
HUMANITARIAN QUALITY ASSURANCE: JORDAN

Evaluation of Syria crisis response

Effectiveness Review Series

2013/14



Credit: Jane Beesley/Oxfam

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1 BACKGROUND

1.1 THE DISASTER AND RESPONSE

Three years of civil war in Syria have caused the internal displacement of 6.5 million women, men and children in inside Syria and have driven over 2.2 million people across the country's borders in search of a safe haven.

Since the start of the violence in 2011 over 600,000 people from Syria have sought refuge in Jordan, with several thousand arriving some days in the peak period of January to April 2013. Over three quarters of the refugees live in poor quality and overcrowded rented accommodation in urban centres, such as Amman, Irbid and Mafraq, while 100–150,000 reside in refugee camps, such as Zaatari, which opened in July 2012.

With the support of the UN and international donors, the Jordanian government has granted refugees access to primary healthcare and primary and secondary education, provided fuel and food subsidies and established transit and residential camps. Nevertheless, shortly after arrival most households have depleted any savings they came with and are dependent on humanitarian assistance and irregular income from informal work, which is not officially permitted.

United Nations High Commissioner for Refugees (UNHCR) has coordinated the international response to the crisis since March 2012. At the start, the response plan consisted mainly of actions by UN agencies and Jordanian non-government organisations (NGOs), but by the end of 2012 it included the programmes of over 55 international non-government organisations (INGOs), including Oxfam.

Oxfam's response evolved significantly between May 2012 and December 2013 (and continues to evolve in 2014). It started by supporting a local NGO (Jordanian Women's Union) to provide food and hygiene items to refugees in a border community. Shortly after, Oxfam and another long-standing partner ARDD-Legal Aid adapted an existing women's empowerment and legal aid project (VOICE) to include capacity-building, protection and advocacy work with Syrian refugees. From October 2013 Oxfam became involved in plans for water, sanitation and hygiene promotion (WASH) in Zaatari camp, where it began to operate from January 2013, focusing at first on providing WASH facilities and later to include hygiene promotion and information provision. Mid-2013 Oxfam also began to provide cash and vouchers for basic needs (rent, water, food and hygiene items) to refugees and vulnerable Jordanian households in urban host communities, and most recently it has also started to form peer support networks and provide technical support to local water authorities in host communities. The locations of Oxfam's programme are illustrated in Figure 1.

By the end of 2013, Oxfam had reached over 120,000 beneficiaries across the various components of its programme in Zaatari camp, Amman, Balqa and Zarqa, and continues to adapt its programme to the needs of older and new refugees from Syria. To date, its programme has cost £6,347,000, and has been funded by Unicef, the Belron foundation, the British public (via the Disasters Emergency Committee (DEC) Appeal, Oxfam's own appeal and other donations from individuals), Charities Online Financial Report and Accounts (COFRA), European Commission Humanitarian Office (ECHO), KLUB, Irish Aid, Swedish International Development Agency (SIDA), State of Jersey, Canadian International Development Agency (CIDA) and other donors.

Oxfam's wider Syria response, which consists of its humanitarian programmes in Jordan, Lebanon and Syria, was classified internally as a Category 1 response from April 2013, placing it among Oxfam's highest organisational priorities. The response continues to date, as the conditions within Syria continue to deteriorate and the flow of refugees into neighbouring countries, including Jordan, is unabated.

1.2 EVALUATIVE METHODOLOGY

This evaluation uses a methodology designed to enable Oxfam to estimate how many disaster-affected men and women globally have received humanitarian aid from Oxfam that meets established standards for excellence.

The methodology is based on a Humanitarian Indicator Tool consisting of 12 quality standards and a scoring system (see Appendix 2). It requires documented evidence, complemented by verbal evidence where available, to be collected and analysed in relation to each standard. A rating is generated for the programme's results against each standard, and as a cumulative total.

A quantitative summary of the results of the evaluation is provided in Section 2. A fuller explanation of the rating for Oxfam's performance against each standard is provided in Section 3.

Figure 1. Locations of Oxfam's programme in Jordan



Nationally, Oxfam operated in Irbid, Amman and Mafrag regions (marked by green circles) as well as Zaatari camp (marked by ▲)

Figure 2. Location of WASH blocks in Zaatari camp



In Zaatari camp, Oxfam constructed WASH blocks in District 6 (mid-right block marked by green line) and provided emergency WASH facilities in Districts 7 and 8 (far right blocks marked by green line). By mid-2013 it assumed maintenance and generating community participation for all 3 blocks.

Oxfam also provided an information service for the entire camp (marked by a green dashed line).

2 SUMMARY OF RESULTS

2.1 QUANTITATIVE RESULT BY STANDARD

The quantitative rating given for each standard and the cumulative total are provided in Table 1.

Quantitative ratings for the Jordan programme, using the Global Humanitarian Indicator Tool

Standard	Level of achievement	Rating
1. Rapid appraisal of facts within 24 hours of pre-defined trigger, plans in place and scale-up or start-up commenced within three days.	Almost met	4/6
2. Coverage uses 10% of affected population as a planned figure with clear justification for final count.	Fully met	6/6
3. Technical aspects of programme measured against Sphere standards.	Almost met	4/6
4. MEAL strategy and plan in place and being implemented using appropriate indicators.	Half met	1.5/3
5. Feedback/complaints system for affected population in place and functioning and documented evidence of information sharing, consultation and participation leading to a programme relevant to context and needs.	Fully met	3/3
6. Partner relationships defined, capacity assessed and partners fully engaged in all stages of programme cycle.	Half met	1.5/3
7. Programme is considered a safe programme: action taken to avoid harm and programme considered conflict sensitive.	Almost met	2/3
8. Programme (including advocacy) addresses gender equity and specific concerns and needs of women, girls, men and boys.	Partially met	1/3
9. Programme (including advocacy) addresses specific concerns and needs of vulnerable groups.	Half met	1.5/3
10. Evidence that preparedness measures were in place and effectively actioned.	Partially met	1/3
11. Programme has an advocacy/campaigns strategy and has incorporated advocacy into programme plans based on evidence from the field.	Half met	1.5/3
12. Evidence of appropriate staff capacity to ensure quality programming.	Half met	1.5/3
Final rating		28.5/45
Equivalent to		63%

3 DETAILED ANALYSIS OF RESULTS

3.1 INTRODUCTION

In this section of the report, the data collected from documented and direct sources are analysed against the requirements for the quality standards, and justification of the rating for Oxfam’s performance against each standard is provided. The data sources are provided in footnotes, together with other explanatory information.

3.2 ANALYSIS USING STANDARDS AND BENCHMARKS

3.2.1 Quality Standard One: Timeliness

	Met	Almost Met	Half Met	Partially Met	Not Met
Timeliness: Rapid appraisal of facts within 24 hours of pre-defined trigger, plans in place and scale-up or start-up commenced within three days		4/6			

Requirements to fully meet the standard:

- Initial assessment/rapid analysis of existing information within 24 hours of predefined trigger and scale-up or start-up within three days of assessment/rapid analysis.
- Triggers pre-defined in contingency plan and responded to
- Monitoring of ongoing situation took place
- Monitoring data were analysed and reacted upon
- If monitoring data were not acted upon earlier, reasons are identified and justified¹

Prior to the start of the Syria crisis, Oxfam was engaged in a three-year programme supporting a national partner organisation, ARDD, in Jordan to raise awareness of women’s rights and facilitate their access to legal services.² Oxfam did not have an office or staff in Jordan, and did not have a contingency plan for humanitarian crises.³ Nevertheless, through its Regional Management Centre for the Middle East and its

Regional Gender Hub in Beirut, Oxfam was monitoring the evolution of the conflict and its human impacts.

The external trigger for Oxfam to consider a response to the humanitarian needs of refugees in Jordan came in March 2012, when the UN, Jordanian NGOs and some INGOs with long-term programmes in Jordan presented the first international appeal (RRP1) to provide assistance and protection to the estimated 15–20,000 refugees that had crossed the Syrian-Jordanian border over the previous twelve months.⁴ Within days, Oxfam's Regional Management Centre for the Middle East and its Jordanian partner, ARDD, conducted a rapid assessment in Mafraq border area. There, the assessment team met staff of a local NGO – the Jordanian Women Union (JWU) – and a group of Syrian women refugees residing in the local community who explained the conditions in which they were living and their lack of income, and highlighted their needs for assistance with basic household items that they were not able to bring with them, and for healthcare, hygiene materials and education for their children.

Following this rapid assessment, Oxfam produced a plan that included providing financial support to the JWU, engaging with UNHCR, UNICEF and cluster coordination groups, and seeking contact with the local authorities of Mafraq and other border areas to monitor the situation. It granted £100,000⁵ to the Jordanian Women's Union in Haladiya (via ARDD – Legal Aid) to immediately provide household NFIs, hygiene kits and food items to approximately 3,500 refugees from Syria living with relatives and in host communities⁶.

As agreed with Oxfam during the assessment, ARRD started to participate in coordination forums and (with funding from Oxfam) began a project named VOICE, through which it started up groups of women refugees and collected their perspectives on needs and problems.

In August 2012 ARDD alerted Oxfam to potential WASH needs in the newly constructed Zaatari camp. In September 2013 Oxfam carried out an assessment in Zaatari, where approximately 27,000 refugees were already living in caravans and other forms of temporary shelter.⁷ During the assessment Oxfam and ARDD staff met with Unicef and UNHCR whose representatives expressed their concerns about the capacity of the current WASH actors to meet the needs of larger refugee influxes, and their desire to work with Oxfam for WASH in Zaatari.⁸ The assessment team proposed four main actions: to formalise the decision to respond in Zaatari and support the overall upgrading of WASH in the camp to Sphere standards; to present proposals to donors; and to advocate to the Jordanian government to ensure accountability to the refugee population in NFI distributions and other assistance programmes.

Within two weeks of the Zaatari assessment, Oxfam presented a proposal totalling 6 million euros to ECHO for WASH and community participation in Zaatari⁹ and began to coordinate more closely with Unicef in anticipation of funding. However, to Oxfam's surprise, ECHO did not approve Oxfam's proposal,¹⁰ and given the lack of interest by donors in responding to the Syria crisis, Oxfam was unable to start up WASH activities in Zaatari despite the fact that over 25,000 refugees were now residing in the camp.

To honour its commitment to Zaatari and demonstrate capacity to potential donors, in late October 2012 Oxfam allocated £40,000 from its Catastrophe Fund to deploy an engineer, a logistician and a senior humanitarian manager to Jordan to ensure active engagement with other stakeholders and its contribution to the design of WASH infrastructure in the camp. The move paid off, as almost immediately after their arrival at the camp, a possibility for funding appeared within Unicef. However, the technical planning and funding negotiation process was prolonged for reasons outside Oxfam's control, and it took until 14 January 2013 (i.e. two months after the deployment of Oxfam's technical staff) for Unicef to approve a reduced programme totalling around 4 million euros.¹¹ Until then, Oxfam used the time to

develop relationships with contractors and other stakeholders, to facilitate a speedy start-up if and when funding was guaranteed. Oxfam managers also invested their time in the development of the fourth Regional Response Plan, which was the first plan to include Oxfam's proposed programme.

Following the long-awaited approval from Unicef, there was a period of frenetic activity. With 48,300 refugees arriving in Jordan in January, bringing the population of Zaatari to around 65,000, there was immense pressure on Oxfam and other humanitarian actors. Oxfam decided to rent portable toilets and install temporary water kiosks as an interim solution until issues with contractors could be clarified and the sanitation blocks and water points could be constructed. Thus, Oxfam delivered its first WASH assistance shortly before the end of January 2013, providing toilets for 2,530 new arrivals in the camp.

Oxfam continued to respond to this 'emergency within an emergency' with temporary solutions throughout February 2013, as the registered population of Zaatari reached 105,113, while simultaneously moving forward with the planned constructions, which were completed between April and May in the district in which Oxfam was responsible for providing WASH facilities.

Oxfam's partner, ARDD, also continued to respond to the evolving situation by developing capacity-building and advocacy work with the women's groups it set up in Zaatari. These proved to be extremely important for external communications purposes, as described in Section 3.2.11.

At the same time as scaling up in Zaatari, Oxfam deployed a second team potentially to start up a response in host communities in Balqa and Zarqa areas. Their assessment confirmed needs among the Syrian refugees as well as in vulnerable, low-income Jordanian households affected by the growing pressures on resources and employment. In April 2013 Oxfam sought permission from the Jordanian government to implement WASH and Cash transfer Programme (CTP) activities in two locations. To the frustration of the programme team, it took three months for permission to be granted, but Oxfam once again used the 'dead time' for coordination and preliminary beneficiary selection. Once official approval was given in June (verbally) and July (in writing), Oxfam was able to start to deliver NFIs and hygiene promotion and CTP to refugees and vulnerable members of informal settlements in Amman and host communities in Balqa, and to support local water authorities to repair and improve their water distribution systems.¹² With increasing donor interest the programme activities in host communities continued to scale up in the second half of 2013 and was still growing at the time of this HIT evaluation.

In summary, bearing in mind it did not have a presence in Jordan, Oxfam had a timely reaction to the refugee crisis there by conducting its first assessment before most other international agencies and almost simultaneously to RRP1. It then lost some of its initial momentum between April and August 2012, probably due the fact that it did not have a permanent team in Jordan or an office from which to develop a response, and its partner, ARDD, did not have any experience in emergency work. In August/September 2012 Oxfam took a calculated risk to fund and deploy a team to develop a programme in Zaatari camp as well as funding ARDD to develop the VOICE project. External funding restrictions caused further delays until January 2013, when, thanks to Oxfam's expertise and problem-solving capacities, it managed to keep pace with escalating needs for sanitation facilities at the camp. Funding uncertainty and government bureaucracy also slowed down work in host communities, but Oxfam used the delays for beneficiary selection and procurement, and was ready to start distributions of cash and hygiene items immediately after official approval to operate was received.

It is therefore considered that Oxfam almost met the standard for timeliness in its response in Jordan (4/6).

Figure 2. Jordan Timeline March 2012 to December 2013

Month, Year	No. of refugees ¹³	Actions by other stakeholders ¹⁴	Actions by Oxfam
March 2012	No data	1 st Syria Regional Response Plan is presented by 7 UN agencies and 28 partners, including Mercy Corps, SFC, Care and World Vision. Priority needs include food/nutrition, shelter, health, protection (in particular registration), water/sanitation and education. UNHCR estimates 15–20,000 refugees in Jordan	Oxfam conducts rapid assessment in Mafraq border area and identifies food and NFI needs. OGB produces first internal monitoring report and concept note.
April 2012	No data	Unicef undertakes WASH assessments in transit sites and host communities.	
May 2012	No data	No data.	OGB funds partner ARDD-Legal Aid/Jordanian Women’s Union to distribute food and NFIs to 3,500 refugees Mafraq border area.
June 2012	No data	35,000–50,000 Syrian refugees identified by local organisations as in need of assistance. 24,892 Syrian refugees registered with UNHCR. Revised Syria Regional Response Plan (RRP) is presented by 44 UN and NGO agencies including ACF, DRC and MDM. WASH actions by Unicef and others focus on transit sites and host communities. A camp is planned for 150,000 people in Mafraq.	Monitoring of the situation by Oxfam and ARDD.
July 2012	c150,000	Zaatari camp is opened by the Jordanian government, JHCO, UNHCR, Unicef, WFP and others, with potential for providing shelter to 113,000 refugees.	Monitoring of the situation by Oxfam and ARDD.
August 2012		45,869 Syrian refugees registered with UNHCR. All new arrivals are transferred to Zaatari camp, where the population has now reached 4,414 people.	Oxfam RHC visits Zaatari camp and establishes contact with Unicef.
September 2012	c200,000	The population of Zaatari camp reaches 26,664. 81,000 Syrian refugees registered or seek registration with UNHCR.	Oxfam carries out WASH assessment in Zaatari, where Unicef requests Oxfam’s collaboration.
October 2012	No data	Humanitarian organisations start winterisation plans in Zaatari camp. 103,488 Syrian refugees registered or seek registration with UNHCR.	Oxfam applies to ECHO for funding for WASH in Zaatari and allocates £40,000 from its Catastrophe Fund for start-up activities in Zaatari.
November 2012	No data	116,000 Syrian refugees registered or seek registration with UNHCR.	Oxfam’s application to ECHO is rejected. Unicef offers possibility of funding and Oxfam submits proposal.

December 2012	c250,000	142,664 Syrian refugees registered or seeking registration by UNHCR. Kristalina Georgieva (ECHO) and Antono Guterres (UNHCR) visit Jordan. RRP 3 covering programmes of 55 humanitarian agencies including 43 NGOs is presented. The plan emphasises outreach to refugees outside camps. Mercy Corps completes drilling of first well in Zaatari camp.	Oxfam raises response to a Category 2. Unicef funding unconfirmed but likely.
January 2013	C300,000	206,630 Syrian refugees registered with or seek registration by UNHCR. Jordanian government estimates 245,000 Syrian refugees are accommodated in host communities.	Funding agreement with Unicef signed and Oxfam begins to deliver WASH programme in Zaatari.
February 2013	320,000	No data.	Oxfam appeal launched. Host communities assessment underway.
March 2013	360,000	UNHCR reports that the population of Zaatari camp reaches 100,000. DEC launches Syria Crisis Appeal.	Oxfam finalises host communities assessment.
April 2013		UNHCR reports that 75% of Syrian refugees live outside the camps.	Oxfam raises response to Category 1 and formally requests Jordanian government's permission to begin cash transfers and WASH work in host communities.
May 2013	460,000	No data.	Oxfam explores partnerships for eventual host communities' work.
June 2013	No data	UNHCR reports that the population of Zaatari camp reaches 120,000.	Oxfam receives permission from Jordanian government to work in host communities. Oxfam contributes to soap distribution in Zaatari.
July 2013	No data	No data.	Oxfam takes on information provision responsibility in Zaatari camp.
August 2013		c482,000 Syrian refugees registered with or seek registration by UNHCR.	NTR
September 2013	520,000	Planning for RRP 6 starts.	NTR
October 2013	No data	Jordanian government-led Host Communities Platform is launched.	NTR
November 2013	No data	UNHCR increases cash voucher value to refugees in host communities to cover winterization costs.	NTR
December 2013	1,255,000	UNHCR reports that Zaatari is currently hosting c120,000 refugees, close to maximum capacity.	NTR

3.2.2 Quality Standard Two: Coverage

	Met	Almost Met	Half Met	Partially Met	Not Met
Coverage uses 10% of affected population as a planned figure with clear justification for final count	6/6				

Requirements to fully meet the standard:

- 10% of affected population reached, or
- justification for not reaching 10% of affected population with agreement from region or HD
- Beneficiary numbers increase according to need – there are no spikes especially in last months of programme

Oxfam provided its first support to Syrian refugees in May 2012, in the form of a grant of £100,000 to the Jordan Women’s Union. At this early stage in the crisis there were an estimated 35,000–50,000 Syrian refugees identified by local organisations as in need of assistance, of whom 24,892 were registered with UNHCR. Oxfam’s grant provided food and basic hygiene items to 3,500 people, i.e. about 7–10% of the estimated refugee population in Jordan at that time.

When Oxfam’s WASH programme started up in Zaatari, there were an estimated 300,000 refugees in Jordan. Oxfam’s programme scaled up gradually to reach 26,490 by June, but was in effect ‘capped’ by the initial contract with Unicef to provide WASH facilities to specific districts of the camp. The VOICE project operated successfully, but with relatively small numbers of beneficiaries in all districts of the camp¹⁵ and in some host communities, and Oxfam’s own host communities programme was not able deliver any aid before government permission was granted. For these reasons Oxfam was not able to reach its target¹⁶ of 60,000 beneficiaries by June 2013.

In July, following an agreement among WASH working group members to increase the availability of soap in Zaatari, Oxfam contributed to a blanket distribution of soap bars in the camp, thereby significantly increasing its number of beneficiaries. Around the same time Oxfam reached a new agreement with UNHCR and other humanitarian actors in the camp to provide an information service via notice boards and other communications channels throughout the camp so that refugees would be made aware of the services and assistance on offer and how to access them. With these two new initiatives, Oxfam’s programme extended significantly to serve over 100,000 beneficiaries in the camp from July onwards.

Upon receipt of government approval to work in host communities, Oxfam’s programme included over 10,000 new beneficiaries by the end of 2013, bringing its total coverage to 120,293 people. It surpassed its own targets of 75,000 beneficiaries by the end of September, and 100,000 beneficiaries by December 2013, and has to date reached approximately 20%¹⁷ of the refugee population in Jordan.

It is therefore considered that Oxfam fully met the standard for coverage (6/6).

Figure 3. Trends in refugee caseload in Jordan and beneficiaries of Oxfam’s programme, from December 2012 to December 2013

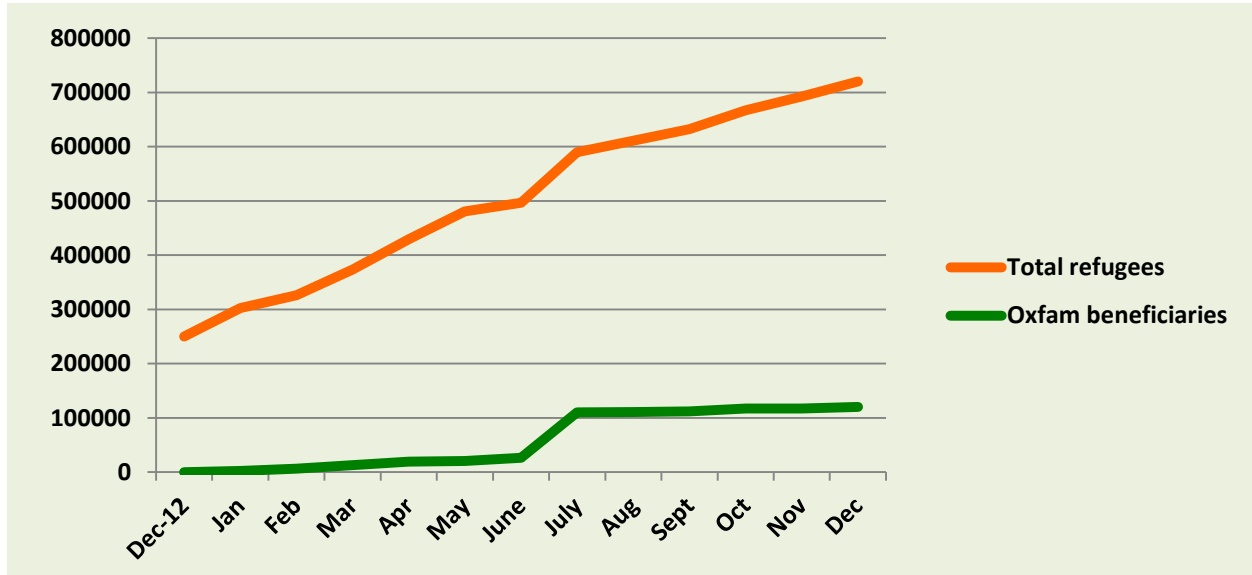
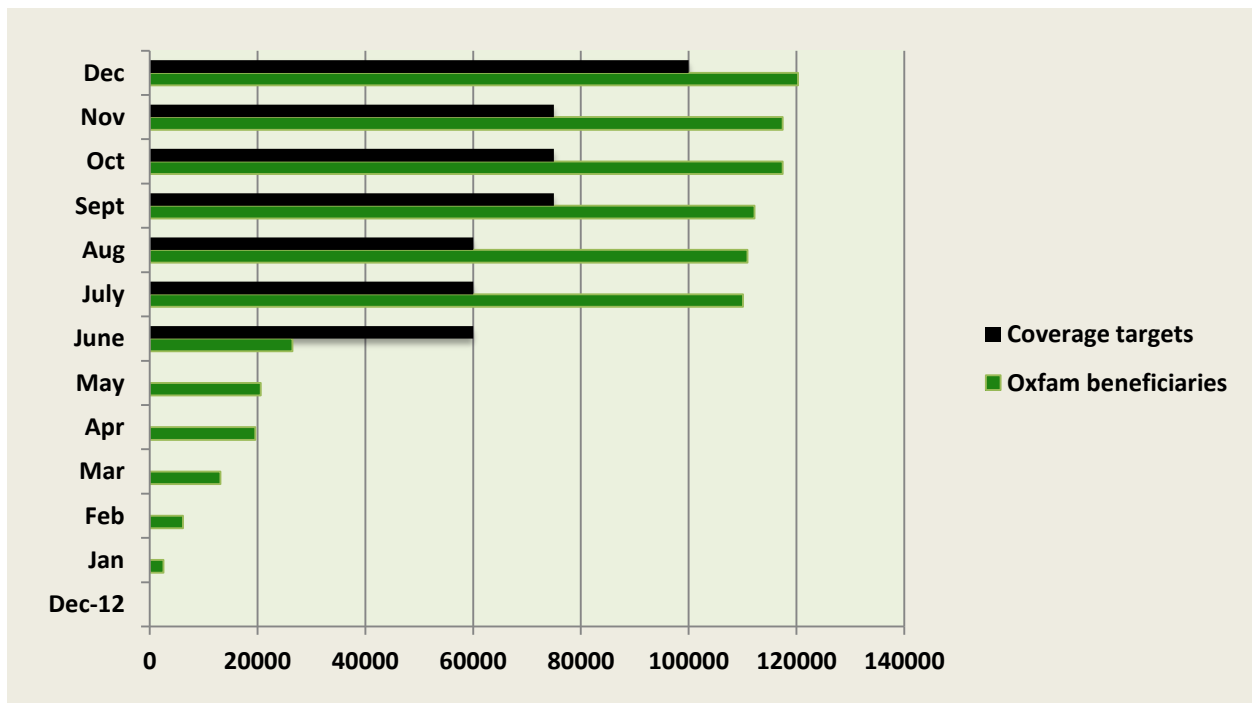


Figure 4. Number of actual beneficiaries vs. targets by month, from December 2012 to December 2013



3.2.3 Quality Standard Three: Technical aspects of programme measured against Sphere standards

	Met	Almost Met	Half Met	Partially Met	Not Met
Technical aspects of programme measured against Sphere standards		4/6			

Requirements to fully meet the standard:

- Sphere standards proposed and put in place with adjusted indicators for context.
- Training in standards carried out for staff and partners with direct reference to Sphere.
- Indicators use standards, and monitoring against standards takes place regularly.
- Standards evaluated.

Oxfam's first Syria Response Strategy states a commitment to providing humanitarian assistance and protection to achieve relevant international standards, including Sphere.

However, following its start-up in Zaatari and subsequently in the host communities, Sphere standards are rarely mentioned in Oxfam's strategies or MEAL documents. This situation is consistent with trends in the external context: none of the Inter-agency Regional Response Plans mention Sphere; other agencies' documents do not refer to Sphere; Unicef's funding agreement with Oxfam does not mention Sphere and, as explained by Oxfam's Programme Manager, 'Syrians enjoyed relatively high standards of services, including WASH, before displacement. They are mainly from urban and peri-urban settings and have "middle-income country" standards. Oxfam and other WASH actors have spent a long time discussing relevant standards and how to contextualise them. For example, we are currently providing 35 litres of water per day per person, which is far from the Sphere indicator of 15 litres.'¹⁸

There is, in fact, ample evidence that Oxfam did comply with its commitment to aim to deliver in accordance with Sphere standards, but not necessarily by Sphere indicators. As shown in Figure 5, each component¹⁹ of Oxfam's response reflects application of the relevant Sphere standards for its sector, although this was not necessarily reported explicitly.

There is also evidence that monitoring was carried out in relation to adjusted indicators of a qualitative nature as well as appropriate quantitative ones.²⁰ For example, the WASH Block Survey carried out in Zaatari in July 2013 focused on men's, women's and WASH committees' preferences and to what extent they were satisfied with the facilities. Similarly, in the Host Communities programme the PDMs consist of questions about satisfaction with the targeting, information and distribution processes, as well as questions about how the cash transfers were used.

Based on this analysis, it is considered that Oxfam almost met its standard for measuring technical aspects of its programme against Sphere standards (4/6).²¹ In order to fully meet its standard, Oxfam requires programmes to make more explicit use of Sphere and provide training to staff and partners in Sphere standards.

Figure 5. Use of Sphere standards in Oxfam’s response in Jordan

Sphere standard	Evidence of use in Zaatari	Evidence of use in Host Communities
<p>WASH standard 1: WASH programme design and implementation</p> <p>WASH needs of the affected population are met and users are involved in the design, management and maintenance of the facilities where appropriate.</p>	<ul style="list-style-type: none"> □ ‘Facilitated a coordination meeting with street leaders on Feb. 25th and Mar. 3rd, to initiate WASH committees in Module 4.’ <i>Source: Sitrep 16</i> □ Key findings and recommendations of focus group discussions (12–19 November 2012) with 4 groups of men and 2 groups of women in Zaatari camp following the sharing of the latest WASH block design. <i>Source: WASH consultation, Zaatari November 2012</i> 	<ul style="list-style-type: none"> □ Integrated Rapid Assessment Methodology includes ‘Focus group discussions (FGD) and household visits in six governorates: Ajloun, Amman, Balqa, Irbid, Mafraq, Zarqa, and Household KAP (Knowledge, Attitudes and Practices) survey, in five governorates (Ajloun, Balqa, Irbid, Jerash and Mafraq) in coordination with RI and ACTED.’ □ No evidence found of involvement in management and maintenance of facilities.
<p>Hygiene Promotion standard 1: Hygiene Promotion Implementation</p> <p>Affected men, women and children of all ages are aware of key public health risks and are mobilised to adopt measures to prevent the deterioration in hygienic conditions and to use and maintain the facilities provided.</p> <p>Hygiene Promotion standard 2: Identification and use of hygiene items</p> <p>The disaster-affected population has access to and is involved in identifying and promoting the use of hygiene items to ensure personal hygiene, health, dignity and well-being.</p>	<ul style="list-style-type: none"> □ ‘The survey team is recommending...strengthening WASH committees and ensure that committee members have clear roles and responsibilities especially in maintaining the WASH block and also disseminating hygiene promotion messages in module 4 and in other parts of the camp in future.’ <i>Source: WASHBlock Satisfaction Survey</i> □ ‘Majority of participants, both in male and female groups, mentioned that hand washing facilities are present in recently constructed WASH blocks. All of them mentioned that they wash their hands before prayer, before and after cooking, before and after eating food, after using toilet, after cleaning household items. All mentioned that they are using soaps to wash their hands. Some of the women mentioned that two soap bars are not enough for a month and they need to buy soaps each month. The survey team is recommending to distribute soaps on a monthly basis. The amount of soaps per family per month can be decided based on consultation with beneficiaries and with street leaders.’ <i>Source: Handwashing survey, Zaatari, July 2013</i> 	<ul style="list-style-type: none"> □ In general, people located in standard accommodation in the host community are aware of key hygiene practices and no particular risks were assessed. In view of the water stress, a particular focus should be on developing a water management and conservation strategy at household level through experience sharing and design of best practices. This will be mainly done through discussions within Integrated Peer Support Groups, which will promote key practices further back in their community. This activity will be supported by the design of appropriate IEC material (1 kit shared by IPSG). <i>Source: Oxfam GB, Integrated Assessment of Syrian Refugees in Host Communities – Jordan</i> □ ‘Oxfam should distribute hygiene kits to people with specific needs, particular families with young children. Ideally, those kits would be distributed through vouchers as it allows the targeted households to choose items according to their preference and particular needs. Programme design could also foresee a dual system: in urban areas the distribution mechanism is managed through hygiene vouchers whilst in rural settings hygiene kits will be distributed. For the latter, the preference of items to be included in the kit needs to be assessed among different social groups (for example disabled, women, families with large number of young children). <i>Source: Oxfam GB, Integrated Assessment of Syrian Refugees in Host Communities – Jordan</i>

<p>Water supply standard 1: Access and water quantity All people have safe and equitable access to a sufficient quantity of water for drinking, cooking and personal and domestic hygiene. Public water points are sufficiently close to households to enable use of the minimum water requirement.</p> <p>Water supply standard 3: Water facilities People have adequate facilities to collect, store and use sufficient quantities of water for drinking, cooking and personal hygiene, and to ensure that drinking water remains safe until it is consumed.</p>	<p><input type="checkbox"/> ‘None of them are happy with the shower area as there is no tap. They carry water from outside, for example from hand washing point, for shower purpose.’ Source: WASHBlock Satisfaction Survey, Zaatari, June 2013</p> <p><input type="checkbox"/> No evidence found of use of standard during implementation.</p> <p><input type="checkbox"/> 32% of households were witnessed by direct observation to have an uncovered water container in the home. 42% of people have less than 20L storage capacity in the home. KAP Survey, November 2012</p> <p><input type="checkbox"/> No evidence found of use of standard during implementation.</p>	<p><input type="checkbox"/> In order to build up resilience for access to safe water following activities are suggested:</p> <ul style="list-style-type: none"> • Provide water vouchers for most vulnerable people in host communities and among Syrian refugee population to complement lacking access to regular water supply through water network. The identification of the targeted area will be based on the mapping of hydraulic problems and be in line with vulnerability criteria set up for the cash assistance programme. As charges for water trucking depend on the distance, the value of the water vouchers will be based on the volume of water needed per family (for example 2m³). • Distribute water filters to vulnerable households to save household expenditure for other essential needs. People living in informal settlements will be prioritised to receive those filters. <p>Source: Oxfam GB, <i>Integrated Assessment of Syrian Refugees in Host Communities – Jordan</i></p>
<p>Excreta disposal standard 1: Environment free from human faeces The living environment in general and specifically the habitat, food production areas, public centres and surroundings of drinking water sources are free from human faecal contamination.</p> <p>Excreta disposal standard 2: Appropriate and adequate toilet facilities People have adequate, appropriate and acceptable toilet facilities, sufficiently close to their dwellings, to allow rapid, safe and secure access at all times, day and night.</p>	<p><input type="checkbox"/> No evidence found of use of standard 1.</p> <p><input type="checkbox"/> ‘The majority of the women in the group expressed their satisfaction with the toilet facility at WASH block. Access to these toilets is easy for male, female and children as mentioned by women participants in the group discussion. Some mentioned it is difficult for people with disability to go to the toilet located in the WASH blocks as the distance is far for some of the caravans. Oxfam distributed portable commodes for people with disability living in the camp.’</p> <p><input type="checkbox"/> ‘The majority of the women mentioned that they feel safe going to the toilet at any time during day and night.’ Source: WASHBlock Satisfaction Survey, Zaatari, June 2013</p>	<p><input type="checkbox"/> ‘The sanitation system is critical in temporary settlements. The hygienic conditions of latrines are poor. Recommendation: Distribute latrine cleaning kits to hygiene focal points living in informal settlements and promote importance of hygienic sanitation conditions.’ Source: Oxfam GB, <i>Integrated Assessment of Syrian Refugees in Host Communities – Jordan</i></p> <p><input type="checkbox"/> Communities were consulted about various low-cost, mobile design options, and several designs were piloted. During this time children used potties instead of open defecation. The presence of faeces in the open fields reduced significantly. Source: Eva Niederberger, PHP Coordinator, Host Communities.</p>

<p>Cash and vouchers transfers standard 1: Access to available goods and services. Cash and vouchers are considered as ways to address basic needs and to protect and re-establish livelihoods.</p>	<p>NA</p>	<p><input type="checkbox"/> Cash assistance will be provided to support extremely vulnerable families to meet their essential food and other needs, including contributing to rental costs. Targeted beneficiaries will receive monthly cash assistance utilising pre-paid ATM cards. The cash transfer calculation per family is made in two parts, linked to rent and top-ups for other essential needs.</p> <p><i>Source: Oxfam GB, Integrated Assessment of Syrian Refugees in Host Communities – Jordan</i></p>
<p>Protection Principles 1, 2, 4</p> <p>Those involved in humanitarian response take steps to avoid or minimise any adverse effects of their intervention, in particular the risk of exposing people to increased danger or abuse of their rights.</p> <p>Ensure people’s access to impartial assistance – in proportion to need and without discrimination.</p> <p>The affected population is helped to claim their rights through information, documentation and assistance in seeking remedies. People are supported appropriately in recovering from the physical, psychological and social effects of violence and other abuses.</p>	<p><input type="checkbox"/> Oxfam Special Needs Monitoring Report (September 2013) List of cases of disability identified, with contact details and referral information.</p> <p><input type="checkbox"/> No further evidence found of use.</p>	<p><input type="checkbox"/> In areas where Syrian refugees rent housing in rural and/or urban locations ‘Integrated Peer Support Groups’ will be supported, consisting of Syrian refugees and host community members. These groups will represent a specific number of households in the targeted community and share and discuss WASH-EFSL-Protection updates and information.</p> <p><i>Source: Oxfam GB, Integrated Assessment of Syrian Refugees in Host Communities – Jordan</i></p> <p><input type="checkbox"/> Vulnerability criteria.</p> <p><i>Source: Oxfam Jordan – Final vulnerability scoring system for Syrian Refugee Families, June 2013</i></p> <p><input type="checkbox"/> Objective: Facilitation of integrated peer support-groups composed of both Syrian refugees and members of host community for information dissemination and conflict prevention in targeted communities to contribute to wellbeing and safety.</p> <p>Purpose</p> <ul style="list-style-type: none"> • To inform Syrian refugees about the services available in the targeted area; • To facilitate referral links to service providers in the targeted area; • To prevent conflicts and tension between host community and Syrian refugees; • To increase transparency about the targeting and selection criteria of the Oxfam programme package. <p><i>Source: Note on Integrated Peer Support Groups, March 2013</i></p>

3.2.4 Quality Standard Four: MEAL strategy and plan in place and being implemented using appropriate indicators

	Met	Almost Met	Half Met	Partially Met	Not Met
MEAL strategy and plan in place and being implemented using appropriate indicators			1.5/3		

Requirements to fully meet the standard:

- MEAL staff in post
- Budget reflects MEAL activities
- Evidence of use of OI Minimum MEAL standards
- Indicators in logframes replicated in MEAL strategy and plan
- Data collected, analysed and fed back to staff and partners
- Evidence that data are used to adjust programme activities
- Indicators reported against in donor reports at activities, outputs and outcomes levels
- Review or learning days held with technical staff
- OPAL has MEAL plan in place and is updated regularly
- Final evaluation planned

Oxfam deployed a regional MEAL Adviser to the Syria Response (for Jordan, Lebanon and Syria) in March 2013, approximately two months after it began to operate in Zaatari, Jordan. In the absence of specialist support, the start-up team in Jordan took responsibility for collecting baseline data using a KAP study and establishing coordination on MEAL issues with other actors while funding from Unicef was under negotiation.

From November 2012 to January 2013 this team made significant advances, such as:

- Collaboration with ACTED, JEN and Relief International, the principal public health actors in Zaatari at that time, to undertake a baseline survey
- Creation of a Hygiene Promotion, Social Mobilisation and Accountability Working Group
- Undertaking of a water use and user survey
- Coordination with UNHCR on collection and sharing of epidemiological data in Zaatari and host communities.

However, once implementation of the WASH programme began in Zaatari in January 2013, the capacity of the small team was overstretched. Monitoring exercises, such as transect walks through the camp, focus group discussions and house-to-house visits were carried out regularly and an activity report was included in weekly sitreps (as shown in Figure 6) but a MEAL strategy and plan for collecting qualitative and quantitative data for the indicators in the logical framework were not developed.

Figure 6. Excerpt from Sitrep (25 March, 2013)

- **Software (PHP):** Monitoring of new shelters and population numbers in Module 4, Phase 5 and Module 6.
- Provided additional latrines to module 6.
- Sited 22 new locations for Oxfam latrines in Module 6 and 12 in Module 4.
- Capacity building of programme assistants, and introduction/sensitisation of Oxfam programming around the modules are ongoing.
- **Hardware (PHE):**
 - **Showers:** 9 shower pre-fabs have been converted to anti-vandal. The tanks have arrived at site for waste-water collection, the locations have been started and installation will start in the coming days.
 - **Oxfam Latrines:** Phase 2 of Oxfam emergency latrine frames is complete (100 latrines across 4 fabricators) and delivered to Zaatari. So far 48 are fully installed on site.
 - **Water:** Siting and supply of 10 extra water points and tapstands is complete with installation just starting.

While this type of activity-oriented monitoring is not uncommon in the first few weeks of a programme undergoing a rapid scale-up, in Jordan it continued for much longer. Only in July 2013 were some specific initiatives (Handwashing Survey and a WASH Block Satisfaction Survey) launched to collect MEAL data in relation to the Zaatari programme's objectives and indicators, thereby allowing Oxfam to begin to analyse progress towards intended outputs and outcomes, and to report to its donors. Still, however, the programme continued without a MEAL strategy or plan, and remained below Oxfam's own minimum standards for MEAL implementation (see Appendix 3).

In October 2013, nine months after Oxfam had started to deliver humanitarian assistance in Zaatari, the Jordan team reviewed its MEAL practices there and concluded that 'the trend of non-documented, non-systematic data collection' was negatively impacting on Oxfam's work and ability to report adequately. Since then a revised logframe and MEAL plan have been put in place, training has been provided for MEAL staff, and the programme management team is confident that the MEAL arrangements are fit for purpose.²²

In the meantime, Oxfam launched a Host Communities Programme in the towns of Salt, Zarqa, Ain Al Basha, Safout and Baqaa. Due to intense time pressures on the team in the Zaatari camp, Oxfam deployed a second team to conduct an integrated assessment.²³ Using a combination of household surveys on knowledge, attitudes and practices (KAP), separate male and female focus group discussions and an extensive literature review of other agencies' reports, Oxfam assessed refugees' needs and the capacity gap with respect to services and humanitarian aid. This process reflected most OI Minimum standards for MEAL (see Appendix 2).

Based on the recommendations of the assessment, Oxfam designed an intervention focusing on cash transfers and WASH for the most vulnerable refugees in the host communities as well as vulnerable Jordanians.²⁴ In the period in which Oxfam was waiting for permission from the Jordanian government to distribute cash transfers it was able to recruit and induct a national MEAL Officer and invest time in developing a logical framework with smart indicators, a robust MEAL plan and a tailored set of monitoring (and accountability) tools, such as post-distribution monitoring surveys, household surveys, exit surveys and focus group discussions. A selection of these tools was used after every distribution, and the distribution processes themselves were also documented for learning and reporting purposes.

As a result of close monitoring, the HC programme made a number of modifications to programme activities. For example:

- After house-to-house visits in informal settlements revealed that many families had not fitted their water filters correctly, Oxfam held additional hygiene education sessions to enable beneficiaries to learn to use water filters properly.
- After an income and expenditure study in host communities and informal settlements indicated higher levels of debt, higher incidence of child labour and reduced food intake in the former, Oxfam focused its programme of cash transfers on the most vulnerable households residing in rented accommodation in host communities. Later, when a further study indicated changing and rising needs in informal settlements, Oxfam GB once again included these in its programme.

Given the mixed results for Zaatari and the largely good practices noted in the Host Communities programme, **it is considered that Oxfam half-met the standard for MEAL**. It is noted, however, that at the time of this evaluation the MEAL plans and procedures for both the Zaatari and Host Communities programmes and the VOICE project have been revised to meet Oxfam’s Minimum Standards.

3.2.5 Quality Standard Five: Feedback/complaints system for affected population in place and functioning and documented evidence of information sharing, consultation and participation leading to a programme relevant to context and needs.

	Met	Almost Met	Half Met	Partially Met	Not Met
Feedback/complaints system for affected population in place and functioning and documented evidence of information sharing, consultation and participation leading to a programme relevant to context and needs	3/3				

Requirements to fully meet the standard:

- Evidence of consultation with community on programme areas, such as targeting, preferences for cash/food, siting and design of latrines, distribution of non food items, information channels etc.
- Evidence of sufficient information provided to communities
- Feedback shows that information received is sufficient
- Evidence of complaints being addressed and reported on to complainant
- Evidence of feedback incorporated into planning – changes made to programmes after consultation
- Examples of good practice captured and shared
- Feedback from communities around needs and concerns is positive
- Evaluation reports state that programme is relevant to needs and context

Oxfam approached and managed accountability to beneficiaries – involving information-sharing, consultation, participation and complaints-handling – in very different ways in its Zaatari and Host Communities programmes.

In Zaatari, Oxfam's approach was shaped by knowledge of tensions, vandalism and theft in the camp prior to its engagement, and of the mistrust many refugees had for INGOs.²⁵ Faced with the problem that the funding by Unicef did not cover hygiene promotion, which is how Oxfam tends to develop dialogue with the beneficiary population, Oxfam decided to incorporate a component of 'social mobilisation' into what was essentially a public health engineering intervention. The social mobilisation element involved training and deploying a team of 'social workers'²⁶ to be present in the camp, promote ownership and maintenance of the WASH facilities being constructed, and develop a continuous dialogue with the refugees so that any concerns could be addressed.

The first actions by the social mobilisers were to present Oxfam, which they did by approaching existing 'street leaders'²⁷ as the 'de facto' representatives of the camp community and requesting their time to explain the plans for their district. Then, with their agreement, Oxfam set up focus group discussions with men and women separately, to solicit their views on the type of WASH facilities they felt would work well, based on experiences in other districts of the camp and from social, cultural and practical perspectives.²⁸ Some of these comments are presented in Figure 9. Oxfam's mobilisers also visited the homes of physically disabled people, to understand their needs and limitations, and to ensure that appropriate facilities would be made available to them. As a result of this thorough consultation process, Oxfam's facilities were considered to be a model for all other WASH providers in the camp.²⁹

Once the facilities were open, Oxfam's social mobilisers maintained a daily presence in the camp, during which time they spontaneously received significant feedback and requests from street leaders and other members – male and female – of the camp community. Most of these were related to the work of other organisations (such as interruptions to the water supply, special medical needs of older and chronically ill people, and security and governance issues), but Oxfam's staff made note of the concerns and communicated them to other relevant actors.³⁰ Oxfam also established dedicated telephone lines for camp residents and leaders to be able to contact Oxfam at any time, for any reason.

Although Oxfam continued to engage with the camp community via the street leaders, it also set up WASH committees.³¹ These groups, in which Oxfam encouraged equal numbers of men and women to become representatives of the community on WASH issues, including in negotiations with Oxfam on improvements to initial structures, became responsible for the maintenance of the facilities. They proved to be very effective channels of communication and promoters of accountability, with practical achievements, such as successfully negotiating water distribution times in accordance with beneficiaries' preferences. Perhaps their only negative aspect is that vulnerable groups were not necessarily directly represented on the committees, as explained in Section 3.2.9 of this report.

Figure 7. Changes made to Oxfam’s programme in Zaatari based on beneficiary feedback

Issue	How/when identified	Solution or follow-up
1. Other WASH blocks were too dark inside, the floors were hard to clean, there was no laundry area, wudu area or toilets for disabled people. Also, people did not like having to collect drinking water from inside the WASH block.	FGDs (January 2013) Key informant interviews by C Snoad (Oct 2012–Jan 2013) and J Silverman (Jan 2013)	WASH blocks in Oxfam’s districts were constructed with skylights, solar lighting, tiled floors, laundry areas, wudu areas, an outdoor tap for drinking water, and one toilet especially for disabled users.
2. Temporary sanitation options were not satisfactory (culturally, for maintenance and desludging purposes as well as protection from vandalism and theft).	FGDs; observation; interaction with social mobilisation team (January–April 2013)	Different models were trialed and modified (such as plastic porta-potties and prefabricated latrines with squat slabs), with increasing levels of user satisfaction, while permanent acceptable solutions with larger septic tanks and squat slabs were constructed.
3. Soap provided by ACTED was insufficient (indirect complaint).	Interaction with social mobilisation team and participation in the Hygiene Promotion and Accountability working group (Dec 2012–Jan 2014)	Soap distributions are now based on Sphere indicators and standards in Zaatari camp (starting July 2013). Oxfam contributed funding to increase the quantity of soap.

Documentation of communications was in the form of brief summaries of activities and issues in the weekly/fortnightly situation reports, based on pocket-book and mental notes taken by the social mobilisation team. Oxfam recognises that this approach makes it difficult for third parties to verify its reports, but is of the view that in a rapid scale-up situation, building relationships and solving refugees’ problems have to take precedence over perfect documentation. Nevertheless, it has recently invested in documenting this model of social mobilisation and accountability as a learning resource for future Oxfam teams and other organisations considering working in a refugee crisis and an insecure population.

In the host communities, Oxfam had comparatively more preparation time and staff capacity³² to produce a set of formats, guidelines and analyses to promote accountability to beneficiaries.

First, during the integrated assessment that took place in February and March 2013³³, Oxfam held numerous focus group discussions separately with men and women that included consultation on priority needs.³⁴ Rent, food, medical and health and water were consistently prioritised, and hygiene was mentioned as a concern because refugees were changing their washing and personal hygiene habits due to a lack of financial resources. Consequently, Oxfam designed a programme that provided cash that could be used by beneficiaries as a contribution to many of these needs, as well as hygiene kits and water vouchers (and subsequently filters).

Once Oxfam was ready to operate in the host communities, it presented itself through local CBOs, UNHCR and other working group members to gain access to and acceptance by the refugees and Jordanians residing there.

Prior to distributions, Oxfam contacted beneficiaries by phone to inform them of the place, time and nature of the assistance. Then, at the start of each distribution Oxfam staff held a meeting/demonstration session with beneficiaries to explain the criteria for selection, the goods/amount to be received, how best

to use certain items (in the case of the hygiene kits) and how to use vouchers and ATM cards. To reinforce key messages about selection of beneficiaries and the provenance of the assistance, Oxfam displayed the vulnerability criteria at distribution sites, as well as Oxfam banners and leaflets translated into Arabic.³⁵ Further explanations were provided through the accountability hotline and by staff on the ground.

Oxfam developed specific tools and processes to elicit feedback, such as post-distribution monitoring surveys, household surveys, exit surveys and focus group discussions.³⁶ These were implemented 10–14 days after every distribution, and a report was generated and shared with programme managers and technical team staff.

To understand and address any concerns, a complaints desk was set up at each distribution site.³⁷ Also, a free hotline was established and publicised using leaflets and banners. In practice, the hotline was well-used, receiving over 800 calls in December (its fourth month of implementation). However, most of the calls were to request information or advice on how to use the ATM card rather than to make a complaint. None were made to complain/report on staff conduct or abuse. A log of calls was kept, including the complainant's contact details and the solution provided, so that after issues were resolved Oxfam could inform the person who had lodged the complaint or made the enquiry.³⁸

Both of the approaches to accountability described above appear to have worked very effectively and are in line with HAP benchmarks for accountability.³⁹ In Zaatari camp the level of satisfaction among beneficiaries with Oxfam's work is high.⁴⁰ There have been very few incidents of violence (verbal or physical) towards Oxfam staff in comparison with the problems experienced by other humanitarian actors, and there was a much lower incidence of vandalism to the WASH facilities in the districts where Oxfam worked in comparison with other districts. External stakeholders considered Oxfam a model in terms of communication with refugees,⁴¹ to the extent that several new initiatives by other actors, such as the establishment of community-based protection committees by UNHCR, and the introduction of community policing by the Jordanian government, are being piloted in the districts where Oxfam works.

In host communities there is also a high level of satisfaction with Oxfam's work, as shown in Figure 9, despite the fact that the aid Oxfam can provide is not enough to meet the needs of all vulnerable households. Furthermore, the lessons learned in accountability have been captured by Oxfam in the form of 'Briefing Papers' and methodological documents⁴² to serve others in comparable contexts.

The VOICE project, with its prime purpose of encouraging refugees to speak up, also contributed to creating open and fluid communications channels. Through continuous accompaniment of organised groups of refugees, VOICE staff were able to collect spontaneous feedback on their activities, Oxfam's wider programme and the general aid effort. These issues were communicated to Oxfam staff for action or sharing with other INGOs in coordination forums.⁴³ Through the training provided by ARDD in journalism and communications skills, the VOICE project also empowered refugees to speak out on their own, and to become stronger negotiators with camp management, INGOs and other actors.

Figure 9. Comments received from beneficiaries through feedback channels

'It was very useful to be part of the discussion on how to maintain good hygiene with limited water supply,' said one of the beneficiaries after the demonstration session at a distribution centre.

'The hygiene items are very useful. We cannot afford to buy them. You saved us a lot of money,' said one of the beneficiaries after the distribution at a distribution centre.

In light of the proactive approach, variety of methods, and positive results described above, it is considered that Oxfam GB fully met the standard for accountability (3/3).

3.2.6 Quality Standard Six: Partner relationships defined, capacity assessed and partners fully engaged in all stages of programme cycle

	Met	Almost Met	Half Met	Partially Met	Not Met
Partner relationships defined, capacity assessed and partners fully engaged in all stages of programme cycle			1.5/3		

Requirements to fully meet the standard:

- Partner capacity assessment carried out
- Capacity building plan in place (if needed)
- Documented evidence of Oxfam support to partner on capacity building (training or staff secondment for example)
- Partner agreement clearly states expectations and outcomes for both parties
- Partner actively involved in planning, monitoring and evaluation
- Partner feedback is positive

Oxfam and ARDD-LA had already been partners for approximately six years prior to undertaking this humanitarian response together. For this reason a capacity assessment was not undertaken specifically for the VOICE project. In fact, a good understanding of the relative strengths and weaknesses of each organisation led to a new phase in the partnership in which ARDD, as a legal entity in Jordan, provided an office and the legitimacy for Oxfam to establish its WASH programme, while Oxfam’s global reputation in humanitarian work generated the funding and networks for ARDD to enter the inter-agency coordination forums and participate in international advocacy efforts.

Although details of the partnership contract and documented evidence of a capacity-building plan were not made available for this evaluation, staff of ARDD and Oxfam confirmed that each organisation contributed to building the capacity of the other: ARDD supported Oxfam to recruit staff in Jordan and provided much-needed contextual information; Oxfam provided hands-on support from its media and campaigns teams to enhance the capacity of ARDD staff and train the ‘refugee journalists’ in effective communication skills.

Staff of both organisations also confirmed that planning and monitoring processes were carried out in close coordination, and that communication was fluid between the two organisations. Some tension was created when Oxfam’s programmes underwent a rapid expansion and put pressure on ARDD’s Human Resources and Administrative teams as well as on the physical space and resources the two organisations were sharing, but this was overcome when Oxfam established its own offices and was able

to undertake its own recruitment, administration and finances. Both organisations regard the experience of working together in this humanitarian crisis as a very positive one, and continue to collaborate in a new phase of the VOICE project.

To fully meet the standard for partnership, documented evidence is required for the achievements described above. **Due to the fact that adequate documentation was not provided by Oxfam (or ARDD) for this evaluation, Oxfam can only be considered to have half-met the standard for partnership.**

3.2.7 Quality Standard Seven: Programme is considered a safe programme: action taken to avoid harm and programme considered conflict sensitive

	Met	Almost Met	Half Met	Partially Met	Not Met
Programme is considered a safe programme: action taken to avoid harm and programme considered conflict sensitive		2/3			

Requirements to fully meet the standard:

- Assessments look at safe access to services and other protection issues
- Documented evidence that programmes respond to identified protection issues
- Protection issues identified by other actors acted upon
- Protection expertise called in when programme requires it
- Technical teams do safe programming
- Advocacy strategy includes protection and action is taken

From January 2013, Oxfam started to take a proactive role in protection. It deployed a specialist Gender and Protection Adviser to the overall Syria response, who participated in the host communities' assessment in Jordan⁴⁴ and subsequently provided advisory support, albeit remotely from the Beirut office, to the Jordan team.

As a result of this assessment, Oxfam identified a number of protection issues for refugees, such as long waiting times (up to 6 months) to register for the Asylum Seeker's Certificate,⁴⁵ poor quality of information about entitlements, and gaps in coverage due to re-registration requirements. The assessment also highlighted growing tensions between refugees and host communities around issues such as sharing scarce water resources, increases in rent due to growing demand, and worsening pay and conditions for informal employment due to increased labour supply.

In response, Oxfam designed an intervention aimed at improving protection for refugees and reducing conflict between refugees and host communities, with components such as:

- Targeting beneficiaries using vulnerability criteria that included vulnerable Jordanians in the host community
- Education on household-level water management
- The establishment of Integrated Peer Support Groups, to bring together refugees and host community representatives to discuss local service provision, provide information on aid packages and targeting criteria, and to address issues causing conflict and tension.
- Mapping humanitarian actors providing services to refugees, providing information on these to refugees, and making direct referrals where necessary.

Meanwhile, in Zaatari Oxfam used both formal and informal processes to identify a range of safe programming and protection issues.

Firstly, during consultations about safety and preferences for the WASH block construction, refugee women expressed their concerns about using the WASH blocks due to poor lighting. Oxfam directly addressed this concern by installing skylights and solar lighting in its block design.

Secondly, through its profile community mobilisation component, Oxfam staff dedicated significant staff time to conducting transect walks through the camp and talking with the community leaders, men, women and children they passed on the way. In doing so, Oxfam became aware of a high number of people with disabilities or medical complaints who needed particular types of assistance (such as commodes or hygiene items) and made referrals to specialist medical, health and disability-oriented organisations. Later it developed a service to provide information about entitlements and services via notice boards and other media to all refugees in the camp.

In recognition of the increasing complexity of protection issues and the potential for Oxfam to play a greater role in protection in both Zaatari and host communities, Oxfam deployed additional expertise to the Jordan programme in September 2013. Following an assessment of work to date and the external context, Oxfam's Global Protection Adviser made four key recommendations to improve the quality and relevance of Oxfam's protection work:

- To work more with partners, as a longer-term process to build local/national capacity for protection, given the prolonged nature of the crisis.
- To establish community-based protection committees, both to strengthen local capacities for self-protection and to prepare for potential scenarios in which international NGOs, such as Oxfam, may be required to have a reduced presence.
- To introduce and use professional standards for protection⁴⁶
- To ensure that advocacy on protection issues is driven by and based on refugees' own priorities.

Documentation about changes made since these recommendations was not available for this evaluation, although verbal evidence indicated that community-based protection committees were already being set up and that their inputs would form the basis of Oxfam's advocacy on protection.

It is therefore considered that Oxfam almost met the standard for safe programming and protection (2/3) and that the programme continues to improve in this area.

3.2.8. Quality Standard 8: Programme (including advocacy) addresses gender equity and specific concerns and needs of women, girls, men and boys

	Met	Almost Met	Half Met	Partially Met	Not Met
Programme (including advocacy) addresses gender equity and specific concerns and needs of women, girls, men and boys ⁴⁷				1/3	

Requirements to fully meet the standard:

- Gender analysis carried out, well documented and strategy written
- Evidence that this is used to guide design and delivery
- Sex disaggregated data collected, reviewed and used to make appropriate adjustments
- Programme and advocacy planning addresses needs, roles and power relations of men and women
- Evidence that programme contributes to gender equity (services provide for men/women needs as appropriate)
- Gender minimum standards used and adhered to
- Programme partners with capacity and support to mainstream gender throughout the programme cycle

The deployment of an all-male start-up team to Zaatari camp in October⁴⁸ was an unusual move for Oxfam, given its commitment to establishing a gender-balance within its teams. To its credit, however, the team initiated an inter-agency KAP survey in Zaatari that revealed that over 80% of women were afraid to use existing WASH facilities at night due to lack of lighting.⁴⁹ It followed up by holding focus groups to consult men and women on the initial designs for Oxfam’s WASH blocks to ensure that their concerns and preferences were incorporated.⁵⁰

Through its team of social mobilisers Oxfam made efforts to establish regular consultation with men and women in the camp. It held FGDs with men and women (separately), made household visits and routinely carried out transect walks that gave them opportunities for spontaneous conversations with women and men and to observe the dynamics of daily life in the camp. In Zaatari, a group of women said that Oxfam was the first organisation that had approached them to enquire about their situation. Staff tried to address women’s and men’s concerns directly if they related to Oxfam’s own programme, or through referrals to other specialist/responsible organisations, or through local advocacy and negotiations. Unfortunately, due to the informality of monitoring processes and reporting during the first six months of the Zaatari programme⁵¹ and the lack of a guiding gender strategy,⁵² any type of gender analysis by the team was somewhat ad hoc and certainly did not meet Oxfam’s own Minimum Standards for Gender in Emergencies.

For the start-up of the Host Communities programme in February 2013, Oxfam again took an unusual decision by deploying an all-female assessment team. Using a methodology that included holding

separate focus groups with men and women and a KAP survey the team identified priority concerns of both sexes (rent payments, medical attention, registration and water) as well as some issues that were specifically concerning women (lack of money to buy normal hygiene items) and men (employment). However, a gendered protection analysis and information about GBV were not included in the assessment report, even though these are required by Oxfam’s Minimum Standards.⁵³

With a longer lead time and MEAL staff in place before programme start-up, MEAL procedures and practices for the host communities programme were more robust than for Zaatari. They included post-distribution monitoring surveys, the results of which were disaggregated by gender, as well as focus group discussions held separately with men and women. It is not clear, however, to what extent gender aspects of the monitoring reports resulted in any programme adaptations.

Looking ahead, there are two components of the Jordan response that have the potential to make a longer-term contribution to gender equity, but will require a gender-sensitive monitoring strategy. The first is the recently launched Integrated Peer Support Groups in the Host Communities programme. These groups, which are initially formed as sex-, age- and Jordanian/Syrian-specific groups, are transitioned into gender-specific groups bringing together Jordanian and Syrian men or women to collaboratively develop household-level water management strategies, attend sessions on protection and referrals, aid programmes and service entitlements, and to help Oxfam to collect complaints and feedback about its different programme components. They are designed to empower participants and develop male and female leadership, as well as to reduce conflict and encourage inter-community collaboration on issues of importance to all participants.

The second component is the VOICE project, implemented by ARDD and funded by Oxfam. Its design was based on a thorough assessment of the impacts of the crisis on gender roles and relations, as well as protection concerns for men, women and children. It has clear objectives in terms of increasing women’s leadership skills and gender equity through training in communications, and has demonstrated solid results in this respect. Recently it has also started a pilot initiative whereby staff provide legal advice and psycho-social support to men and women participating in the IPSGs.⁵⁴

For these reasons it is considered that, in the period covered by this evaluation, Oxfam **only partially fulfilled the requirements to meet the gender standard (1/3)** due to uncharacteristically weak and/or undocumented gender analysis in the first six months of its operations. However, it is recognised that improvements and actions in the second half of 2013 as well as actions by its partner, ARDD, have built a stronger foundation for the programme as it evolves in 2014 and beyond.

3.2.9 Quality Standard Nine: Programme (including advocacy) addresses specific concerns and needs of vulnerable groups⁵⁵

	Met	Almost Met	Half Met	Partially Met	Not Met
Programme (including advocacy) addresses gender equity and specific concerns and needs of vulnerable groups⁵⁶			1.5/3		

Requirements to fully meet the standard:

- Differentiated vulnerability analysis/assessment data identify especially vulnerable groups, and used to inform design and appropriate actions to meet their specific needs (link also to standard 7 and safe programming).
- Evidence of balanced representation of vulnerable people in managing assistance provided and ongoing feedback/consultation.
- Evidence that intervention design and delivery ensures vulnerable groups have full access to assistance and protection services.

In the various assessment stages of its response, Oxfam identified vulnerable or potentially vulnerable groups as: refugees with disabilities or chronic medical conditions (many of the latter being older people); unregistered refugees; Palestinian-Syrian refugees; refugees living in informal settlements; female heads of households (including widows, women abandoned by their husbands, and women whose husbands are in detention or hiding from Syrian authorities); households with very low income; and households with young children. In the case of the last two groups mentioned, Oxfam included both Syrian and Jordanian households in Host Communities, in recognition of the impacts of the Syrian crisis on existing vulnerable groups in Oxfam's programme areas in Jordan.

The extent to which Oxfam addressed the specific needs and protected the rights of these groups is summarised in Figure 10. The following strengths are of note:

- The team in Zaatari was particularly attentive to the needs of people with disabilities, ensuring from the outset that draft designs for WASH blocks were consulted with potential users with disabilities and via specialist organisations, such as Handicap International.⁵⁷ In response to feedback during the programme, Oxfam trialled various other options, such as providing commodes⁵⁸ or decommissioned emergency latrines,⁵⁹ continuously seeking to improve access to services for this group with special needs.⁶⁰
- Oxfam obtained permission to install information boards in Zaatari camp and organised humanitarian agencies to display information about the services offered to refugees. This enabled multiple vulnerable groups to obtain much-needed information about medical, child-oriented and protection services.
- In the Host Communities Programme Oxfam adopted and adapted the Vulnerability Criteria designed by CARE and UNHCR and the Cash Working Group⁶¹ to target cash assistance to the most vulnerable households. This contributed to building trust among Syrian refugees, aid agencies and Jordanians, and served to mitigate potential conflict over assistance (as mentioned in Section 3.2.7: Safe Programming and Protection).

However, as shown in Figure 10, although Oxfam's programme incorporated aspects to address the needs of the vulnerable groups that its staff identified, it did not facilitate their involvement in managing relevant parts of the programme, or in providing feedback on the programme's performance. Therefore, although Oxfam took appropriate action to target vulnerable groups and reduce their vulnerability, it did not recognise their capacities nor use the opportunities available to empower them to claim their rights.

In light of the above, it is considered that Oxfam half-met the standard for addressing the needs and concerns of vulnerable groups.

Figure 10: Oxfam’s actions related to needs and rights of identified vulnerable groups

Group	Programme design and advocacy interventions	Input and feedback	Representation in managing assistance
People living with disabilities	<ul style="list-style-type: none"> • Included one dedicated latrine and shower for PLWD in each WASH block in Zaatari. • Distributed 50 commodes and decommissioned latrines for household use in Zaatari. • Referrals to UNHCR in Zaatari and Host Communities Programme.⁶² • In HC programme, access was facilitated to distribution sites and arrangements were made for family members of people with impairments who could not attend, to receive items on their behalf. 	<ul style="list-style-type: none"> • Individual interviews with PLWD in Zaatari to consult on design of WASH facilities. • Consultation with Handicap International in Zaatari. • Via sanitation trial. 	<p>None in Zaatari</p> <p>Participation of HC programme staff in Disability Inclusion Training</p>
People with chronic medical conditions	<ul style="list-style-type: none"> • Referrals to UNHCR in Zaatari and Host Communities Programme • Information boards in Zaatari to communicate relevant services and how to access them • In HC programme they were included in vulnerability criteria for targeting purposes. 	Tracking of referred cases in Zaatari.	No evidence found
Unregistered refugees	<ul style="list-style-type: none"> • Referrals to UNHCR in Zaatari and Host Communities Programme. • Information boards in Zaatari to communicate relevant services and how to access them. • IPSG sessions in Host Communities Programme. 	Tracking of referred cases in Zaatari.	No evidence found
Palestinian-Syrian Refugees	<ul style="list-style-type: none"> • Research by ARDD, funded by Oxfam, on the situation of Palestinian-Syrians in Jordan. 	Participatory research undertaken.	No evidence found
Very low-income households	<ul style="list-style-type: none"> • Targeting using Vulnerability Criteria Tool for cash transfer, hygiene items and water filter in Host Communities Programme. 	<ul style="list-style-type: none"> • Post-distribution monitoring surveys. • Focus group discussions. • Exit surveys following distributions. • Hotline. 	No evidence found
Households with young children	<ul style="list-style-type: none"> • Targeting using Vulnerability Criteria Tool in Host Communities Programme. • Referrals to UNICEF of cases requiring child protection in Zaatari. • Referrals to UNICEF of households requiring diapers in Zaatari. 		
Female heads of household	<ul style="list-style-type: none"> • Targeting using Vulnerability Criteria Tool in Host Communities Programme. 		
Refugees in informal settlements	<ul style="list-style-type: none"> • Targeting using Vulnerability Criteria Tool in Host Communities Programme. • Targeting for sanitation solutions in Host Communities Programme. 		

3.2.10 Quality Standard Ten: Evidence that preparedness measures were in place and effectively actioned.

	Met	Almost Met	Half Met	Partially Met	Not Met
Evidence that preparedness measures were in place and effectively actioned				1/3	

Requirements to fully meet the standard:

- Contingency plan in place, updated regularly and used
- Evidence of monitoring of chronic situation and triggers in place for action
- Evidence of links to existing preparedness programmes where relevant
- Evidence of surge capacity
- Evidence of success of preparedness programmes on current response

Oxfam did not have an office in Jordan prior to the Syrian refugee crisis, nor did it have a relevant contingency plan in place, although its regional team was monitoring the evolution of the conflict in Syria, refugee flows other impacts on the population of Syria and neighbouring countries from the beginning of 2012.⁶³

The trigger for Oxfam to engage in the crisis was a request from ARDD, a long-standing national partner organisation, to provide humanitarian assistance to refugees arriving in a community on the border with Jordan. Oxfam rapidly deployed a humanitarian expert to accompany ARDD staff on a field assessment to the area.

Following the rapid assessment and grant for emergency support, a verbal agreement was made between Oxfam and ARDD that the latter would assist in monitoring the situation and alert Oxfam to further developments, although a formal contingency plan with established triggers was still not put in place. A few weeks later ARDD did alert Oxfam to reports of unmet humanitarian needs in the recently opened camp in Zaatari, which was the trigger for Oxfam's second assessment.

As it did not have any staff in Jordan prior to this crisis, Oxfam used its global surge capacity to form the assessment and start up teams for Zaatari, as well as the additional assessment and start up teams for the Host Communities Programme. It also built its response on the logistical, legal and administrative capacity of its partner ARDD, without which Oxfam would not have been able to start a programme for several months due to national registration processes for NGOs. While this arrangement was not formally agreed prior to this crisis, the longstanding partnership between Oxfam and ARDD facilitated it.

In summary, Oxfam had no formal preparedness measures in place for this particular crisis, but its existing relationship with ARDD, as well as its global preparedness capacity, enabled Oxfam to respond to changes in the external context. As such, **it is considered that Oxfam partially met the standard for preparedness.**

3.2.11 Quality Standard Eleven: Programme has an advocacy/campaigns strategy and has incorporated advocacy into programme plans based on evidence from the field.

	Met	Almost Met	Half Met	Partially Met	Not Met
Programme has an advocacy/campaigns strategy and has incorporated advocacy into programme plans based on evidence from the field			1.5/3		

Requirements to fully meet the standard

- Advocacy strategy in place and evidence that it was written with input from programmes and field data
- Strategy endorsed by OI RiC Campaign Management Team with SMART objectives for change
- Campaigns/policy and media staff in place
- Budget sufficient for strategy implementation
- MEAL plan in place including evaluations
- Proactive and reactive media work including press conferences, blogs and journalist trips
- Evidence of lobbying at national and/or global level
- Evidence of outcomes from advocacy messages – not necessarily Oxfam alone
- Global – involvement of global RiC Campaign network, including teleconference, lobbying in capitals, sharing of product

The VOICE project⁶⁴ provided Oxfam with clear and early opportunities for media and campaigns work on the Syria crisis. As early as November 2012, VOICE staff had begun training groups of Syrian women and men as local advocates and journalists in host communities such as Khaldiyyeh⁶⁵ and Zaatari camp.⁶⁶ The testimonies, reports and videos produced by VOICE became valuable resources to raise the profile of the crisis through social media; VOICE opened a Facebook page in 2013, and one project participant tweeted 'A day in the life of a refugee in Zaatari' on Oxfam's twitter account, gaining a large number of followers and several celebrity responses.

At the same time as the VOICE project was becoming established, the start-up of Oxfam's WASH operations in Zaatari in January 2013 gave legitimacy to Oxfam's own voice on the crisis. Its first advocacy and campaigns strategy focused on the winter conditions that refugees were facing (as prioritised by the refugees themselves and Oxfam's programme staff on the ground) and the dire lack of funds for the UN-coordinated response. Using these messages Oxfam gained wide media coverage⁶⁷ of the crisis just ahead of the Kuwait Donor Conference for Syria at which donors pledged \$1.5billion in humanitarian aid.

In February 2013, Oxfam updated its strategy⁶⁸ with the participation of policy and programme staff. The revised three-year strategy focused on three key messages: for donors to honour their funding pledges; for armed actors to allow delivery of humanitarian aid; and for all stakeholders to seek a peaceful, negotiated solution. Thanks to Oxfam's high-quality resources,⁶⁹ innovative angles⁷⁰ and timing,⁷¹ excellent media coverage was achieved.⁷² The launch of the DEC Appeal followed closely after this, with a plea to the British public to provide urgently needed funds to enable humanitarian aid to scale up immediately. The DEC Appeal exceeded expectations, and Oxfam's share of the DEC funding enabled its programme in host communities in Jordan to begin.

In-country advocacy was slower to get started,⁷³ probably due to the fact that Oxfam did not have a public profile in Jordan prior to the crisis and had to begin by mapping the key actors and establishing contacts, and because it did not have experienced, long-term humanitarian advocates in place. In December 2012 Oxfam focused on building relationships with the other INGOs and UN agencies operating in Zaatari, and the agency representing the Jordanian government, the Jordanian Hashemite Charitable Organisation (JHCO). Other actors appreciated Oxfam's interest in coordinating advocacy efforts, and Oxfam took the lead in setting up an inter-agency WASH advocacy group in March 2013. It was also elected to a key INGO advocacy forum in Amman whose first task was to advocate for quicker approval by the Jordanian government of humanitarian projects in host communities.

Initially Oxfam's global Rights in Crisis team struggled to provide adequate and continuous support to Jordan and the other countries involved in the Syria Refugee Crisis, partly due to insufficient funding, but also because of competing demands from Oxfam offices working on other crises. However, from mid-2013 it prioritised the Syria Refugee Crisis and was able to scale up its lobbying work in time for the G20 Summit in St Petersburg in September. Meetings were successfully held by Oxfam senior managers with the UK Secretary of State for International Development and other DFID representatives, staff at the Swedish, Swiss, Canadian and British embassies and ECHO in Amman, and with the UN Deputy Secretary General in New York (following on from Crisis Action letter, which Oxfam signed). During visits from Oxfam America colleagues,⁷⁴ lobbying meetings were held with, among others, the Ministry of Planning and International Cooperation in Jordan, and US Embassy staff. Oxfam's main message was for the need for a political solution to the crisis, which it also succeeded in having widely picked up by the media.⁷⁵

Most recently, Oxfam focused its campaign on the urgent need for humanitarian access to affected civilians inside Syria. In December 2013 and January 2014 it gained wide media coverage for this, generated in part at least by a celebrity trip and by hosting an 'Expert Roundtable on the Syria crisis' in Jordan in December,⁷⁶ ahead of the Geneva II Summit. Limited access has since become possible, although it is by no means sufficient to meet the huge and growing needs.

Overall, Oxfam's programme and campaign strategy appear to have been mutually reinforcing and effective in terms of achieving results. Unfortunately a MEAL plan was never drawn up for the advocacy and campaigns work, so it has not been possible to identify further achievements or failures.

Given the above, is considered that Oxfam half met the standard for advocacy.

3.2.12 Quality Standard 12: Evidence of appropriate staff capacity to ensure quality programming

	Met	Almost Met	Half Met	Partially Met	Not Met
Evidence of appropriate staff capacity to ensure quality programming			1.5/3		

Requirements to fully meet the standard:

- Job profiles match competency frameworks
- Interviews were conducted using frameworks
- Inductions were systematically carried out
- Majority of end of deployment appraisals are positive
- Development programme staff have scale-up in their job descriptions
- Staff stay for duration of contract

Little relevant documentation about staff capacity was made available for this evaluation, possibly due to the fact that human resources issues were managed through the partner organisation, ARDD, until Oxfam established independent offices and administrative teams in late 2013. Based on the evidence provided it is possible to affirm that:

- job profiles were based on Oxfam's competency framework;
- some interviews to recruit new staff were conducted using Oxfam's competency frameworks;
- some inductions were systematically planned and undertaken;
- some end of deployment appraisals for key staff were very positive;
- staff retention was adequate and did not cause disruption to programme implementation.

As only limited evidence was provided, **Oxfam is considered to have partially met the standard for staff capacity.**

APPENDIX 1: SOURCES OF DATA

Internal Reports

1. Situation reports 1–47
2. Syria discussion paper on what is going on in the country, December 2012, Kitka Goyol
3. Perspectives on scaling up humanitarian work on the Syria crisis from the Syria scoping workshop and field visit, Beirut, 3–8 December 2012, M. El Sanousi, G. Dodkhudoeva, N. Timmins
4. Trip Report, Graham Mackay, 6 December 2012
5. Lebanon – Jordan Trip report, Nigel Timmins, March 2013
6. Telecon minutes December 2012–April 2013
7. Funding Grids September and October 2013

Assessments

8. Jordan and Lebanon Rapid Assessment Overview, Francis Lacasse et al., September 2012

Programme Strategy and Design

9. Joint Oxfam Response Strategy Syria Emergency: First Draft, 1st October 2012, Kitka Goyol
10. Notes from discussion of OGB's engagement in Syria, 13 December 2012
11. Joint Oxfam Response Strategy Syria Emergency, Updated 13 February 2013
12. Joint Oxfam Response Strategy Syria Emergency: Category 1, 15 April 2013
13. Protection Mainstreaming Strategy, Jordan and Lebanon, Oxfam, March 2013
14. WASH Strategy, Host Communities, April 2013
15. Contingency Plan For Expected New Influx (20,000 People) In Zaatari Camp, Jordan (n.d.)
16. Oxfam Zaatari camp water network, October 2013
17. Risk Register Zaatari, November 2012
18. Scenarios for Syria and our response – outcomes of meeting May 2013

Monitoring, Accountability, Evaluation and Learning

19. Monitoring, Evaluation, Accountability and Learning (MEAL) Minimum Standards in Oxfam Humanitarian Programs, January 2012
20. Real Time Evaluation of Oxfam's Response to the Syria Refugee Crisis, February 2013
21. MEAL Framework Host Community Programme April 2013
22. Community Awareness Sessions, August 2013
23. Sanitation Trial in Informal Settlement, December 2013
24. Water Market System In Balqa and Zarqa Governorates Informal Settlements, Jordan: EMMA (Emergency Market Mapping And Analysis), August/September 2013

25. Income and expenditure analysis, September 2013
26. Feedback protocol, September 2013
27. Camp tracking feedback collection, September 2013
28. Complaints/Feedback tracking database for Host Community, November 2013
29. Feedback form, September 2013
30. Accountability Survey, Zaatari, April 2013
31. Handwashing Survey, Zaatari, June 2013
32. Washblock satisfaction survey, June 2013
33. Cash PDM PowerPoint presentation, September 2013
34. Oxfam Jordan – Final vulnerability scoring system for Syrian Refugee Families, July 2013
35. Complaints/Feedback collection form, during distribution (various topics) July 2013
36. Accountability Guide for Distributions, July 2013
37. Focus Group Discussion Checklist, Winter kits, August 2013
38. Informal Settlement Cash, PDM, July 2013
39. Informal Settlement Hygiene Kit, PDM, July 2013
40. PDM Data entry July 2013
41. Tools and Guidelines, Monitoring, July 2013
42. Bi-weekly PHP-Social Mobilization activity report, October 2013
43. Oxfam special needs monitoring report, September 2013
44. Zaatari Camp, MEAL current practices, October 2013
45. EFSL Advisory Visit Report, Philippa Young, September 2013
46. MEAL PHE Trip Report, Andy Bastable, September 2013

Partnership

47. VOICE and Accountability Proposal, January 2013
48. VOICE Middle East, Concept Note (n.d.)

Protection

49. Protection Risk Register Zaatari, November 2012

Advocacy

50. Oxfam Syria Crisis External Updates 5 March 22 May
51. Syria's urban refugees in Jordan falling through the aid safety net, warn aid agencies, April 2013
52. Mid-Term Review of the Oxfam Syria RIC Campaign, Kirsten Hagon, October 2013
53. Oxfam International: <http://blogs.oxfam.org/en/category/tags/syria>
54. Oxfam GB: <http://www.oxfam.org.uk/blogs/tag/syria-crisis>
55. Oxfam America: <http://www.oxfamamerica.org/emergencies/syrian-conflict-and-refugee-crisis/#press>

56. <http://uk.news.yahoo.com/syria--spiralling-towards-disaster---video-shows-life-in-refugee-camps-as-one-million-are-displaced-142106459.html>
57. Global Syria Campaign Strategy, Nov 2013–March 2015, Draft, October 2013
58. <http://voicemiddleeast.wordpress.com/about/>
59. Blog: <http://voicemiddleeast.wordpress.com/>
60. Facebook <http://www.facebook.com/pages/Voice/568510849831604>
61. <http://www.independent.co.uk/voices/comment/the-coldest-winter-in-20-years-for-syrian-refugees-8474996.html>
62. <http://edition.cnn.com/2013/03/06/opinion/opinion-oxfam-syria-million-refugees/>
63. http://www.huffingtonpost.com/caroline-gluck/women-syrian-refugees_b_2833649.html
64. <http://www.guardian.co.uk/world/middle-east-live/2013/mar/06/syria-refugees-one-million-live>
65. <http://www.bbc.co.uk/news/world-middle-east-21676542>
66. <http://en-maktoob.news.yahoo.com/video/oxfam-urges-donors-more-syrian-194500338.html>
<http://uk.news.yahoo.com/syria--spiralling-towards-disaster---video-shows-life-in-refugee-camps-as-one-million-are-displaced-142106459.html>

Donor Proposals, Reports and Media Coverage

67. Regional Response Plans 1–6
68. PCA Joint Proposal, January 2013
69. PCA Amendment letter, September 2013
70. PCA Revised budget, September 2013

Reports from External Sources

71. UN Inter-agency Updates on Syria Situation Response in Jordan, March 2012-December 2013, <http://www.unhcr.org>

Human Resources

72. End of HSP Deployment Appraisal Form, 21 November 2013
73. Interview Assessment, November 2013
74. Organogram Jordan Zaatari, December 2013
75. Job Profiles (various)

Other

76. Syrian Crisis Lunchtime Talk Presentation, Jane Beesley, May 2013
77. Note on Integrated Peer Support Group (n.d.)
78. Community Mobilisation Process: Integrated Peer Support Groups (n.d.)
79. Water Vouchers – a way to increase access to drinking water in Jordan’s host communities (n.d.)
80. Hygiene voucher distributions in Jordan’s Host Communities (n.d.)
81. Children hygiene volunteer network in informal settlements (n.d.)

Interviews and Correspondence

A list of individuals is available on request.

Appendix 2: Humanitarian Indicator Tool for Slow-onset disasters: Degree to which humanitarian responses meet recognised quality standards for humanitarian programming

No.	Quality standard	Fully met (score 6)	Almost met (score 4)	Half-met (score 3)	Partially met (score 2)	Not met (score 0)
1	Rapid appraisal of facts within 24 hours of pre-defined trigger, plans in place and scale-up or start-up commenced within three days					
2	Coverage uses 10% of affected population as a planned figure with clear justification for final count					
3	Technical aspects of programme measured against Sphere standards					
No.	Quality standard	Fully met (score 3)	Almost met (score 2)	Half-met (score 1.5)	Partially met (score 1)	Not met (score 0)
4	MEAL strategy and plan in place and being implemented using appropriate indicators					
5	Feedback/complaints system for affected population in place and functioning and documented evidence of information sharing, consultation and participation leading to a programme relevant to context and needs					
6	Partner relationships defined, capacity assessed and partners fully engaged in all stages of programme cycle					
7	Programme is considered a safe programme: action taken to avoid harm and programme considered conflict sensitive					
8	Programme (including advocacy) addresses gender equity and specific concerns and needs of women, girls, men and boys					
9	Programme (including advocacy) addresses specific concerns and needs of vulnerable groups					
10	Evidence that preparedness measures were in place and effectively actioned					
11	Programme has an advocacy/campaigns strategy and has incorporated advocacy into programme plans based on evidence from the field					
12	Evidence of appropriate staff capacity to ensure quality programming					
13	Country programme has an integrated approach including reducing and managing risk through existing longer-term development programmes and building resilience for the future					

Appendix 3: Compliance with OI Minimum Standards for MEAL⁷⁷

Standard	Zaatari	Host comms.
Assessment and Start-up		
For slow onset emergencies this should take place one week after receiving the alarm from early warning systems or from other reliable sources on the situation.	N	Y
The assessment must include: beneficiary consultation unless security or access prevents this; rapid gender assessment of impact of emergency on men and women.	N	Y
Disaggregated data (sex and age being the most important) should be obtained as soon as possible (within the first month) – this data should be comparable between affiliates.	N	Y
The assessment team should be gender balanced with clear terms of reference.	N	N
The results should be shared amongst Oxfam (all affiliates) and partners. These results will determine geographical working areas and needs priorities.	NA	NA
An in-depth assessment should take place as soon as possible after the rapid assessment to provide more in-depth information and to verify disaggregated data (within the first month). For slow onset emergencies the in-depth assessment will be carried out only if the rapid assessment concludes that the situation deserves a response.	Y	Y
The assessment team will consist of different actors depending on the context (Oxfam staff, partners, other INGOs, government representatives). It should be a joint affiliate assessment wherever there is more than one Oxfam present in-country.	Y	Y
Participation of representatives of all community groups is essential in order to understand their needs, views and contextually specific issues.	Y	N
Results should be shared across Oxfam teams (through the Country Leadership Team) and with other actors (UN clusters, coordination forums).	Y	Y
A logframe or planning framework with SMART indicators should be agreed upon after the assessment – this is not a tool used by all affiliates and/or partners but at least some basic indicators should be developed in order to monitor and evaluate.	Y	N
The assessment should also explore with the affected population how they wish to receive information (and what kind) and how they wish to provide feedback or submit complaints.	Y	N
Baselines should be carried out if a) it is a Category 1 or large Category 2 response or b) the programme is likely to be of over six months duration or c) quantitative impact measurement is required or d) the budget is over \$500,000.	Y	Y
Expertise in sampling, quantitative data collection and analysis should be ensured before a baseline is attempted (this expertise can also be via a consultant although expense versus usefulness must be considered).	Y	Y
Baselines should be carried out within the first two months of a response.	Y	Y
Both quantitative (using a calculated sample size) and qualitative data should be used and disaggregated by sex and age.	(Y)	Y
The results should be shared among all in-country affiliates and partners in a format that is user-friendly to all.	Y	Y

Implementation		
The documentation of activities and number of beneficiaries for each activity is essential. A monitoring framework should be developed within the first month specifying when, how, who will be collecting data – the amount and frequency will be context specific. Monitoring information should be available for sharing between affiliates and partners, or consolidated if there is an OI MEAL Coordinator in post.	N	Y
Monitoring tools should be prepared and disseminated with training as required.	N	Y
Monitoring should also capture changing situations in order to adjust the program in a timely manner.	Y	Y
Information will also feed into other networks, such as the clusters, OCHA and other consortia taking in to account security and protection issues.	Y	Y
Accountability mechanisms with the affected population should be established to promote transparency and community involvement. As a minimum a complaints/feedback (from affected population) system should be set up as well as a system for providing information on selection criteria and expected activities.	Y	Y
A feedback system for partners to Oxfam should also be established.	NA	Y
Training on accountability should be required for all programme staff and partners where appropriate.	N	Y
Regular community meetings (for example monthly) need to be held for information exchange and for community feedback on programming. The frequency will depend on access, security and, of course, the priorities of the affected community.	Y	Y
All rapid onset emergencies (Category 1 and 2) should carry out an RTE at around six to eight weeks mark after the onset of the disaster. Large slow onset emergencies (Category 1 and 2) should carry out an RTE at around ten to twelve weeks mark after the beginning of the response.	Y	NA
The RTE TOR should be signed off by the Humanitarian Lead after review by the Country Leadership Team after a maximum consultation period (10 days).	Y	NA
Team members should be considered from all or selected affiliates (depending on number in country) with active programming, although evaluator expertise and competence should take precedence over affiliate representation. (See RTE guidelines for selection of teams). The maximum number of team members should be four.	Y	NA
The commissioning manager should be from the Humanitarian Lead agency.	Y	NA
Unless security does not allow, there must be consultation with the affected population.	Y	NA
A management plan written with names against activities and a CLT mechanism to ensure that this happens should be the outcome of the Day of Reflection.	Y	NA
All RTE reports should be posted on Sumus within six weeks of completion and sign-off.	Y	Y
At least once during the first year, the indicators should be reviewed and adjusted.	Y	Y
A learning event such as a monitoring review or a review day should be held to assess progress and to discuss changes. Community members should be included, but this will depend on the context and issues to be discussed. If not included, community feedback should form part of the discussion in order to feed into planning. If this is conducted per affiliate, the results should be shared.	Y	N

Final Evaluation		
If there are no donor requirements, then programmes under a year should carry out a self-evaluated after-action review (either joint or per affiliate). This should be in the last two months of the programme.	NA	NA
If there are no donor requirements, then programmes over a year should carry out an outcome/impact evaluation (preferably as a joint exercise or per affiliate) that is more in- depth than the after-action review. In these longer-term programmes (especially if two years or over) a mid-term evaluation at the end of the first year should be followed by a final evaluation during the last two months before the programme ends in order to utilise the learning.	N	N
All Oxfam evaluation reports in full or edited form are expected to be posted on Sumus.	NA	NA
The opinions of the affected population and partners must be included in all reviews and evaluations, preferably using participatory methods for data collection.	NA	NA

NOTES

- 1 Reason may include donor reluctance, lack of media interest or others.
- 2 <http://www.ardd-legalaid.org/welcome/default/News?ID=11>.
- 3 Interview Francesco Rigamonti.
- 4 <http://www.unhcr.org/4f6c5b9d9.html>. The Jordanian government's estimate at this time was not made public but is likely to be higher.
- 5 Concept Note: Emergency Response to Syrian Refugee Hygiene Needs in Lebanon and Jordan, 19 March 2012.
- 6 Sitrep 1 15 October 2012.
- 7 Rapid Assessment September 2012, Mona Ali Eldien, Gender Program Officer- Egypt; Nega Bazezew, PHE Advisor; Francis Lacasse, HSP Humanitarian Programme Coordinator.
- 8 Rapid Assessment September 2012, Mona Ali Eldien, Gender Program Officer- Egypt; Nega Bazezew, PHE Advisor; Francis Lacasse, HSP Humanitarian Programme Coordinator.
- 9 Syria Meeting Minutes, 10 October 2012.
- 10 Telcon notes 28 November 2012.
- 11 Sitrep 9–14 January 2013.
- 12 ECHO proposal.
- 13 Estimates by the government of Jordan.
- 14 Source: UNHCR Jordan (data.unhcr.org).
- 15 There may be some double-counting between the VOICE and WASH beneficiary groups, but this does not significantly affect Oxfam's overall coverage.
- 16 Sitrep 22, April 2013.
- 17 It is possible that a very small proportion of the beneficiaries in Zaatari have also benefited from work in host communities since moving out of the camp.
- 18 For drinking, cooking and personal hygiene.
- 19 The standards in Figure 5 have been selected in accordance with the specific responsibilities Oxfam had for WASH in Zaatari and in accordance with its programme components in host communities.
- 20 Unicef PCA Logframe January 2013; Annotated Unicef PCA Logframe, September 2013.
- 21 It is the opinion of this evaluator that this context provided an opportunity for the humanitarian sector to explicitly apply Sphere standards with culturally adjusted indicators, and that Oxfam may wish to consider leading a study on this aspect of the response.
- 22 Interview Francesco Rigamonti.
- 23 EFSL, WASH and Protection.
- 24 Using vulnerability criteria.
- 25 Syria workshop Dec 2013; Trip Report by Graham Mackay, 6 Dec 2012.
- 26 The staff were not necessarily qualified social workers, but their role involved aspects of social work, such as communication, conflict resolution, protection and participation. They were recruited on the basis of demonstrated competences in these areas.
- 27 Some were self-appointed, some were voted in, and some were not very legitimate (Source: Interview with Jeff Silverman, February 2014).
- 28 Sitrep 11.
- 29 Interview with Jeff Silverman.
- 30 Interview with Jeff Silverman.
- 31 Sitrep 16.
- 32 Oxfam's HSP MEAL Adviser was deployed to the Syria Response in April 2013 and a MEAL Officer for Jordan was recruited in June 2013.
- 33 Integrated Assessment of Syrian Refugees in Host Communities, Hamai, L., et al, March 2013.
- 34 Focus group discussions (FGD) and household visits were conducted in six governorates: Ajloun, Amman, Balqa, Irbid, Mafraq, Zarqa.
- 35 Interview with Rasha Jaradat, (07.01.14).
- 36 Focus group discussions (FGD) and household visits were conducted in six governorates: Ajloun, Amman, Balqa, Irbid, Mafraq, Zarqa.
- 37 Sitrep 16.
- 38 Beneficiary Complaint and Request Tracking Database.

- 39 <http://www.hapinternational.org/what-we-do/hap-standard.aspx>
- 40 Interview with Jeff Silverman, with reference to results of FGDs, statements made during community meetings, WASH Committee meetings and community interviews; Real Time Evaluation.
- 41 Interviews with Francesco Rigamonti (16.01.14) and Jeff Silverman (21.01.14).
- 42 Dec 2013 Sanitation Trial; Oxfam Briefing Paper: Driking Water Voucher Distribution.
- 43 Source: Samar Muhareb, Director, ARDD-Legal Aid Team.
- 44 See Protection Analysis Report on Syria November 2012, internal document. Sitrep 10, 21 January.
- 45 The ASC entitles refugees to WFP food vouchers, primary health care, and education for children.
- 46 Professional Standards for Protection, ICRC, 2013.
- 47 Elderly, disabled, HIV positive, single women, female-headed households are examples.
- 48 Zaatari Assessment Report, September 2012.
- 49 RTE.
- 50 Zaatari Assessment Report, September 2012.
- 51 As noted in Section 4.
- 52 Protection report, R Hastie, September 2013.
- 53 Although Oxfam was aware that these issues had been identified by some other organisations.
- 54 Sitrep 20.
- 55 Elderly, disabled, HIV positive, single women, female-headed households are examples.
- 56 Elderly, disabled, HIV positive, single women, female-headed households are examples.
- 57 Sitrep 11.
- 58 Sitrep 21.
- 59 Sitrep 29.
- 60 Oxfam Special Needs Monitoring Report Sept. 30, 2013.
- 61 Sitrep 28.
- 62 Oxfam Special Needs Monitoring Report Sept. 30, 2013.
- 63 Source: Interview with Kitka Goyol.
- 64 <http://voicemiddleeast.wordpress.com/about/>
- 65 Sitrep 5, 9 Dec.
- 66 Blog: <http://voicemiddleeast.wordpress.com/>;
Facebook <http://www.facebook.com/pages/Voice/568510849831604>
- 67 ITV, BBC World Service, Sky News, CNN, the *Sun*, the *Scotsman*, the *Financial Times*, Al Jazeera., the *Independent* <http://www.independent.co.uk/voices/comment/the-coldest-winter-in-20-years-for-syrian-refugees-8474996.html>
- 68 This included a power analysis, SMART objectives and a detailed activity plan for research, advocacy, media, policy products and public communications with lobbying peaks around key external events, such as the international donor conference, the RRP6 process, and UN General Assembly events.
- 69 For example, Policy Officer Caroline Gluck's feature piece for CNN: <http://edition.cnn.com/2013/03/06/opinion/opinion-oxfam-syria-million-refugees/>
- 70 Blog about Farah Al-Basha, Oxfam's female engineer in Zaatari camp, for International Women's Day: http://www.huffingtonpost.com/caroline-gluck/women-syrian-refugees_b_2833649.html
- 71 The press releases were timed to coincide with the number of refugees reaching one million.
- 72 The *Guardian*, AFP, BBC and Samar Muhareb – Radio 5 live; and also picked up by multiple BBC local radio stations; quotes from Oxfam's reactive in *Guardian* story <http://www.guardian.co.uk/world/middle-east-live/2013/mar/06/syria-refugees-one-million-live> ; Oxfam quoted in BBC story <http://www.bbc.co.uk/news/world-middle-east-21676542> ; Pauline Ballaman online video interview *Daily Telegraph*.
- Caroline Gluck Radio 5 and LBC interview; Becky Wynn AFP television interview <http://en-maktoob.news.yahoo.com/video/oxfam-urges-donors-more-syrian-194500338.html> ; <http://uk.news.yahoo.com/syria--spiralling-towards-disaster---video-shows-life-in-refugee-camps-as-one-million-are-displaced-142106459.html>
- 73 Trip Report, G Mackay, 6 December 2012.
- 74 Sitrep 40 Sept 2013.
- 75 Sky News, BBC TV, BBC region radio stations, 5-Live, LBC, SBS Australia, Washington Post, CNN, AP, Democracy Now.
- 76 Sitrep 45.

77 Based on self-assessment and evaluator's assessment. The VOICE programme was not included as Oxfam's minimum standards are not entirely applicable to partners.

Oxfam Effectiveness Reviews

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The information in this publication is correct at the time of going to press.

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