situation, cumbersome bureaucratic procedures and multi-stage approval processes, as well as unreliable, unpredictable donor funding for the NLG initiative.
- The project-executing agency was very experienced and, in coordination with FC, reacted flexibly and appropriately to context-related necessary adjustments to budget lines and time schedule.
- Using existing infrastructure, several intervention sites focused on girls and women who were victims of rape or other gender-based violence and therefore needed psychological care.
- The project’s very small catalogue of measures caused high coordination and monitoring costs on the part of UNICEF; in subsequent phases, the focus was therefore on a smaller number of measures with higher promotional volumes in each case.
- Due to the urgency of the project, the UNICEF proposal was largely adopted for its design, so that little sector-specific FC expertise was taken into account.
- Although a significant part of the project’s planned measures were carried out on behalf of UNICEF by international and national NGOs as partners of UNICEF, the “partner list” submitted to FC did not contain any statements about their qualifications; only compliance screening with regard to UN and EU sanction lists was possible. However, there were no indications that the qualifications of these partners were insufficient to implement the measures in the various components as part of the EPE.
- In Component 4, UNICEF was not able to sufficiently demonstrate that recipients of money transfers were ultimately checked with regard to EU and UN sanctions and the UN terrorism blacklist; the measure was therefore cancelled.

Conclusions and lessons learned:

- Since the ex-ante cost calculation of the measures of a project in a country characterised by war such as Syria is only possible within a vague range, the project-executing agency requires sufficient flexibility in the adjustment of budget lines in consultation with FC.
- In order to achieve sustainable and developmental impacts, design connectedness is of particular importance for FC education projects that must be implemented under difficult socio-economic and socio-political framework conditions.
- For FC projects in a country in which external actors are making powerful use of their influence, an experienced project-executing agency committed to neutrality of projects on education and child protection is indispensable, one that can also draw on corresponding experiences in countries that are particularly affected by the Syrian crisis.
- Multi-sectoral approaches with integrated measures in the fields of education, child and youth protection, and social protection are preferable to pure educational investments in fragile contexts.

Evaluation approach and methods

Methodology of the ex post evaluation

The ex post evaluation follows the methodology of a rapid appraisal, which is a data-supported qualitative contribution analysis and constitutes an expert judgement. This approach ascribes impacts to the project through plausibility considerations which are based on a careful analysis of documents, data, facts and impressions. This also includes – when possible – the use of digital data sources and the use of modern technologies (e.g. satellite data, online surveys, geocoding). The reasons for any contradicting information are investigated and attempts are made to clarify such issues and base the evaluation on statements that can be confirmed by several sources of information wherever possible (triangulation).

Documents:

KfW project documents, UNICEF reports, secondary specialist literature, World Bank and IMF analyses, ex post evaluations of comparable projects with UNICEF as the project-executing agency.

data sources and analysis tools:

UNHCR Refugee Data Finder; survey results from secondary sources; satellite images; Health Nutrition and Population Statistics; World Development Indicators

Interview partners:

KfW employees in the operational department, UNICEF employees

The analysis of impacts is based on assumed causal relationships, documented in the results matrix developed during the project appraisal and, if necessary, updated during the ex post evaluation. The evaluation report sets out arguments as to why the influencing factors in question were identified for the experienced effects and why the project under investigation was likely to make the contribution that it did (contribution analysis). The context of the development measure and its influence on results is taken into account. The conclusions are reported in relation to the availability and quality of the data. An evaluation concept is the frame of reference for the evaluation.

On average, the methods offer a balanced cost-benefit ratio for project evaluations that maintains a balance between the knowledge gained and the evaluation costs, and allows an assessment of the effectiveness of FC projects across all project evaluations. The individual ex post evaluation therefore does not meet the requirements of a scientific assessment in line with a clear causal analysis.

The following aspects limit the evaluation:

During the evaluation, there was no possibility of direct contact with the implementation partners commissioned by UNICEF, who provided a large part of the NLG services on site. Direct contact with the target group was also not possible due to the volatile security environment and the massive refugee movements

Due to the project-executing agency's personnel capacity bottlenecks, the exchange of information took place with time delays.

Statements on the allocation efficiency of the FC project could only be derived indirectly due to limited data availability.

Methods used to evaluate project success

A six-point scale is used to evaluate the project according to OECD DAC criteria. The scale is as follows:

- Level 1** very successful: result that clearly exceeds expectations
- Level 2** successful: fully in line with expectations and without any significant shortcomings
- Level 3** moderately successful: project falls short of expectations but the positive results dominate
- Level 4** moderately unsuccessful: significantly below expectations, with negative results dominating despite discernible positive results
- Level 5** unsuccessful: despite some positive partial results, the negative results clearly dominate
- Level 6** highly unsuccessful: the project has no impact or the situation has actually deteriorated

The overall rating on the six-point scale is compiled from a weighting of all six individual criteria as appropriate to the project in question. Rating levels 1-3 of the overall rating denote a “successful” project while rating levels 4-6 denote an “unsuccessful” project. It should be noted that a project can generally be considered developmentally “successful” only if the achievement of the project objective (“effectiveness”), the impact on the overall objective (“impact”) and the sustainability are rated at least “moderately successful” (level 3).

Publication details

Contact:

FC E

Evaluation department of KfW Development Bank

FZ-Evaluierung@kfw.de

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KfW Group
Palmengartenstrasse 5–9
60325 Frankfurt am Main, Germany

List of annexes:

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Annex 2: Risk analysis

Annex 3: Evaluation questions in line with OECD DAC criteria/ex post evaluation matrix

Annex 1: Target system and indicators

Project objective at outcome level		Rating of appropriateness (former and current view)			
During project appraisal: The objective at outcome level was to (i) provide access to learning opportunities and skills development for children in vulnerable situations, especially those who do not attend school or are at risk of not attending; (ii) better protect children from the effects of the crisis through enhanced community-based prevention and interventions aimed at increasing the resilience of children and communities; (iii) strengthen the resilience of young girls and boys and create coping strategies through increased learning opportunities that help to promote cohesion, tolerance and peace in their societies; and (iv) identify and address social and economic weaknesses of disadvantaged children and their families.		The outcome objectives are taken from UNICEF’s Results Framework and are assessed as appropriate. As part of the EPE, they will be made shorter to improve comprehensibility.			
During the EPE (if target is modified): the objective at outcome level is to provide Syrian children and young people with access to high-quality measures in the areas of (i) formal education, (ii) child safety, (iii) youth development and participation and (iv) social protection and for them to make use of them.					
Indicator	Rating of appropriateness (for example, regarding impact level, accuracy of fit, target level, smart criteria)	PCR target level Optional: EPE target level	PA status (year)	Status at final inspection (2021)	Optional: Status at EPE (2023)
Indicator 1 (PP): Children and young people with improved access to formal and informal education programmes (Component 1)	More appropriate use at output level, but can be considered as a proxy for use at outcome level. However, qualitative aspects are not taken into account.	90,000 children and young people	N/A	67,870 children and young people	Outside the scope of the evaluation¹

¹ The FC project supported the NLG initiative and was therefore part of a larger project. The target values defined in the programme proposal were derived from the planned FC funds for the individual components in the implementation period. In concrete terms, this means that, for example, in Component 1, 90,000 children were expected to participate in accelerated learning programmes etc. financed with FC funds during the implementation period. An actual value at the time of the ex post evaluation cannot be fully considered with regard to the impact of the FC project.

Indicator 2 (PP): Beneficiaries of improved learning conditions in public schools through school rehabilitation, etc. (Component 1)	More appropriate use at output level, but can be considered as a proxy for use at outcome level. Qualitative aspects are taken into account insofar as rooms etc. have an impact on learning.	110,000 children and young people 900 teachers	N/A	164,535 children and young people 723 teachers	Outside the scope of the evaluation
Indicator 3 (new): created infrastructure (under Indicator 2) is in good condition and is being used (Component 1)	More appropriate use at output level, but can be considered as a proxy for use at outcome level.	N/A	N/A	N/A	A query has been sent to the executing agency
Indicator 4 (PP): Access to child protection measures	More appropriate use at output level, but can be considered as a proxy for use at outcome level. However, qualitative aspects are not taken into account.	107,300 children and young people 1,150 child protection workers 240 school counselors / health workers	N/A	121,095 children and young people 1,464 child protection workers 155 school counselors / health workers	Outside the scope of the evaluation
Indicator 5 (PP): Access to vocational training and life skills training (Component 3)	More appropriate use at output level, but can be considered as a proxy for use at outcome level. However, qualitative aspects are not taken into account.	60,000 young people	N/A	106,251 young people	Outside the scope of the evaluation
Indicator 6 (PP): Access to financial and other support for families with disabled children	More appropriate use at output level, but can be considered as a proxy for use at outcome level. However, qualitative aspects are not taken into account.	4,200 families	N/A	4,269 families	Outside the scope of the evaluation

Project objective at impact level	Rating of appropriateness (former and current view)
During project appraisal: The aim of the project was to improve Syrian children's access to education and child protection measures.	Access is more likely to be found at output level. In addition, the different components are not fully mapped.
During EPE (if target modified): At impact level, the aim is to mitigate the worst effects of the Syrian crisis on the educational opportunities of children and young people. It is also intended to contribute to cohesion, tolerance and peace (dual objective).	

Indicator	Rating of appropriateness (for example, regarding impact level, accuracy of fit, target level, smart criteria)	Target level PA / EPE (new)	PA status (year)	Status at final inspection (year)	EPE status (year)
Indicator 1 (new): Relevant education indicators have been improved, such as enrolment rate, completion rate, etc.	Indicators can serve as a proxy indicator to assess the extent to which the worst impacts of the Syrian crisis on children's and young people's educational opportunities have been mitigated.	N/A	N/A	N/A	N/A
Indicator 2 (NEW): Conflicts are decreasing	Indicator can serve as a proxy indicator to assess the contribution to cohesion, tolerance and peace	N/A	N/A	N/A	N/A

Annex 2: Risk analysis

All risks should be included in the following table as described above:

Risk	Relevant OECD-DAC criterion
Implementation risk due to the ongoing civil war in Syria Identified ex ante in the 2016 PP	Effectiveness Efficiency Overarching developmental impact
Planning and implementation risks (the volatile situation on site necessitated flexible budget and time planning) Identified ex post in the 2021 PCR	Effectiveness Efficiency
Implementation risks (fighting in various parts of the country, new internal refugee waves, difficult permit procedures for cooperation with local NGOs, access restrictions to intervention areas); violent conflicts in the refugee camps) - Identified in reporting during the implementation phase - Identified ex post in the 2021 PCR - Identified ex post in the UNICEF Phase I Final Report	Effectiveness Efficiency Overarching developmental impact
Political risk (lack of support from competent authorities, political influence, especially in the formal education sector) - Identified ex ante in the 2016 PP - Identified ex post in the 2021 PCR	Effectiveness Overarching developmental impact

Annex 3: Evaluation questions in line with OECD-DAC criteria / ex post evaluation matrix

Relevance

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Policy and priority focus			2	0	
Are the objectives of the programme aligned with the (global, regional and country-specific) policies and priorities, in particular those of the (development policy) partners involved and affected and the BMZ?	To what extent were the measures and their objectives in line with regional plans in response to the Syrian crisis?	Humanitarian Response Plan for Syria, Regional Refugee and Resilience Plan (3RP)			
Do the objectives of the programme take into account the relevant political and institutional framework conditions (e.g. legislation, administrative capacity, actual power structures (including those related to ethnicity, gender, etc.))?	Were relevant ministries and regional/local authorities involved? If so, why?	Including PP, other project documents			
Other evaluation question 1	In which provinces were measures carried out? Were the measures carried out independently of regional/local power? According to which criteria was the selection made?	Project documents, interview with executing agency			
Evaluation dimension: Focus on needs and capacities of participants and stakeholders			2	0	
Are the programme objectives focused on the developmental needs and capacities of the target group?	What were the relevant education indicators before the outbreak of the Syrian crisis?	Project documents, relevant publications such as HRP, etc.			

Was the core problem identified correctly?	How did the education situation change with the outbreak of the Syrian crisis?	Qaddour, Kinana / Salman Husain (2022): Syria's education crisis: A sustainable approach after 11 years of conflict. Middle East Institute, Washington DC.			
Were the needs and capacities of particularly disadvantaged or vulnerable parts of the target group taken into account (possible differentiation according to age, income, gender, ethnicity, etc.)? How was the target group selected?	What was the social situation of the target group (poverty rate, etc.)? Upon which groups of children and young people was the focus placed?	PP			
Would the programme (from an ex post perspective) have had other significant gender impact potentials if the concept had been designed differently? (FC-E-specific question)	Were there approaches/measures specifically for girls?	PP, interview with project-executing agency			
Evaluation dimension: Appropriateness of design			2	0	
Was the design of the programme appropriate and realistic (technically, organisationally and financially) and in principle suitable for contributing to solving the core problem?	Were the partners involved suitable for corresponding offers? What influence did the civil war have on the project's implementation? For example regarding approvals, etc.?	Project documents, interview with executing agency			
Is the programme design sufficiently precise and plausible (transparency and verifiability of the target system and the underlying impact assumptions)?	What impact assumptions underlie the educational projects? What impact assumptions underlie the construction of infrastructure and other project-specific measures?	Secondary literature, including GIZ 2013, Argumentation Framework: The Effects of Education on Development (PDF)			
Please describe the results chain, incl. complementary measures, if necessary in the form of a graphical	Not present in PP	PCR Appendix 2: Results matrix			

representation. Is this plausible? As well as specifying the original and, if necessary, adjusted target system, taking into account the impact levels (outcome and impact). The (adjusted) target system can also be displayed graphically. (FC-E-specific question)				
To what extent is the design of the programme based on a holistic approach to sustainable development (interplay of the social, environmental and economic dimensions of sustainability)?	How do the different components complement each other?	Project documentation		
For projects within the scope of DC programmes: is the programme, based on its design, suitable for achieving the objectives of the DC programme? To what extent is the impact level of the FC module meaningfully linked to the DC programme (e.g. outcome impact or output outcome)? (FC-E-specific question)	Omitted			
Evaluation dimension: Response to changes/adaptability			2	0
Has the programme been adapted in the course of its implementation due to changed framework conditions (risks and potential)?	What influence did the security situation and the civil war have on the implementation of the measures?	Project documents, interview with executing agency		

Coherence

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Internal coherence (division of tasks and synergies within German development cooperation):			2	0	
To what extent is the programme designed in a complementary and collaborative manner within the German development cooperation (e.g. integration into DC programme, country/sector strategy)?	Are other UN organisations supported by TC, FC or the German Federal Foreign Office in Syria?	GIZ project database, KfW, etc.			
Do the instruments of German development cooperation interact in a way that makes sense from a conceptual point of view, and are synergies exploited?	Not applicable as bilateral cooperation with Syria is suspended				
Is the programme consistent with international norms and standards to which German development cooperation is committed (e.g. human rights, Paris Climate Agreement, etc.)?	Which international norms and standards are relevant for this project (2030 Agenda, Global Compact on Refugees)?	Federal Ministry for Economic Cooperation and Development (BMZ)			
Evaluation dimension: External coherence (complementarity and co-ordination with actors external to German DC):			2	0	
To what extent does the programme complement and support	Why were local or national authorities involved?	Interview with project-executing agency			

the partner's own efforts (subsidiarity principle)?		
Is the design of the programme and its implementation coordinated with the activities of other donors?	Which other donors supported NLG/UNICEF in Syria?	Interview with project-executing agency Discussion with the operations department
Was the programme designed to use the existing systems and structures (of partners/other donors/international organisations) for the implementation of its activities and to what extent are these used?	Would there have been alternatives to UNICEF as a project-executing agency that would have been better suited to the use of existing systems and structures? To what extent was duplicate financing avoided?	Project documentation Question for the operational area
Are common systems (of partners/other donors/international organisations) used for monitoring/evaluation, learning and accountability?	Did UNICEF and other UN organisations have a common system for M&E?	Interview with project-executing agency

Effectiveness

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Achievement of (intended) targets			3	0	
Were the (if necessary, adjusted) objectives of the programme (incl. capacity development measures) achieved? Table of indicators: Comparison of actual/target	What were the reasons for falling below the target values? What were the differences in target achievement between the components?	Including project documents, interviews with operational department			

Evaluation dimension: Contribution to achieving targets:		3	0	
To what extent were the outputs of the programme delivered as planned (or adapted to new developments)? (<i>Learning/help question</i>)	Did activities have to be rescheduled, e.g. due to the security situation?			
Are the outputs provided and the capacities created used?	Is the infrastructure still in operation and well maintained?	Interview with project-executing agency		
To what extent is equal access to the outputs provided and the capacities created guaranteed (e.g. non-discriminatory, physically accessible, financially affordable, qualitatively, socially and culturally acceptable)?	Were there disparities in terms of access? If so, what are they and why did they occur? Were there groups that benefited more? Did girls benefit equally/more? What has been done to ensure equal access?	Project documents, interview with executing agency		
To what extent did the programme contribute to achieving the objectives?	What was the FC contribution's share of UNICEF's total budget for Syria?	Interview with project-executing agency		
To what extent did the programme contribute to achieving the objectives at the level of the intended beneficiaries?	What objectives were pursued with the various components?	Interview with project-executing agency		
Did the programme contribute to the achievement of objectives at the level of the particularly disadvantaged or vulnerable groups involved and affected (potential differentiation according to age, income, gender, ethnicity, etc.)?	See above			

Were there measures that specifically addressed gender impact potential (e.g. through the involvement of women in project committees, water committees, use of social workers for women, etc.)? (FC-E-specific question)	Were there any measures specifically for girls?	Project documentation			
Which project-internal factors (technical, organisational or financial) were decisive for the achievement or non-achievement of the intended objectives of the programme? (<i>Learning/help question</i>)	Were UNICEF's funds sufficient to implement the measures?	Project documentation			
Which external factors were decisive for the achievement or non-achievement of the intended objectives of the programme (also taking into account the risks anticipated beforehand)? (<i>Learning/help question</i>)	What influence did the civil war and the security situation have?	Interview with project-executing agency			
Evaluation dimension: Quality of implementation			3	0	
How is the quality of the management and implementation of the programme to be evaluated with regard to the achievement of objectives?	Was UNICEF suitable as project-executing agency? Were there enough teachers / social workers, etc.?	Project documents, evaluations of comparable projects including No Lost Generation Evaluation 2019: Final Report No Lost Generation			
How is the quality of the management, implementation and participation in the programme by the partners/sponsors evaluated?	Which other actors were involved? How should their qualification be assessed?	Project documents, interview with operational department			

Were gender results and relevant risks in/through the project (gender-based violence, e.g. in the context of infrastructure or empowerment projects) regularly monitored or otherwise taken into account during implementation? Have corresponding measures (e.g. as part of a CM) been implemented in a timely manner? (FC-E-specific question)	To what risks were girls, in particular, exposed? What negative coping strategies were applied? Have these risks been addressed?	Project documents, interview with project-executing agency			
Evaluation dimension: Unintended consequences (positive or negative)			3	0	
Can unintended positive/negative direct impacts (social, economic, ecological and, where applicable, those affecting vulnerable groups) be seen (or are they foreseeable)?	Were there any unintended consequences of individual measures, e.g. cash transfers?				
What potential/risks arise from the positive/negative unintended effects and how should they be evaluated?	What potential/risks were identified with regard to the positive/negative unintended effects?	PCR Interview with operational department			
How did the programme respond to the potential/risks of the positive/negative unintended effects?	See above	PCR Interview with operational department			

Efficiency

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Production efficiency			2	0	

How are the inputs (financial and material resources) of the programme distributed (e.g. by instruments, sectors, sub-measures, also taking into account the cost contributions of the partners/executing agency/other participants and affected parties, etc.)? (Learning and help question)	What share of the total costs did Component 1 (education) have compared to the measures in Components 2 and 3 (child protection and youth protection) and Component 4 (social protection)? Did this allocation correspond to the core problem addressed? Why was Component 4 (money transfers to families with children with disabilities) not integrated into Component 2? Did the division into four components make sense from an efficiency perspective?	PCR 2021 Questions for the operational department UNICEF Final Report Phase I
To what extent were the inputs of the programme used sparingly in relation to the outputs produced (products, capital goods and services) (if possible in a comparison with data from other evaluations of a region, sector, etc.)? For example, comparison of specific costs.	How high were the costs per beneficiary in the individual components? Did the costs correspond to the costs in comparable NLG projects with UNICEF as the project-executing agency?	PCR 2021 UNICEF Final Report Phase I Comparison: EPE UNICEF Jordan, Strengthening resilience in the context of the Syrian/Iraqi crisis (BMZ no. 2015 68 021) EPE "UNICEF Jordan, WASH Berm and Education/NLG" (BMZ no. 2016 18 594).
If necessary, as a complementary perspective: To what extent could the outputs of the programme have been increased by an alternative use of inputs (if possible in a comparison with data from other evaluations of a region, sector, etc.)?	Were there realistic alternatives to the existing UNICEF input structures to achieve the planned outputs of Components 1 to 4?	Questions for operational area
Were the outputs produced on time and within the planned period?	Why was the implementation period of the project extended?	PCR 2021 UNICEF Final Report Phase I

Were the coordination and management costs reasonable (e.g. implementation consultant's cost component)? (FC-E-specific question)	What administrative fee was defined in the financing agreement with UNICEF? Was UNICEF's flat rate for administrative costs appropriate compared to other UN organisations as project-executing agencies in fragile contexts?	Interview with operational department. Project documents for similar FC projects EPE "UNICEF Jordan, WASH Berm and Education/NLG" (BMZ no. 2016 18 594); EPE "UNICEF Improvement of Water and Sanitation Supply in Refugee Camps and Host Communities in Gambella" (BMZ no. 2016 40 549).			
Other evaluation question 1	Did the fees paid by UNICEF to commissioned partners and NGOs correspond to the customary level in the country for activities of comparable content and qualifications?	Questions for the project-executing agency Question for the operational department			
Other evaluation question 2	How was the coordination between UNICEF's and UNDP's community-based programmes carried out to avoid duplicate financing?	Questions for the project-executing agency Question for the operational department			
Other evaluation question 3	In addition to the needs ranking carried out by UNICEF, what other criteria were used to select the target communities at the start of implementation?	Questions for the project-executing agency Question for the operational department			
Evaluation dimension: Allocation efficiency			2	0	
In what other ways and at what costs could the effects achieved (outcome/impact) have been attained? (<i>Learning/help question</i>)	Did UNICEF have a de facto monopoly position as a possible project-executing agency? Were alternative project-executing agencies (e.g. state institutions or NGOs) considered for the project? If the small components had been more interlinked, would that have improved Syrian children's access to education and protection measures?	Questions for operational area			

To what extent could the effects achieved have been attained in a more cost-effective manner, compared with an alternatively designed programme?	Have alternatives to cash transfers for families with children been examined from a cost perspective?	Questions for operational area
If necessary, as a complementary perspective: To what extent could the positive effects have been increased with the resources available, compared to an alternatively designed programme?	Question is irrelevant, as this was one of the first five phases of a transitional aid project in a crisis situation.	
Note: If the internal identifier PSP (Private Sector Participation; see InPro under 1.11) was issued for the project or there is generally cooperation with private actors (commercial banks, companies, professional NGOs) in the implementation of FC (private sector as an instrument), the following evaluation question must be taken into account:		
In what respect was the use of public funds financially complementary?	No specification necessary, as private capital markets would not have financed the measures.	

Impact

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Overarching developmental changes (intended)			3	0	
Is it possible to identify overarching developmental changes to which the programme should contribute? (Or if foreseeable, please be as specific as possible in terms of time.)	How have relevant education indicators developed since the start of implementation?	Word Bank Development Indicators, UNESCO education indicators, etc.			

Is it possible to identify overarching developmental changes (social, economic, environmental and their interactions) at the level of the intended beneficiaries? (Or if foreseeable, please be as specific as possible in terms of time)	What differences are there in the social situation of children and young people who have been excluded from the education system or who have received continuous education?	Secondary literature			
To what extent can overarching developmental changes be identified at the level of particularly disadvantaged or vulnerable parts of the target group to which the programme should contribute? (Or, if foreseeable, please be as specific as possible in terms of time)	See above	Word Bank Development Indicators, UNESCO education indicators, etc.			
Evaluation dimension: Contribution to overarching developmental changes (intended)					
To what extent did the programme actually contribute to the identified or foreseeable overarching developmental changes (also taking into account the political stability) to which the programme should contribute?	What are the greatest impacts of the Syrian war on children and young people?	Question for the project-executing agency Question for the operational area Analysis of alternative sources			
To what extent did the programme achieve its intended (possibly adjusted) developmental objectives? In other words, are the project impacts sufficiently tangible not only at outcome level, but at impact level? (e.g. drinking water supply/health effects)	See above: How have relevant education indicators developed?	Word Bank Development Indicators, UNESCO education indicators, etc.			

Did the programme contribute to achieving its (possibly adjusted) developmental objectives at the level of the intended beneficiaries?	What would have happened if the multi-phase project had not been financed?	Interview with project-executing agency
Has the programme contributed to overarching developmental changes or changes in life situations at the level of particularly disadvantaged or vulnerable parts of the target group (potential differentiation according to age, income, gender, ethnicity, etc.) to which the programme was intended to contribute?	How would the situation of children with disabilities, the internally displaced, children without access to education and traumatised children and young people have developed if the project had not been funded?	Interview with project-executing agency
Which project-internal factors (technical, organisational or financial) were decisive for the achievement or non-achievement of the intended developmental objectives of the programme? (<i>Learning/help question</i>)	Were UNICEF's funds sufficient to implement the measures?	Interview with project-executing agency
Which external factors were decisive for the achievement or non-achievement of the intended developmental objectives of the programme? (<i>Learning/help question</i>)	What influence did the supra-regional No Lost Generation strategy have on target achievement?	Evaluation of NLG
Does the project have a broad-based impact? - To what extent has the programme led to structural or institutional changes (e.g. in organisations, systems and regulations)? (Structure formation)	What are the effects of NLG projects in other countries (Jordan, Turkey, etc.)?	Evaluations of NLG

- Was the programme exemplary and/or broadly effective and is it reproducible? (Model character)					
How would the development have gone without the programme (developmental additionality)?	See above	Rasmussen, B. et al. (2022): Syria education and development investment case: economic, social and psychological costs and risks resulting from not investing in education systems in Syria, Report to UNICEF Syria, Victoria Institute of Strategic Economic Studies, Melbourne.			
Evaluation dimension: Contribution to (unintended) overarching developmental changes			3	0	
To what extent can unintended overarching developmental changes (also taking into account political stability) be identified (or, if foreseeable, please be as specific as possible in terms of time)?	Was funding several components useful or could funding one single component have resulted in more development policy changes?				
Did the programme noticeably or foreseeably contribute to unintended (positive and/or negative) overarching developmental impacts?	Were there any unintended overarching developmental impacts, e.g. from cash transfers?				
Did the programme noticeably (or foreseeably) contribute to unintended (positive or negative) overarching developmental changes at the level of particularly disadvantaged or vulnerable groups (within or outside the target group) (do no harm, e.g. no strengthening of inequality (gender/ethnicity))?	To what extent have do-no-harm principles been implemented?	Discussion with operational department, project-executing agency			

Sustainability

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Capacities of participants and stakeholders			3	–	The positive effects achieved with the project can only be achieved in subsequent phases with external financial support
Are the target group, executing agencies and partners institutionally, personally and financially able and willing (ownership) to maintain the positive effects of the programme over time (after the end of the promotion)?	Was UNICEF able to continue the measures after the end of the FC funding for this project? Was the project's design suitable for connecting other projects? Have the UNICEF approaches in the areas of education and child and youth protection been adopted by relevant Syrian government departments and/or NGOs?	Questions for the project-executing agency Questions for operational area Alternative sources			
To what extent do the target group, executing agencies and partners demonstrate resilience to future risks that could jeopardise the impact of the programme?	Was the project able to strengthen the resilience of children and young people with regard to the consequences of the crisis-related educational deficits? Has the target group been motivated to change their situation through their own initiative?	Questions for the project-executing agency			
Other evaluation question 1	Were there measures to raise awareness among refugees in the camps about the need for consistent hygiene measures?	Questions for the project-executing agency			

Other evaluation question 2	Did the project's measures contribute to reducing (latent) tensions within the refugee population and with the local population?	Internet research ODI/CAMEALON (2020): Social cohesion and stability between Syrian refugees and host communities,			
Evaluation dimension: Contribution to supporting sustainable capacities:			2	0	
Did the programme contribute to the target group, executing agencies and partners being institutionally, personally and financially able and willing (ownership) to maintain the positive effects of the programme over time and, where necessary, to curb negative effects?	Were there initiatives to continue the measures of Component 1 (education) under the sole responsibility of the target group after the end of the promotion? Were opportunities examined for sustainably financing the measures of the education, child and youth protection components? Has an exit strategy been formulated?	Questions for the project-executing agency			
Did the programme contribute to strengthening the resilience of the target group, executing agencies and partners to risks that could jeopardise the effects of the programme?	What risks jeopardise the resilience of the project-executing agency to continue the measures? Which people in the target group are particularly affected by this?	Questions for the project-executing agency			
Did the programme contribute to strengthening the resilience of particularly disadvantaged groups to risks that could jeopardise the effects of the programme?	Which risks (e.g. political and/or economic hurdles) jeopardise the continued positive effects achieved in Components 1, 2 and 3? Which groups of people are particularly affected by this?	Questions for the project-executing agency Secondary literature, e.g. UNICEF: Every Day Counts. An outlook on education for the most vulnerable children in Syria, 2022.			
Other evaluation question 1	Were the project's measures able to strengthen the target group's	Questions for the project-executing agency Secondary literature e.g.			

	awareness of the importance of school education for children?	CARE International (2020): Understanding resilience: Perspectives from Syrians, UNICEF Syria (2022): Every Day Counts: Syria education and development investment case: economic, social and psychological costs and risks resulting from not investing in education systems in Syria.			
Evaluation dimension: Durability of impacts over time			3	0	
How stable is the context of the programme (e.g. social justice, economic performance, political stability, environmental balance)? (Learning/help question)	How has the economic, political and social situation developed in Syria and in the municipalities where the intervention took place?	Internet research and secondary literature e.g. Muriel Asseburg, Muriel (2020): Reconstruction in Syria, SWP Berlin UNICEF (2023): Whole of Syria Humanitarian Situation Report, January–June 2023			
To what extent is the durability of the positive effects of the programme influenced by the context? (Learning/help question)	Does a continuation of the Syrian crisis jeopardise the positive effects achieved?	Internet research, secondary literature e.g. The World Bank (2023): Syria Economic Monitor Winter 2022/2023 – Syria's Economy in Ruins after a Decade-long War.			
To what extent are the positive and, where applicable, the negative effects of the programme likely to be long-lasting?	What are the risks that the positive impacts achieved by the FC project will no longer exist in the foreseeable future due to the fragile situation in Syria and the unsecured financial situation of UNICEF? Are competent government institutions and/or NGOs able to continue the NLG structures in the medium term?	Questions for the operational department and the executing agency			
To what extent are the gender results of the measure to be considered permanent (ownership, capacities, etc.)? (FC-E-specific question)	Does UNICEF intend to prioritise/more closely consider the use of NLG offers for girls/women?	Questions for the project-executing agency			

Other evaluation question 1	Did the experience in the implementation phase lead to a conceptual realignment for subsequent phases?	Questions for operational area
Other evaluation question 2	If the fragile context in Syria persists, can any impacts achieved by the FC project be permanent?	PCR 2021 As transitional aid, the project was not designed for sustainable effectiveness, but for short-term improvement of the living situation of children and young people.