



evaluation of unrwa monitoring
and reporting activities
on the medium term strategy

2016 - 2021

**evaluation of the agency's monitoring and reporting activities
on the medium term strategy 2016–2021**

department of internal oversight services

The evaluation was conducted by the Department of Internal Oversight Services Evaluation Division. The evaluation was guided by the standard and internationally recognized criteria of relevance, efficiency and effectiveness to assess the UNRWA Medium Term Strategy monitoring and reporting activities.

About UNRWA

UNRWA is a United Nations agency established by the General Assembly in 1949 and mandated to provide assistance and protection to a population of over 5.7 million registered Palestine refugees. Its mission is to help Palestine refugees in Jordan, Lebanon, Syria, West Bank and the Gaza Strip achieve their full human development potential, pending a just and lasting solution to their plight. UNRWA services encompass education, health care, relief and social services, camp infrastructure and improvement, and microfinance. UNRWA is financed almost entirely by voluntary contributions.

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Acronyms

AAP	Accountability to Affected Populations
AOR	Annual Operational Report
ARR	Annual Results Review
CMM	Common Monitoring Matrix
DCG	Deputy Commissioner General
DIOS	Department of Internal Oversight Services
DP	Department of Planning
EMIS	Education Management Information System
HR	Human Resources
ICIP	Infrastructure and Camp Improvement Programme
KPI	Key Performance Indicator
MOPAN	Multilateral Organization Performance Assessment Network
MTS	Medium Term Strategy
MYRR	Mid-Year Results Review
OECD DAC	Organization for Economic Co-operation and Development's Development Assistance Committee
RBB	Results-based Budgeting
RBM	Results-based Management
RRIS	Refugee Registration Information System
RSSP	Relief and Social Services Programme
SSNP	Social Safety Net Programme
UNEG	United Nations Evaluation Group
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East

Executive Summary

Context and Approach

1. In 2008, in line with other United Nations organizations, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) adopted a results-based management (RBM) approach to its work to strengthen evidence-based decision-making and accountability. In the same year, it developed its first comprehensive Medium Term Strategy (MTS), representing the Agency's highest strategic-level document, which sets out the organization's strategic outcome objectives and a results framework to monitor, measure and report on the effectiveness of its work.
2. This evaluation was undertaken as part of the UNRWA Department of Internal Oversight Services (DIOS) 2019 work plan. It assessed the relevance, efficiency and effectiveness of the Agency's progress monitoring activities, its results reporting, and the supporting framework for staff involved in data collection, results reporting and analysis. The timing of the evaluation findings is opportune, as it comes at a point when the Agency is initiating preparations for the next MTS, due to start in 2023.
3. The evaluation was managed and conducted by the Evaluation Division of DIOS, with support from an external evaluation consultant. Evaluation findings were identified using a variety of tools including interviews with internal and external stakeholders, document reviews, observations of briefings with donors and internal results review meetings, online surveys, and secondary data analysis, including the use of findings from recent assessments of the Agency's RBM approach.

Major Findings

Relevance

4. The Agency's monitoring and reporting activities are generally relevant, delivering actionable data that supports internal stakeholders' management and decision-making processes. Further, the activities provide transparent, harmonized results reporting that meets the needs of host countries and donors. This is largely due a development process for results reporting that includes regular and formalized interaction with partners and host countries, and donors' active engagement in the Agency's RBM cycle. Donors are satisfied with the overall quality of results reporting, however a routine presentation of longer-term trends could aid in interpretation, facilitate discussions on multi-year funding, and strengthen the overall potential of the Annual Operational Report (AOR).
5. Comparatively, the evaluation found that the Agency's engagement with the refugee community in the results based management cycle is less developed. Despite an MTS commitment to strengthen the framework for accountability to affected populations (AAP), a unified framework for refugee participation within the RBM cycle is not yet elaborated or well integrated with results monitoring activities. Although fields and programmes are working to advance their approaches to AAP, it is being done quite independently with little collaboration or sharing of experience and learnings.

Efficiency

6. The monitoring and reporting activities of the Agency are very well managed, particularly considering the breadth and variety of UNRWA operations and the large quantity of indicators that are used to monitor progress and report on results. The coordinating support provided by the Agency's Department of Planning, and the Agency's mechanisms for internal reflection and discussion on progress are valued by many.
7. However, a significant challenge, and a weakness that has compromised both the efficiency and effectiveness of the RBM system, is the shortage of resources available within UNRWA to analyze and act on data. Where problems or discrepancies are identified through data collection, any kind of analysis, research or follow-up is reliant on fields and programmes being able to reallocate existing resources, or independently secure new resources to undertake research and – where appropriate – act to resolve difficulties.
8. Further, there are clear opportunities to strengthen the system's overall value to organizational learning. On balance, the Agency's RBM approach and monitoring and reporting activities are top-down. Programme information is fed up the organization hierarchy, with the most substantive analysis happening at the headquarters, field office or field programme levels.
9. Installation managers and area officers want to be more engaged in RBM review mechanisms, and given the importance of their roles in delivering quality data to the system, systematically involving these actors in results discussions could boost the quality of data and its overall value to the management process. Further, these staff will have valuable insight into reasons behind performance (whether positive or negative), will have insight into

any data or reporting issues, and will have suggestions for how to improve the robustness and efficiency of data and reporting. A more balanced communications flow, and reflective, results review mechanisms involving front line and area staff could strengthen ownership in the RBM system and further a learning culture.

10. Additionally, the evaluation found that the potential value of the Agency's core programme-level information management systems – for Education, Health and Relief and Social Services – is weakened by their lack of interoperability. While programme-level data is routinely analyzed to support operational management, planning and results analysis, Agency systems are not sufficiently linked to support cross-programmatic needs or results analysis. A potentially substantive set of information on refugee development and protection needs, as well as the impact of the Agency's work is not formally identified.

Effectiveness

11. Echoing the 2018 MOPAN study that found the Agency's RBM system as a major strength, the evaluation found the overall approach to results monitoring and reporting in UNRWA robust. The Agency's activities generate rich levels of information, and good quality and useful data for internal and external stakeholders. The Agency's RBM system broadly delivers on its results monitoring and reporting aims, and provides a sufficient *foundation* for results-based budgeting (RBB), which is identified by many RBM advocates (most notably MOPAN) as a critical step towards full RBM. Despite the foundation though, in practice RBB is essentially not possible for UNRWA given the persistent funding crisis.
12. The system's potential – including the capacity to act on data – is also affected by weaknesses in the learning and evaluation culture within the Agency, where there is sometimes a lack of openness around gaps and problems. The overall efficiency and effectiveness of the Agency's results review meetings was viewed as an opportunity for improvement by stakeholders. There was a common view across the staff base that the tone and focus of meetings has been skewed towards accountability rather than learning, which has served to aggravate weaknesses with the Agency's learning culture.
13. The results framework for the MTS - the Common Monitoring Matrix (CMM) - is generally well-supported by internal and external stakeholders. Education and Health programmes benefit from a set of mature and globally tested indicators and their value to day-to-day work and management decision-making was evident.
14. On the other hand, the utility and effectiveness of indicators for other programmes was less definitive. The most common concerns about indicators related to the Protection work stream, the limited use of outcome and beneficiary satisfaction measures, and the capacity of teams to credibly measure and report on beneficiary satisfaction and service coverage indicators that require resources for population surveys or census type research.
15. Issues with Protection indicators have already been openly acknowledged by the Agency. UNRWA suspended external reporting on four protection indicators in 2017,¹ and the subsequent AOR elaborated on the reasons for suspending them, as well as the Agency's plan to address issues through the development of a case management approach and system as part of broader reform efforts of the Relief and Social Services Programme (RSSP). However, this gap remains, and a very important and core area of work for the Agency is not yet sufficiently illustrated through results reporting.
16. Finally, the evaluation reviewed the extent to which trends in donor funding had shifted since 2016 and establishment of the Grand Bargain agreement between donors and humanitarian aid organizations. Among UNRWA core commitments to the Grand Bargain was to deliver transparent and harmonized results reporting. In turn, donors committed, inter alia, to provide greater levels of multi-year and unearmarked funding (the number of donors and overall level of multi-year funding had increased since 2015; the level of unearmarked funding improved between 2015 and 2018, but fell in 2019).

Conclusions and Recommendations

17. The Agency relies on the political and financial support of donors and host countries, and an effective RBM system is essential in delivering reliable and credible reporting to these stakeholders. Likewise, the system's effectiveness is crucial to the Agency's programmes and fields that are accountable to Palestine refugees and delivering measurable and substantive contributions to their development and protection.
18. The Agency's MTS monitoring and reporting activities are robust, and the system is producing data that is highly

¹ The Agency has been transparent about data collection issues with protection, and page 25 of the 2017 AOR noted the issues, "UNRWA has not reported against indicators relating to percentage of individuals identified as experiencing a protection risk (gender-based violence, general/child protection) provided with assistance, as internal results reviews revealed some data accuracy concerns in relation to the operationalization of internal/external referral mechanisms and case management systems across some fields of UNRWA operation."

valued by external and internal stakeholders. The Agency's approach includes a systematic use of results review discussions among senior managers and with the Agency's partners that delivers a transparent and substantive focus on programme results.

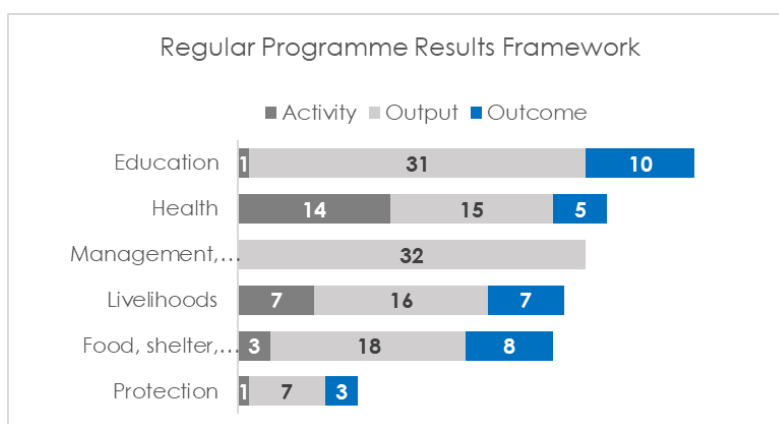
19. There are however opportunities to strengthen the value of the monitoring and reporting activities and the evaluation issued eight recommendations.
 - Recommendation 1: To better support understanding of the Agency's results and the progress it is achieving, trend analyses should be incorporated within the AOR. The Agency should also exploit new capacities within the Agency's RBM system to effectively visualize results data in AORs.
 - Recommendation 2: As part of efforts to strengthen beneficiary accountability and participation mechanisms, a unified, Agency-wide approach should be developed to involve beneficiaries in the RBM cycle.
 - Recommendation 3: A reorientation of the Agency's mid-year and annual results review meetings could strengthen the overall efficiency and effectiveness of this highly valued mechanism for internal reflection. This reorientation should increase the focus on strategic concerns rather than statistical data, and aim to strengthen the value of these meetings as a tool for learning and improvement, rather than accountability. A tracking process should also be developed to ensure systematic follow-up of action items and suggestions made.
 - Recommendation 4: A more balanced communications flow and results review mechanism involving installation and area staff should be established. Installation and area level staff are interested in how 'their' data is used, the decisions it influences, and trends within their programmes. These staff will have valuable insight into reasons behind performance (whether positive or negative), will have insight into data or reporting issues, and will have suggestions for how to improve the robustness and efficiency of data and reporting.
 - Recommendation 5: To ensure consistency across fields on CMM indicator interpretation and measurement, the Department of Planning should work with Agency programmes to strengthen field guidance, considering Arabic language tools and training. Further, the Department of Planning should establish a tracker accessible to Agency staff to log questions, measurement problems and resolutions about CMM indicators.
 - Recommendation 6: As the Agency prepares for the next MTS period and the CMM is reviewed as part of that effort, there should be an increased emphasis on developing outcome-level monitoring and reporting: this effort needs to involve both UNRWA management and the donors that help determine the focus and selection of indicators reflected in results reporting. Revisions to the CMM should also aim to strengthen disaggregated reporting by gender and of vulnerable populations where relevant.
 - Recommendation 7: Education Management Information System (EMIS) functionality should be enhanced to provide field, area, and installation level staff with access to analyze data at their operational level, and ideally with functionality to compare aggregate level data relevant to their role and responsibility.
 - Recommendation 8: eHealth functionality needs to be strengthened to improve the overall efficiency of CMM monitoring and reporting activities. Further, changes are required to ensure greater controls on the privacy of patient data.
20. It is hoped that these recommendations can help to strengthen the Agency's RBM system and processes. However, it is clear that – with additional resources for analysis, research and systems' interoperability – the potential value of data generated through the RBM system could be far greater. However, UNRWA's current resource constraints limit the opportunities here, and limit the potential of the RBM system.

Introduction

Background

1. The Medium Term Strategy (MTS) represents UNRWA's highest strategic-level document and sets out six strategic outcomes for the Agency:
 - Outcome 1: Rights under international law are protected and promoted;
 - Outcome 2: Health is protected and disease burden is reduced;
 - Outcome 3: Children complete quality, equitable and inclusive basic education;
 - Outcome 4: Capabilities strengthened for increased livelihood opportunities;
 - Outcome 5: Basic human needs of nutrition, shelter and environmental health are met; and,
 - Outcome 6: Enhancing management and operational effectiveness.
2. The MTS Common Monitoring Matrix (CMM) was established to monitor and assess the Agency's performance across these strategic outcomes and includes key performance indicators (KPIs) at the outcome, output and activity levels. In all cases, a strategic outcome includes the work of more than one programme department, although monitoring and reporting for each CMM indicator is assigned to a single department.
3. In 2019, the Agency's results framework for regular programme activities included 178 performance indicators, including outcome, output and activity-level indicators (figure 1). The Annual Operational Report (AOR) serves as UNRWA's external report to donors, and features information on up to 45 of these indicators within its report on the UNRWA programme budget. Furthermore, the AOR provides information in its statistical bulletin on 97 CMM indicators. The statistical bulletin provides a snapshot of annual performance from additional CMM indicators, as well as general data on programmes and operational areas, including, for example, workforce size and gender balance, and beneficiaries served/services delivered. Statistical data is provided at the Agency-wide level, disaggregated by field, and often includes gender-disaggregated information.

Figure 1. Performance indicators by Strategic Outcome



4. Organizational Directive 21² outlines how the Agency establishes, implements, monitors and reports on the MTS, and elaborates on the roles and responsibilities of Agency departments, fields and the Protection Division concerning progress monitoring and results reporting.
5. While fields, departments and the Protection Division are responsible for ensuring accurate and timely monitoring and reporting against the CMM indicators, the Agency's Department of Planning (DP) has a leading role in the coordination of MTS monitoring and reporting. The DP's primary responsibilities for MTS monitoring and reporting include, inter alia:
 - administering the Agency's results-based monitoring information management system which is used to collect results data;
 - maintaining the guiding framework and providing technical support and training on the Agency's RBM approach and methodologies;

² Organizational Directive 21, Programme and project cycle management, 7 February 2017

- coordinating internal mid-year and annual results review meetings with internal stakeholders;
 - consulting with the Harmonized Reporting Working Group (HRWG)³ on results reporting needs of external stakeholders; and
 - coordinating the development of the Annual Operational Report (AOR), and facilitating informal briefings on the draft AOR with the HRWG and subcommittee.
6. Integral to data collection, progress monitoring and reporting on the MTS, are a network of headquarter and field-based reporting focal points, programme-level information management systems, and staff in installations that provide source data for the Agency's key indicators. At the installation-level for example, monitoring and reporting on health indicators is informed through operational data housed within the eHealth information system entered by clinic staff. Similarly, operational data from the Education Management Information System (EMIS) is instrumental to reporting against education indicators.

Evaluation Purpose and Scope

7. Since the implementation of RBM in the Agency, there have been several assessments that have included reviews of the UNRWA RBM approach and processes. These include a 2012 MTS evaluation by DIOS, and an assessment by the Multilateral Organization Performance Assessment Network (MOPAN) in 2018. The latter review gave an overall top-score of "highly satisfactory" to UNRWA's performance management activities. MOPAN highlighted UNRWA's strong commitment to RBM, and a results-oriented culture. Further, it noted that the MTS results framework clearly aligns to corporate strategies and provides a clear logical flow between inputs, outputs and outcomes. However, MOPAN identified opportunities for improvement, noting issues in terms of the human resource capacity to monitor everything required by the RBM system, issues with collecting reliable, timely data in crisis settings, gaps in RBM training, and weaknesses in reporting that do not systematically reflect on progress achieved overtime.
8. This evaluation followed from these reviews with the objective to assess results monitoring and reporting practices in light of the past findings and has aimed to provide recommendations that can strengthen the contributions of the RBM approach to organizational learning, evidence-based decision-making, and results measurement.
9. In terms of scope, the evaluation reviewed the monitoring and reporting activities undertaken as part of the UNRWA regular programme activities in 2018 and 2019, and the use of these activities for planning and decision-making and results reporting. Monitoring and reporting activities of all programme areas were considered, although the practices of Education and Health were the primary focus of the evaluation, as they are the largest programmes of the Agency.

Methodology

10. The evaluation applied the internationally accepted standard evaluation criteria of relevance, efficiency and effectiveness,⁴ and considered the extent to which the Agency embedded gender equality and human rights dimensions across MTS monitoring and reporting. The specific questions which guided the evaluation are included in the evaluation matrix (Annex E) of the Terms of Reference (ToR).
11. The evaluation was carried out by an evaluation team composed of UNRWA Evaluation Division officers and an independent evaluation consultant, Ronnie MacPherson.
12. The evaluation was conducted in accordance with the UNRWA Evaluation Policy and the UN Evaluation Group (UNEG) Norms and Standards for Evaluation in the UN System as applicable to UNRWA.
13. Triangulation of methods and data sources was applied to support the reliability and validity of findings.
14. The main evaluation tools used were:
- **Literature review:** The evaluation reviewed the Agency's RBM guidance, including the 2019 Handbook on Common Indicators and the RBM Step by Step Guide covering roles and responsibilities and procedures for data reporting. Furthermore, the evaluation reviewed guidance and summary reports from the 2018 and 2019 results review meetings, and AORs over the MTS period. Annex A includes a list of documents reviewed.

³ The HRWG was established in 2009 to reduce overlapping and conflicting external reporting requirements on the general fund and to strengthen UNRWA's quality in results reporting based on the biennium plans.

⁴ <https://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>

- **Interviews:** A primary tool for the evaluation, perspectives of staff from across different levels of the organization were gathered through semi-structured interviews, including one-to-one and group interviews. About 140 staff with responsibilities for data collection, use and reporting were interviewed including programme and field directors, programme chiefs and deputy chiefs, and in the case of Education and Health, area officers and installation-level staff. Additionally, a limited group of external stakeholders were interviewed including MOPAN technical and institutional leads. A list of interviewees is provided in Annex B.
 - **Online surveys:** Two separate surveys were developed to gather external and internal perspectives. The external survey was circulated to 48 Advisory Commission members and a total of 14 responded (29% response rate). The internal survey was distributed to 972 staff that are involved in data collection and monitoring and reporting activities, and a total of 298 responded (31% response rate). The distribution included area and installation managers for Education and Health, and all of the Agency's RBM focal points, with the exception of staff in Syria, who could not access the online survey. Senior level managers were not included in the distribution as interviews were the primary tool used to collect their input. The distribution to area and installation staff for Education and Health was purposeful given the deeper focus of the evaluation on those programmes, and the roles and responsibilities of area officers and installations on data collection, monitoring and reporting. The survey was bilingual with 184 (62%) responses in Arabic and 114 (38%) in English. Annex C contains additional information on the surveys.
 - **Observation of mid-year results review meetings:** On October 7, 2019, the evaluation team observed the mid-year results review meetings held between headquarter staff and each of the five field offices. Each 90-minute conference call was chaired by the Acting Commissioner-General and attended by all field and headquarter Directors, field Deputy Directors, Programme Chiefs and other key managers. Additionally, the evaluation team reviewed the inputs and output documents from the 2018 annual results review meeting and the 2019 mid-year results review meetings.
 - **Analysis of the Agency and donor response to Grand Bargain⁵ commitments:** The team reviewed the UNRWA AOR content relative to commitment nine to harmonize and simplify reporting, and reviewed its consistency to the '8+3 Template'⁶ developed for use by Grand Bargain signatories. Further, the evaluation analyzed trends in donor funding given Grand Bargain commitment seven, to increase collaborative multi-year planning and funding, and, commitment eight, to reduce earmarked contributions.
 - **MOPAN report and partner survey results:** The evaluation team made extensive use of findings in the 2018 MOPAN report. In addition, anonymized survey results from the 42 respondents to the MOPAN partner survey were shared with the evaluation team.
15. The evaluation adopted a consultative process seeking input from relevant stakeholders at major milestones. The draft ToR was shared with the DP, Education and Health focal points for review and comment. The team completed informal debriefings with field level stakeholders at the end of each mission in Lebanon, Gaza and Jordan, and informal, light touch briefings were held with DP focal points throughout the evaluation period.

Limitations

16. The major limitation to the evaluation was its time-frame and resources in relation to the wide scope of the subject reviewed. The monitoring and reporting activities of the Agency involve progress tracking across six strategic objectives, several funding streams (regular budget, Emergency Appeals and projects), and involve the efforts of programme and department staff in five fields and three headquarter locations.
17. Given evaluation resources, this limitation was addressed by narrowing the evaluation scope to the monitoring and reporting on regular programme activities and prioritizing the review on the practices of the Education and Health programmes, the largest programme areas of the Agency. The monitoring and reporting activities of the other programmes and support departments was considered but to a much lesser degree.
18. The other key limitation was that the input from staff working in Syria was limited. Staff in Syria could not access the online survey of the evaluation and a mission to the field was not possible. In response, the evaluation conducted phone interviews with the Director of Syria and staff in the Programme Support Office. A Word version of the survey was also distributed to Syria staff through email.
19. The response rate to the staff survey to installation and area officers, and RBM focal points was lower across the Health programme, as just 18% of the targeted staff responded (see Annex E for response rate details). To

⁵ <https://interagencystandingcommittee.org/grand-bargain>

⁶ <https://www.harmonizedreporting.com/>

complement the input received through the survey, the evaluation drew on the assistance and input from 25 interviewees from the health programme and their knowledge of operational and programme-specific activities.

20. Despite the limitations faced, the multiple lines of inquiry allowed for a triangulation of results. The findings and conclusions were based on a thorough analysis of the qualitative feedback collected, and the quantitative data obtained through the two primary source surveys and MOPAN partner survey. In general, the evaluation takes a macro-level perspective on the state of MTS monitoring and reporting of the Agency.

Major Findings

Relevance - Evaluation Question: To what extent do the Agency's monitoring and reporting activities on the Medium Term Strategy (MTS) meet the needs of key stakeholders?

The evaluation team primarily assessed relevance based on the extent to which the Agency's monitoring and reporting on the MTS aligns to needs for accountability to external stakeholders - donors, partners, hosts, and the refugees it serves.

Further, the evaluation considered the extent to which the Agency's reporting responds to Grand Bargain commitments, and provides information that is relevant and useful to stakeholders

The evaluation gathered feedback from donors on their views on UNRWA results reporting through a survey to Advisory Commission members, follow-up interviews with several survey respondents, and a review of responses to MOPAN's partner survey. Furthermore, the evaluation team completed a content analysis of the 2016 to 2018 AORs to review its: i) alignment to donor indicator requests, ii) compliance to Grand Bargain harmonized reporting guidance, and iii) support to readers in understanding progress.

Finding 1: Reporting responds well to harmonized reporting requirements, and donors are generally very satisfied, however the presentation of results could be strengthened to support interpretation.

22. The predominant finding from this review is that the AOR is a valued and useful results report. It aligns closely to the Grand Bargain harmonized reporting template, it consolidates all of UNRWA's results reports, and donors have been engaged in defining its scope and the indicators featured. As a result, the AOR gives donors the information they need to report progress on outcomes specifically relevant to their governments.
23. Participants to the evaluation's partner survey were asked to respond to a set of statements relating to the Agency's reporting. Respondents were asked to rank the extent to which they agreed with each statement, using a 6-point scale ranging, for example, from 'Completely disagree' to 'completely agree.' The results tables within this report present the distribution of scores along the 6-point scale, and a weighted average score, whereby 'marks out of six' are calculated: the higher the weighted average score, the more positive the respondent's assessment. The weighted average scale is color coded as follows:



Donors value results reports and the HRWG forum

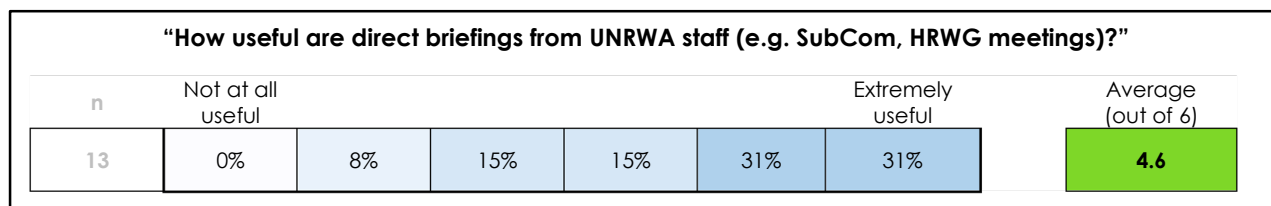
24. As illustrated in figure 2, respondents to the evaluation's partner survey reflected high satisfaction (4.8 out of 6) with the usefulness of the AOR. This view was well aligned with the results of the MOPAN partner survey, which found 66% (26) of its respondents ranking the usefulness of UNRWA knowledge products as very good or excellent, and 28% (11) finding products fairly good.

Figure 2. Partner survey response: How useful is the UNRWA Annual Operational Report?

"How useful is the UNRWA Annual Operational Report?"							
n	Not at all useful			Extremely useful			Average (out of 6)
13	0%	8%	0%	23%	46%	23%	4.8

25. Further, through survey responses (figure 3) and follow-up discussions, partners noted the utility of the HRWG forum and the contributions of the Agency’s bi-lateral efforts to the relevance and usefulness of the AOR.

Figure 3. Partner survey response: How useful are UNRWA briefings?



26. In particular, respondents praised the value of the HRWG. The HRWG meets approximately three times annually and at least twice to discuss and review the AOR (text box). UNRWA utilizes an initial meeting with the HRWG to outline the AOR development schedule and obtain feedback, including on indicators. A second HRWG meeting on the AOR is held about two weeks after a draft report is released. Agency programme directors attend the meeting focused on the draft report, and present on progress against key indicators. It is a technical discussion and opportunity for dialogue that respondents valued and commended.

Annotations from Harmonized Reporting Working Group Terms of Reference

The HRWG works informally at a technical level, and participation is open to any Sub-Committee member. The group meets twice annually to discuss the draft and final AOR, although ad hoc meetings may be held to discuss other issues related to results reporting and evaluations.

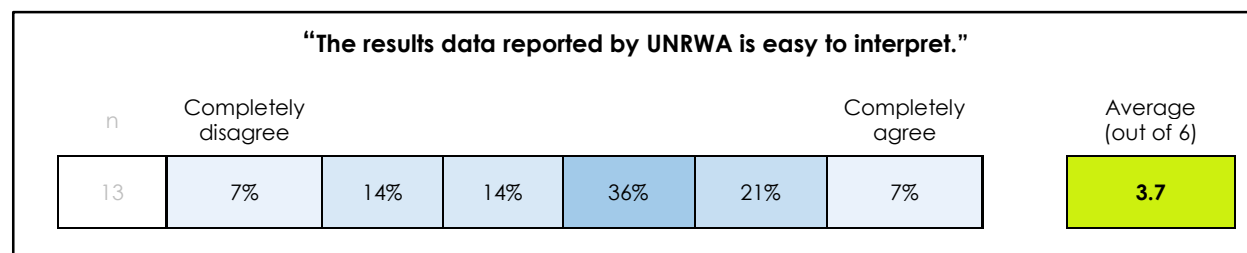
The HRWG provides an informal forum to:

- review draft reports prior to sharing a preliminary final draft with the SubCom;
- prioritize and discuss desired improvements in results reports;
- coordinate donor performance assessments to extent possible, in line with aid effectiveness principles; and
- discuss issues around UNRWA’s evaluation plan.

Views on the interpretability of reports were less positive

27. Comparatively, however, donors returned a lower score against the statement “the results data reported by UNRWA is easy to interpret” (figure 4). Through interviews and written comments, donors made two primary points concerning AOR weaknesses. First, that the depth of analysis on results varied, and secondly, that reports do not easily support understanding on performance trends.
28. To illustrate, a survey respondent noted inconsistencies in protection data across the fields, and variability in the depth of performance analysis in the AORs, saying, “Education did a good job in explaining the context behind an increase in the drop-out rate for girls in Jordan, and it showed they had done some analysis. However, this depth of analysis isn’t consistent across programme areas.”
29. Additionally, a donor noted that a presentation of longer-term trends, beyond comparisons with the preceding year, could strengthen the AOR value, and provide a stronger foundation to inform and facilitate discussions on multi-year funding agreements.

Figure 4. Partner survey response: The results data of UNRWA is easy to interpret.



30. These views of donors were generally supported through the content analysis the evaluation completed on the 2016, 2017 and 2018 AORs. The Agency uses data tables (figure 5) to present progress across key indicators, and the results reported are limited to the current and preceding year (that is reflected as a baseline), along with the annual and 2021 targets. While this approach to illustrating results matches guidance in the Grand Bargain 8+3 template, the use of data tables constrains understanding on the progress achieved overtime in relation to intended targets.

31. Furthermore, as donors noted, the narratives used to explain results varied in quality. While the AORs could present rich, evidence-based information on performance, including specific stories to support understanding, trend analysis was not common. Where there was trend analysis, this was reflected in the narrative, and tended to rely on anecdotal evidence rather than indicator-level data or analysis.

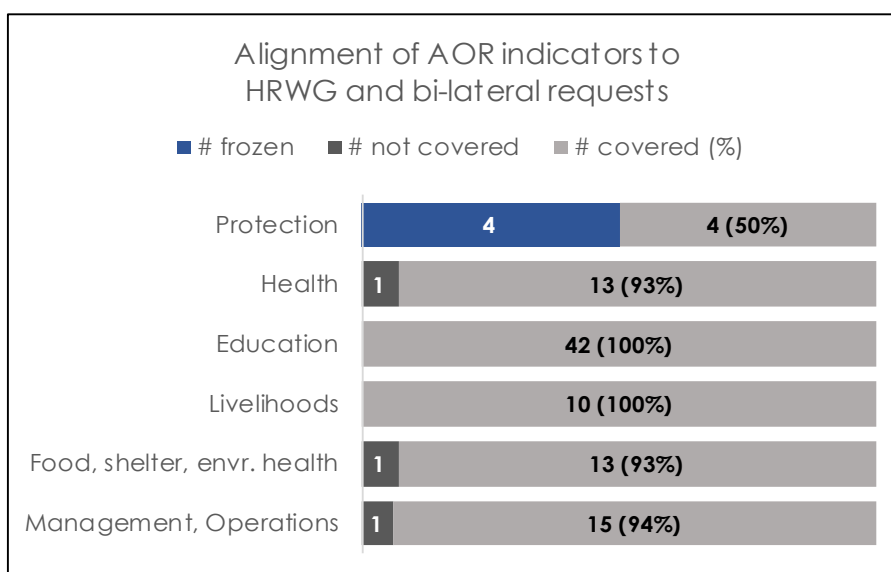
Figure 5. Snapshot of an Annual Operational Report results table

Indicator	Location	Baseline (Actual 2017)	Target 2018	Actual 2018	Target 2020 ⁵⁸
Percentage of protection mainstreaming recommendations from internal protection audits implemented	LFO	54.3	40	47.1 ⁵⁹	45
	SFO	10.7	30	33	35
	JFO	9.8	30	17.8	35
	WBFO	0.0 ⁶⁰	50	44	55
	GFO	11.1	40	42	45
	UNRWA		20.6	38	35.8
Source: Recommendations matrix					
Frequency: biennium (every two years)					

Indicators featured in AORs highly align to donor requests

32. The featured AOR indicators align well to donor needs, with 96% of the HRWG requests for indicators met (figure 6). The key exception included four protection indicators⁷ that were removed in 2018 because fields were not able to consistently or reliably report on them. The decision and context for their removal from the AOR was shared transparently with the HRWG and in the AOR. Remaining exceptions include unit cost per hospitalized patient, beneficiary satisfaction with the Social Safety Net Programme (SSNP), and beneficiary satisfaction with UNRWA services.

Figure 6. Alignment of results reporting to donor requests



⁷ Three protection indicators were developed to track progress related to the percentages of individuals identified as experiencing a protection risk (GBV, child protection, and general protection) provided with assistance. The fourth indicator was to track the percentage of UNRWA facilities part of a functioning referral system for protection cases.

Finding 2: The Agency's MTS commitments to Accountability to Affected Populations and efforts to strengthen the Agency's approach to refugee engagement have not been fully achieved.

33. Despite an MTS commitment to strengthen the framework for AAP (text box), refugee participation is not well integrated with the RBM cycle or with results monitoring activities. This finding was highlighted by MOPAN in its assessment that noted "the practice of refugee participation during the programme management cycle is not thought to be fully embedded across UNRWA."⁸

34. Fields and departments implement a number of formal and informal mechanisms to boost accountability to refugees and their participation in the programming cycle. The Agency's Protection Division, through a biennial 'Protection Audit,' reviews the adequacy of field-level AAP activities as part of a broader assessment of the alignment of programmes to protection mainstreaming principles. The Protection Audit, last conducted in 2018, assesses the progress of the Education, Health, Relief and Social Services (RSS), and the Infrastructure and Camp Improvement Programme (ICIP) across four principles of protection mainstreaming, of which two concern AAP. The criteria the Protection Audit uses to assess AAP activities includes:

- **Accountability:** The extent to which appropriate mechanisms are established through which affected populations can measure the adequacy of interventions, and address concerns and complaints; and,
- **Participation and empowerment:** The extent to which programmes support the development of self-protection capacities and assists people in claiming their rights, including - not exclusively - the rights to shelter, food, water and sanitation, health, and education.

35. In addition to gathering staff views on AAP activities through interviews, the evaluation team reviewed the findings emanating from Protection Audit summary reports to consider the adequacy of the Agency's activities. Across these sources, the evaluation noted the following common findings:

- Fields are not developing a consistent, shared approach and are instead working independently to improve their own approaches to AAP, despite a 2017-2019 pilot project with an objective to explore AAP methods and standardize an Agency-wide management approach for feedback and complaints mechanisms;⁹
- Feedback gathered through AAP activities is not adequately synthesized or shared within the field or headquarter management structures to inform decision-making within the Agency. A field Director noted, "The work on this siloed and programme managers don't alert me to what their M&E does, so beneficiary feedback doesn't flow into the management process";
- Where AAP practices are systematic and harmonized, this involves the measurement of satisfaction post facto, as opposed to engaging beneficiaries when they can influence decision-making. Key AAP tools include ICIP post occupancy assessments, the RSS post distribution monitoring surveys, and the biennial Protection Audit. A 2018 Protection Audit report noted "all programmes could benefit from consulting refugees and taking into account their feedback when designing or rethinking initiatives or programmes";
- Beneficiary awareness and confidence in Agency feedback and complaint mechanisms is weak. This was a key finding from the field-level Protection Audits and MOPAN research noted this weakness as well¹⁰.

36. The nature of the specific findings reported in the field-level summary reports from the 2018 Protection Audits are highlighted in Table 1 below. In summary, the evaluation found that the findings identified through the UNRWA Protection Audit – both positive practices and opportunities to improve - could provide substantive support and information for possible future approaches to AAP.

2016-2021 Medium Term Strategy - UNRWA's commitment to accountability to affected populations

"Refugees must be given the opportunity to influence decisions that will affect them. They must be considered partners in achieving the Strategic Outcomes. UNRWA will engage with and involve refugees at different stages of the planning cycle, and it will report on the implementation of the MTS to refugees on an annual basis on the use of resources and the achievement (or not) of results."

Three common indicators track progress concerning AAP: i) degree of alignment with UNRWA protection standards (education, health, RSS, ICIP), ii) resolved case ratio for complaint mechanisms brought forward by refugees, and iii) percentage of refugees who report being satisfied with UNRWA services.

⁸ MOPAN 2017-18 Assessment, page 92.

⁹ A core component of a 2018 AAP pilot project in Lebanon was to engage expertise to: (i) survey existing feedback and complaints mechanisms employed across the Agency; (ii) develop and implement a low-cost model in Lebanon inclusive of a feedback / complaints receipt platform, standard operating protocols and reporting / referral channels; and (iii) ensure that the model developed can be scaled up, Agency-wide.

¹⁰ MOPAN 2017-18 Assessment, page 92.

Table 1. Findings from Protection Audit reports, 2017/18 biennial review

Thematic Area	Examples of findings on accountability and participation measures
Limited diversity in participatory groups	Generally, student parliaments, PTAs, Health Friendship Committees, Camp Services Committees lack socio-economic diversity and gender balance. Weighted to individuals/families with power.
Limited range of feedback channels constrain inclusion	Strong reliance on in-person complaints at area levels (Chief Area and Camp Service Officers), in contrast to AAP standard for multiple channels. Limited awareness of beneficiaries of alternatives to in-person feedback. To quote a report, "A women in one field felt they had nowhere to go without a female CSO to approach."
Systematic approach needed to boost use of feedback	There is limited evidence on what feedback is received and how it is acted upon. Platform/procedures are needed to document feedback, track responses, and enable analysis and the use of feedback by management.
Limited evidence of refugee influence on decisions	Beneficiary participants in audit focus groups broadly note a lack of refugee engagement in decision-making affecting them. "UNRWA makes all the decisions alone, and then we find out later." Participation is generally a one-way communication channel, limited to information sharing.

Efficiency - Evaluation Question: How well planned and resourced are MTS results monitoring and reporting activities?

The evaluation team primarily assessed efficiency based on the extent to which the Agency's monitoring and reporting activities are well implemented, and the adequacy of resources (human resources, tools and guidance) to meet monitoring and reporting requirements.

Finding 3: UNRWA has dedicated staff resources to support RBM activities and valuable technical guidance on RBM, although the Agency and programmes could strengthen understanding on data use and build ownership through additional staff engagement and intra-Agency learning mechanisms.

37. A range of resources are in place to support the management and coordination of MTS monitoring and reporting activities. The DP has dedicated staff assigned to guide and support results monitoring and reporting activities, including the Director and Deputy Director of the DP, and three national staff officers focused on the Results Based Monitoring IT system (RBM-IT), and the quarterly, mid-year and annual results reporting activities. Further, the Agency has a network of 92¹¹ staff members that – on top of their core functions – have been assigned responsibilities in the RBM process, including as RBM focal points, reporting focal points (RFO), verifiers and recipients.
38. Roles, responsibilities and processes are codified in Organizational Directive 21,¹² and the DP maintains a core set of written guidance tailored for the network of RBM focal points – the primary actors involved in aggregating and quality assurance of data, calculating progress, and preparing inputs for the RBM IT system and Agency reporting. The guidance is regularly revised and includes the 2018 guide to the RBM IT system¹³, a 2019 CMM indicator handbook¹⁴, and a guide on calculating results targets¹⁵.

¹¹ Authorization matrix for RBM focal points as of 1 September 2019

¹² Organizational Directive 21, Programme and Project Cycle Management, last issued 8 February 2017.

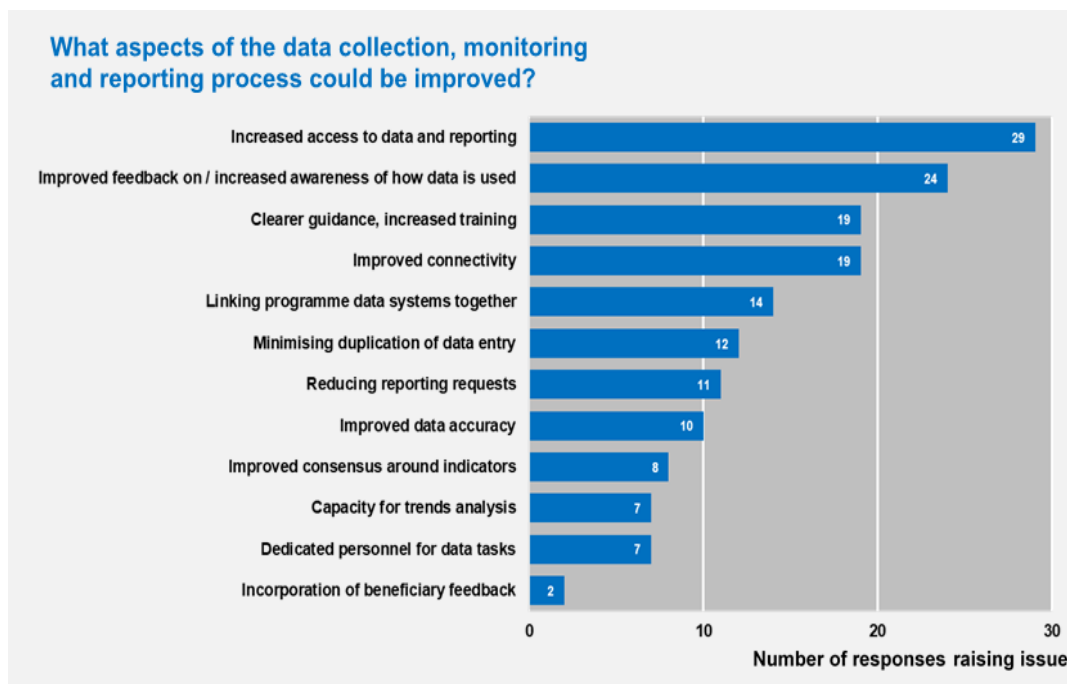
¹³ RBM Step by Step Guide, covers roles, responsibilities, procedures for data reporting in the RBM management system, revised in 2019.

¹⁴ Handbook of Common Indicators, which serves as a reference guide for UNRWA staff members involved in data collection, quality assurance and reporting processes, revised in 2019.

¹⁵ The handbook provides results calculation methodologies for CMM indicators, explains the traffic-light assessment employed by the Agency to track progress, and includes a summary of the Agency's reporting cycle and timelines, and roles and responsibilities

39. Further, the DP has established and chairs an RBM working group.¹⁶ The working group convenes the RBM focal point network when new technical guidance on RBM or RBM-IT system changes are introduced.
40. RBM focal points were asked in interviews for their views on the usefulness of these resources. Further, survey participants (RBM focal points, area managers, installation managers) were asked to identify opportunities for improvement concerning CMM monitoring and reporting. The nature of comments received through survey responses often paralleled the input from interviews, and figure 7 below highlights the most commonly cited opportunities received through the survey (191 survey participants responded to the question).

Figure 7. Staff survey response: What aspects of monitoring and reporting processes could be improved?



Improve awareness on how data is used, and increase access for data analysis

41. Overall, the feedback reflected that the Agency’s RBM approach is primarily ‘top-down.’ Data is fed up the RBM hierarchy, with the most substantive analysis happening at or towards the ‘top’ of the hierarchy (i.e. at headquarter, field office or field programme levels). Interviewees and survey respondents regularly stated that there is little systematic communication or involvement of RBM actors ‘lower down’ the chain (e.g. at the area or installation levels) during substantive analysis of data and results. Moreover, interviewees regularly noted that there was little reporting or systematic communication flowing from the top to the bottom regarding how data is being used, what conclusions are being drawn, and how the whole effort is supporting planning and strategy. Installation-level managers and area officers want to be more engaged with the substantive side of the RBM system. They want to know more about how the data they collect is used, and felt they could support or feed into organization-wide RBM and data-based discussions.
42. Further, field-level Education programme staff, including area and installation managers, would like increased access to data, including the capacity to independently generate reports that are useful for their own day-to-day work. Field programme staff, including EMIS focal points, highlighted that they require headquarter approval and support to access EMIS data for analysis.
43. On a related note, there was limited evidence of systematic intra-Agency information exchange and learning mechanisms to ensure that knowledge is shared and cascades through the organization. The evaluation found that when research is conducted by a field or programme, it is generally done quite independently with little intra-Agency collaboration and sharing of experience. Through the course of the evaluation, DIOS learned of research activities that had taken place, but there was no central repository to find it and limited awareness across interviewees of research done. Consequently, the opportunity for teams to learn from the lessons of other colleagues, or from research is not sufficiently enabled, weakening the efficiency and overall value of research¹⁷.

¹⁶ Planning, Monitoring and Reporting Working Group, 20 October 2019 agenda and distribution.

¹⁷ Examples include the AAP pilot project, post distribution monitoring surveys, research papers published on the Health programme, a June 2019 study on the UNRWA gender based violence prevention framework.

Clearer guidance, increased training

44. The feedback revealed a demand for more training and clearer guidance on indicators and target setting, suggesting a need to better promote and broaden the reach of the existing guidance. For example, school principals and area education officers noted confusion around certain indicators - why they were being monitored, how to measure them, and the rationale for frequencies. For instance, staff expressed confusion on what defined a “disability/need” and the reasoning for quarterly updates on the status for some disabled students. In their view, a student’s disability status doesn’t generally change and the need for some quarterly updates wasn’t clear¹⁸. Further, although the indicator handbook and other education documents define these,¹⁹ staff were not confident on the definition of a “recreational activity,” or when to indicate a “drop-out.” In response, the staff had talked to peers for informal help, and one field-level EMIS focal point had translated English-language indicator guidance into Arabic in response to requests from schools²⁰. Given staff feedback, it wasn’t clear if the student data across these measures was being captured consistently.
45. The evaluation found that despite broad strengths in the RBM guidance provided by the DP, the content is often technical. The documentation and training is primarily tailored and directed to RBM focal points, and is generally dedicated to information on using the IT platform and calculating indicators, rather than supporting understanding on RBM principles and practices, or guiding analysis and use of data gathered through RBM.
46. On a related note, a number of interviewees identified a need for more consistent and systematic target setting processes within programmes and across fields. There was a concern about the adequacy of the guidance on target setting, and insufficient transparency on how targets have been set. Further, there was a distinct divergence of opinion – both between and *within* programmes – on how targets should be set. Some staff felt that targets need to reflect the available resources, while others expressed the opposite, and that targets should be ‘resource-blind’ and reflect the Agency mandate and actual needs. This would almost certainly result in a higher volume of behind target performance (‘red’ indicators) but would serve to emphasize resource gaps and the inability of a programme area to achieve targets through the current resource base.

Quality assurance, RBM focal point assignments

47. Quality assurance is mostly achieved inherently, and largely as a result of ‘many eyes’ brought to bear on the data. The introduction of RBM roles (RFOs, Verifiers and Recipients) was developed to help strengthen quality assurance, and the mid-year and annual results review meetings represent another important quality assurance point. A degree of quality assurance is also achieved – albeit informally – through other roles having sight of the data, for example Area Officers, information system focal points, and PSO staff.
48. However, the evaluation found that some RBM focal points were concurrently fulfilling on multiple RBM roles (for example serving as both a field-level reporting focal point and verifier) allowing for potential conflict of interest. Although the DP took action and resolved the issue, UNRWA RBM processes should ensure that the roles of RBM Reporting Focal Point, Verifiers and Recipients are always fulfilled by different individuals.

Finding 4: eHealth systems’ performance issues are affecting clinic efficiency and data quality.

49. Issues with the speed and availability of information management systems were raised by both Education and Health staff from across the Agency, although concerns about eHealth system performance were raised more predominantly. At the time of the evaluation mission to Gaza, given the impact of system constraints, the field’s Health staff were producing monthly reports on the system’s performance. Reports done in September and October 2019 were shared with the evaluation team, and these reports reflected that server problems had slowed or took eHealth offline in Gaza on seven days in September and five in October. The reports indicated:
 - After a system release on 28 August, 2019, there was a noticeable slowness in eHealth, forcing some clinics to work on hard copy. Although the release was rolled back, the problem persisted.
 - When clinics work on hard copy, patient data is not fully captured in the system. This includes gaps in data on NCD visits, dispensed medicines and outpatient visits.
50. Furthermore, as a general approach given system constraints, eHealth reporting functions are not available between 9:00 and 12:30 on work days.

¹⁸ Schools are required to enter or update disability/need information on student profiles each quarter. Given that this doesn’t often change the need for a quarterly update was not well understood.

¹⁹ The indicator handbook, refers to the Inclusive Education Teacher’s Toolkit for the definition of disability according to: visual impairment, hearing impairment, physical impairment, intellectual impairment, and speech-communication impairment.

²⁰ Shared with clerks or primary focal point that most often completed EMIS tasks in the schools.

Finding 5: One of the biggest challenges raised by managers is the lack of resources available to follow-up and analyze data

51. Despite the volume and quality of data generated by the Agency's RBM processes and systems, the potential of the system is not being fully realized, as there are limited resources available to analyze and/or act on data. Where problems or discrepancies are identified through data collection, any kind of analysis, research or follow-up is reliant on programmes being able to reallocate existing resources, or independently secure temporary resources. Although departments could illustrate follow up research, there was a more common concern about a lack of evidence, and staff felt they often only had limited understanding as to the causes underpinning performance (whether negative or positive). Staff reported that resource constraints for analysis limited the potential of progress monitoring. Quotes from staff in the text box below are illustrative of the issues raised.

"When targets are not met for the whole year, research is needed to help us understand why. For example with family planning methods, we will provide many justifications...because services of the Ministry of Health are free, because Jordan has more health centers, and accessibility is easier...this is our justification. But we would need to be on the ground to learn why they stopped coming. Could be overcrowding or long wait times. Research on this is needed," *Area Health Officer*.

"We do not generally know the reasons underpinning results issues," *Field Director*.

"It is a luxury to analyze data. No team that I know of has a reporting or data officer or someone available with the time or skill set to study what is measured," *Protection Field Reporting Focal Point*.

"Obvious constraints are staffing...I do not have staff to follow up on this...and budget...we do not have a PB allocation for consultancies/research/surveys and field offices hesitate to allocate funding for international consultancies from available budgets," *Headquarters Reporting Focal Point*.

52. Several fields suggested that the Agency should bolster resources within the Programme Support Office (PSO) to deepen their role in the RBM cycle and analysis process. Currently, related to MTS monitoring and reporting, the work of PSOs is generally limited to receiving and inputting data into the RBM system, data quality assurance, and supporting fields in preparing mid-year and annual results reporting.

Finding 6: Because data within the Agency's core beneficiary information management systems are not systemically linked, analysis of household data involves significant manual work.

53. The three core beneficiary data systems of the Agency – EMIS, eHealth and the Refugee Registration Information System (RRIS) – are distributed applications and not currently integrated. While they independently contribute to research and results analysis relative to their programmes, there are missed opportunities for learning and targeting operational responses since they are not linked.
54. Fields illustrated work they had done to compare data, for example to identify children expected to be out of school. However, this analysis, that aimed to cross reference data between RRIS and EMIS, involved a substantive manual effort not feasible on a systematic basis.
55. On a related note, interoperability between core information management systems, including the Agency's human resources system, could increase opportunities to confirm the accuracy of beneficiary data.

Finding 7: Participants in results review meetings highlighted their value but expressed a common view that they were too rushed and skewed towards accountability rather than learning.

56. The timing of the evaluation allowed the team to observe a mid-year results review meeting (MYRR) held in early October 2019, and field level missions were conducted soon after the MYRR. Consequently, stakeholders had a recent experience to reflect upon.
57. The MYRR and annual results review meetings (ARR) are the primary tool used by UNRWA to convene key staff in a review and discussion of programme performance against MTS indicators. They are completed on a six monthly basis and are relatively senior-level meetings, chaired by the Deputy Commissioner-General (DCG) and attended by all field and headquarter directors, deputy directors, programme chiefs, and a spectrum of managers involved in programme support, monitoring and evaluation. The agenda includes a review of progress against planned achievements (CMM indicator targets), and allows for discussion on positive, negative and unexpected trends in results, as well as issues at programme and inter-programme level. In preparation for the meetings, fields convene programme leadership in results review discussions. These aspects of the results review meetings, especially their convening power, were highly appreciated by headquarter staff and fields.

58. However, some headquarter staff, and field-level staff more broadly, noted that the meetings are too rushed and their focus – on indicator status and behind plan performance – could feel confrontational and skewed towards accountability. Although designed to encourage and facilitate knowledge sharing, the format was not considered supportive for critical thinking and organizational learning. Some observations shared in interviews – illustrating both positive and negative views - are captured in the text box below.

“We have working activities in preparation for the result review meetings – they are the best conversations that we have at the field level.”

“Although we haven’t yet organized field-level results review meetings, we know other fields have found them very useful and we will be introducing the mechanism.”

“I take interest in reading the MYRR and ARR documents so I can understand what everyone is talking about. But there is too much on the agenda and the meetings themselves, they are tests to see how much you know about your own programme. It’s almost contentious. Consequently, it isn’t a very meaningful or productive discussion.”

“It’s like being cross-examined and there’s all out pressure to get good indicators. Staff are super proud to have a green indicator for food, when we need a screaming red one.”

“There is a kind of tension that exists to maintain the reputation of the agency. We need to be more honest and should express where there are gaps.”

“People have a natural bias of not showing what is not working. People take it personally and we aren’t an Agency that takes criticism well and constructively. It needs to be clear that bringing things out is not a reflection of a person’s performance – we are an Agency with lots of issues to solve and little resources.”

59. Concerning the results review meetings, the other notable concern raised by staff was the need for systematic follow-up on action points discussed. Although MYRR and ARR summary documents are prepared by the DP, and action points discussed in meetings are captured in the summary documents, resolution is not systematically tracked by the Agency and it was a concern of some senior managers.

Finding 8: Managers view the linkages between results review discussions, and planning and budgeting processes as inadequate.

60. In March 2019, the DP issued guidance to fields and headquarter departments to delineate investments required to achieve their MTS strategic objectives by 2021. However, despite this work, there was broad consensus across department and field leadership that planning and budgeting is not sufficiently linked to needs or the results review discussions. In contrast, persistent financial constraints have resulted in a process that stakeholders characterized as finance-driven. Interviewees reported:

- “Ultimately, we are only able to do results-based monitoring, not results-based management. The funding crisis has only exacerbated this and affected the validity of reporting.”
- “The system lacks coherence and there should be a clearer process that links Agency wide performance and what is needed for programmes at the field level. These inputs should cascade into annual priority setting and budgeting.”

61. This work to identify investments according to strategic objectives represents a step towards results-based budgeting (RBB), which in turn is characterized by many RBM advocates – most notably MOPAN – as a critical step towards full RBM. But RBB essentially isn’t possible for UNRWA given the persistent funding crisis: the RBM system broadly delivers on its results monitoring and reporting aims, but its contribution to a comprehensive RBM approach is not currently feasible, particularly with regards to RBB.

Finding 9: Health programme managers suggested a rationalization on reporting activities, and system enhancements to strengthen reporting functionality and confidentiality of patient data.

62. Health staff regularly use and rely on eHealth reporting to support day-to-day operations management, however there was justified criticism that reporting activities are burdensome. Whereas the EMIS supports aggregated views of performance across CMM indicators across different organizational levels – school, area, field and Agency-level - this is not the case with e-Health. For each RBM reporting cycle, health clinics aggregate data from

21 reports to share with their area office²¹. This data is further aggregated up the organizational hierarchy – by area office, then field office and finally at the headquarter level. Additionally, as a check on accuracy, some fields re-run the reports for every clinic. Further, area officers receive reports daily from the clinics they manage and suggested a rationalization of reporting activities.

63. Further, Health staff were concerned about access rights to patient records in e-Health. Health staff with supervisory roles have access and edit rights to all patient records within their operational context²². This broad access to patient medical information raised specific concerns by staff with the rollout of the mental health module.

Effectiveness - Evaluation Question: To what extent are MTS monitoring and reporting activities used to inform decision-making, improve programming, and measure outcome achievement?

The evaluation team assessed effectiveness based on the extent to which managers across the Agency find data monitoring and reporting activities useful to their operational needs and decision making. The team also reviewed the extent to which monitoring and reporting provides valuable data for results and outcome measurement.

Further, the evaluation reviewed the extent to which the Agency's alignment to Grand Bargain commitments has resulted in greater levels of multi-year agreements and unearmarked funding from donors.

Finding 10: The Agency approach to MTS monitoring and results reporting is comparatively robust, generating good quality, useful data for decision-making and accountability.

64. The maturity and effectiveness of the Agency's RBM system is positively assessed by staff and donors alike. The value of the system is also evidenced through the clear demand from all staff – headquarters, field, area and installation-level managers - for results information, and greater access to the data and reporting functionalities.
65. The comparative strength of the Agency's RBM approach is borne out in the 2018 research conducted by MOPAN. The consulting company that provided overall technical leadership for the MOPAN assessment specializes in results-based performance assessments in international development, and managed the UNRWA assessment, in addition to all other MOPAN assessments for the 2017-2018 period. In total, this included reviews of 14 organizations, including 11 United Nations system entities, two global funds and an international financial institution. (See Annex D)
66. The expert consultant who provided overall technical leadership for all 14 assessments characterized UNRWA's RBM system as "distinctive" and a "live practice." Through an interview, the consultant noted "the RBM activities of Education and Health were seen as particularly strong and tangible. We found that the level of data use was extensive. The flow of data and the results review activities created transparency, and meant that eyes were wide open to progress and problems. UNRWA is distinctive, and compared to other organizations, there is a sense that it matters, and there is a concern for it taking place."

Finding 11: Education and Health benefit from a set of well tested, globally accepted indicators effective for RBM, however comparatively, there was less confidence around indicators for other programmes.

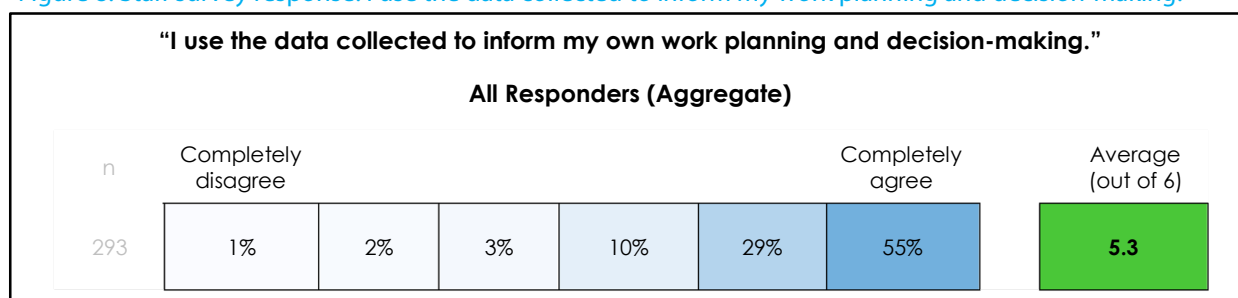
67. There was general agreement that the indicators used by the Education and Health programmes are broadly appropriate. Both Education and Health benefit from well-developed information management systems, and are able to draw on a mature and globally accepted set of indicators that are useful for their work.

²¹ At each UNRWA clinic, on a quarterly basis, a senior nurse runs 21 reports, populates an Excel template with data on key indicators, and submits the file to their area officer. Area officers aggregate data for the clinics they supervise and submit the file to their Deputy Chief.

²² Health staff have reading access to records based on their organizational level, with senior medical doctors having full access to their specific clinic(s) patients records, area health officers to patients records for clinics in their area, field managers to all patient records in their specific field, and headquarters staff to all system patients records.

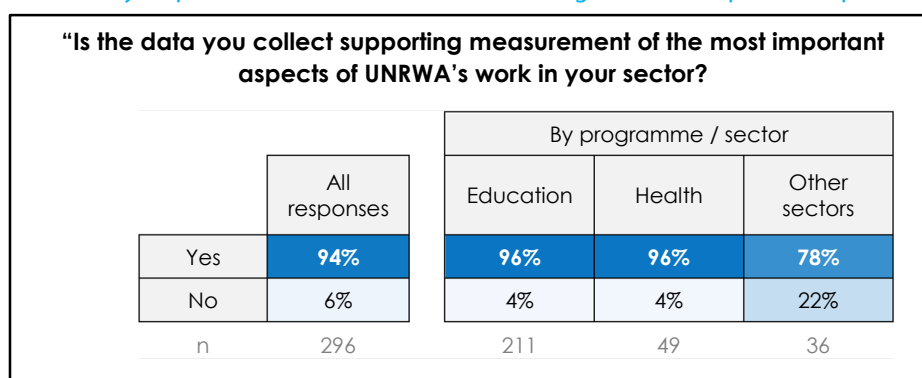
68. Further, interviewees and survey respondents from across UNRWA reported and shared examples of linkages between progress monitoring, work planning and decision-making (figure 8).

Figure 8. Staff survey response: I use the data collected to inform my work planning and decision-making.



69. Comparatively however, beyond Education and Health, the body of indicators were seen of lesser relevance, a view expressed through interviews and survey responses (Figure 9).

Figure 9. Staff survey response: The data I collect is measuring the most important aspects of my work



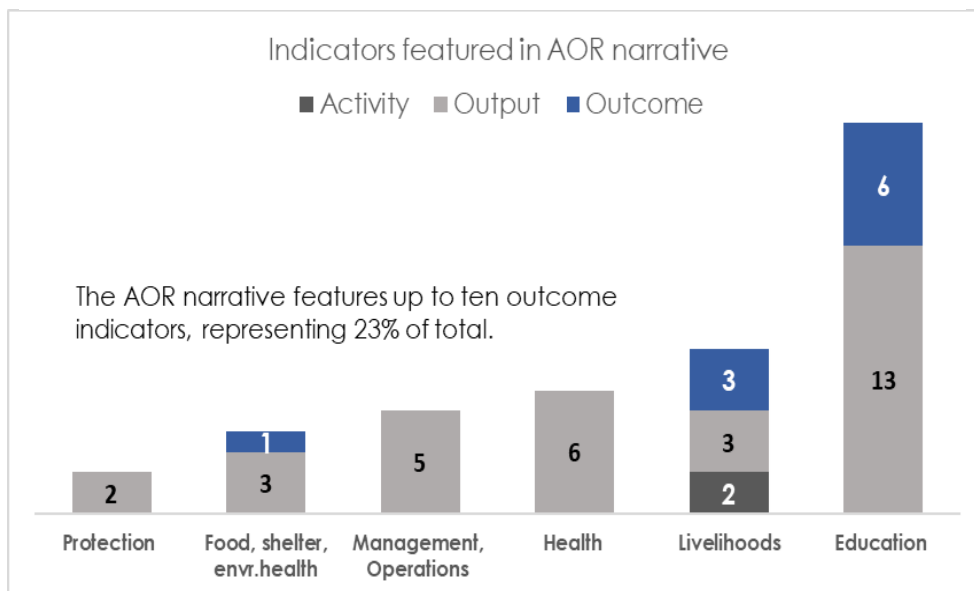
70. Although a detailed analysis of the CMM framework was not a specific focus of the evaluation, several cross-cutting and programme-level concerns emerged through interviews. The results frameworks for Protection, RSS, ICIP and support services were working less well comparatively.

- Protection – external reporting on four protection indicators was suspended in 2017 and openly acknowledged by UNRWA in the 2017 AOR. There were issues with data accuracy and duplication in measuring assistance to individuals identified as experiencing a protection risk (gender-based violence and general/child protection). A primary constraint has been the lack of an operational internal/external referral mechanism and a case management system for the Agency. The RSS programme, as part of current reform efforts, is taking the lead in the development of a case management approach and system for UNRWA, although the timeline for its development is not finalized. The system will need to provide referral and case management procedures for the range of entry points for protection cases in UNRWA, including RSS, Education and Health installations.
- Protection – given the varying contexts for protection across the fields of operation, the indicators do not consistently reflect the portfolio of work for protection teams. Further, interviewees felt there should be more indicators pitched above output and activity levels to better illustrate the results of their work.
- RSS – there is an absence of indicators/data on people helped through social services. Further, since the funding envelope for SSNP assistance is static, RSS indicators that measure assistance levels by need (extent of poverty) are not meaningful to results analysis, planning or budgeting discussions. RSS indicators do not help UNRWA track and report on service eligible populations for assistance (refugees living below official poverty line) and distributed benefits;
- ICIP – important aspects of work, including maintenance and environmental health activities, are not measured. Data on the population of substandard SSN shelters needing repair is estimated, and having reliable data on shelter repair requirements would involve extensive ground surveys, a quasi-census, that the programme budget does not support; and
- Support services – fields noted that the procurement, logistics and human resource (HR) indicators are not sufficiently reflective of their work, and suggested a more participatory approach to indicator development. HR focal points find that their activities are not well reflected by indicators, e.g. managing multiple monthly payrolls (error free), recruitment demand (managing to high staff turnover and high levels of job applicants).

Finding 12: The results framework and Agency reporting provides rich levels of information by gender, however reporting on outcomes and beneficiary satisfaction is limited.

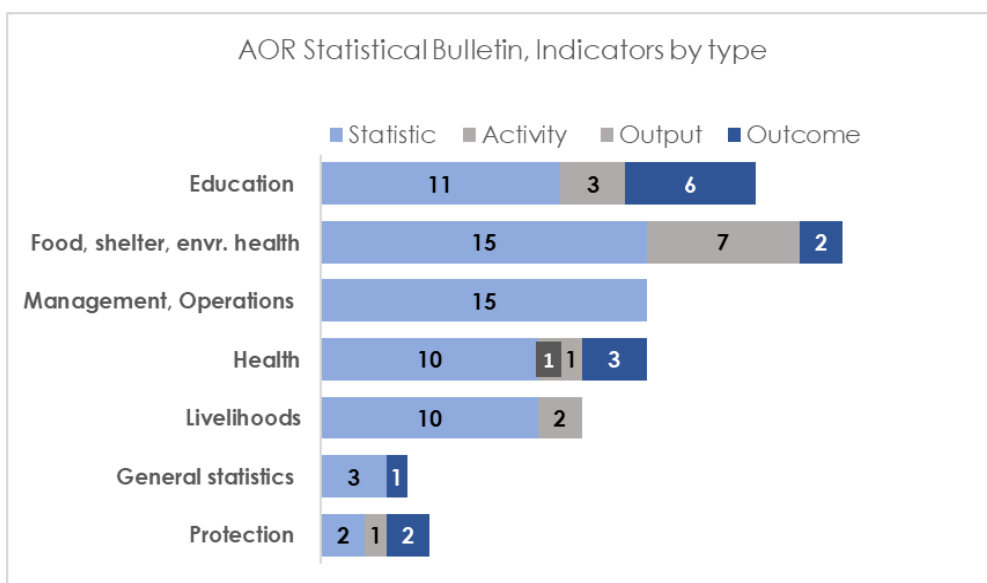
71. Over the MTS period, the majority of indicators featured in the AORs are CMM output indicators (figure 9), and the focus of most outcome indicators are related to Education. Of the 10 outcome indicators featured in AOR reporting, nine relate to results in basic education or the TVET programme. The other outcome indicator is on the percentage of SSNP beneficiaries who are abject poor, a measure that RSS acknowledges is limited in illustrating the contributions of its work given the funding context, as well as RSS resource constraints to sufficiently measure poverty across the refugee population.

Figure 10. CMM indicators featured in AORs by type



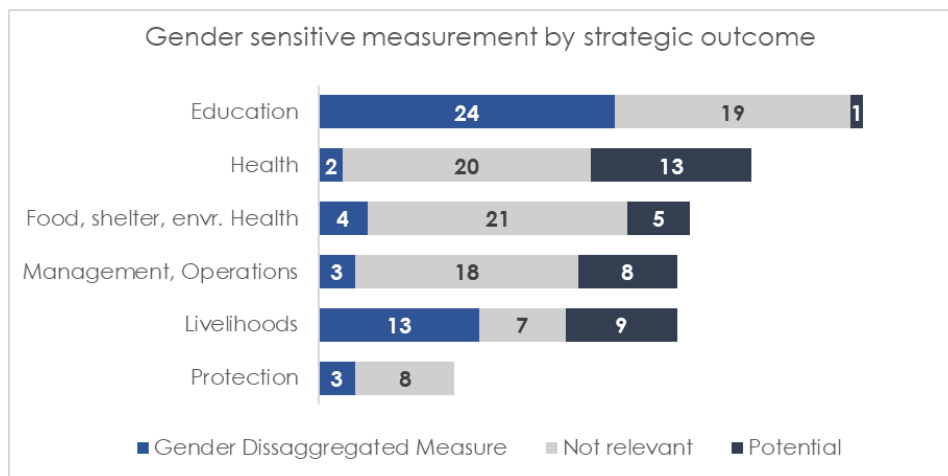
72. Core programming in Health, ICIP and Protection do not report on any outcome indicators in the AOR, although it is important to note that this lack of outcome reporting is based on agreements with donors. There are some indicators that could further enhance understanding on outcome-level results in the AOR Statistical Bulletin, but these are limited to a snapshot of annual achievements and lack information on trends. The Statistical bulletin features data on 29 CMM indicators, and 66 statistics (figure 10).

Figure 11. AOR Statistical Bulletin, indicators featured by type



73. Gender analysis is well supported through the results frameworks and the information management systems of the Education and RSS programmes. Comparatively however (and notwithstanding some gender-specific indicators around, for example, maternal care) health measures are not sufficiently disaggregated even though the eHealth system enables it. Overall, the majority of CMM indicators include gender markers where relevant, among which basic education and TVET indicators account for the great majority. (figure 11).

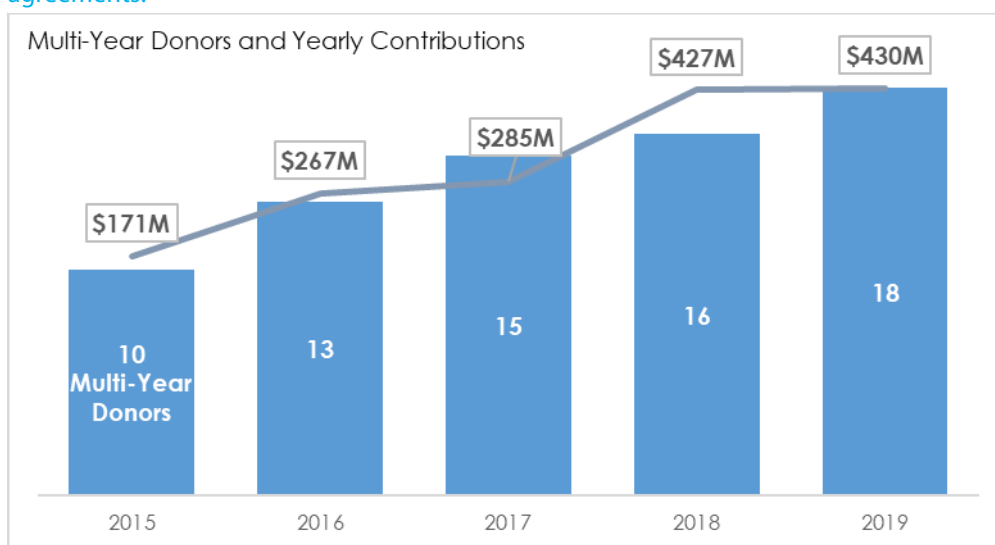
Figure 12. Gender sensitive CMM indicators by Strategic Objective



Finding 13: Trends in donor contributions through multi-year agreements and unearmarked funding have increased since the 2016 Grand Bargain agreement; however, the pattern in 2019 makes the longer-term trend uncertain.

74. Launched in 2016, the Grand Bargain is an agreement between donors and humanitarian aid organizations to improve the effectiveness and efficiency of humanitarian action. Among the core commitments of aid organizations, including UNRWA, was to deliver transparent and harmonized results reporting. In turn, donors committed, inter alia, to provide greater levels of multi-year and unearmarked funding.
75. As part of its analysis, the evaluation reviewed the extent to which the Agency's actions to adhere to Grand Bargain agreements had resulted shifts in donor funding patterns. Data on donor funding²³ illustrated that the overall level of multi-year funding contributions grew as well as the number of donors involved (see figure 13).

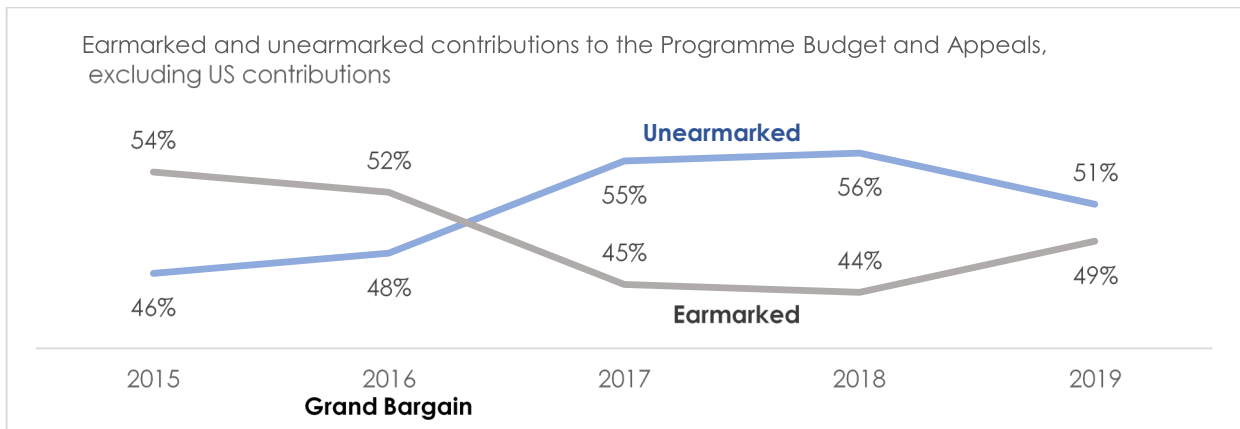
Figure 13. Donor funding: Trends in multi-year funding agreements, annual value of agreements.



²³ Data provided by the External Relations and Communications Department.

76. Concerning trends in unearmarked funding, it improved markedly between 2015 and 2018, however in 2019 this trend fell off (see Figure 14).²⁴

Figure 14. Donor funding: Trends in unearmarked funding, excluding US contributions.



²⁴ To evaluate the trends, the evaluation team excluded contributions from the United States across all the years due to the relative size of their total contributions and its disproportionate weight on the average values. US contributions to UNRWA were substantially cut in 2018 and eliminated in 2019.

Conclusions and Recommendations

77. The Agency's RBM system and its approach to monitoring and reporting activities are robust, generating data that is useful and used by UNRWA staff, donors and host countries. Quarterly, mid-year and annual results review activities contribute to the day-to-day work of managers, and to decision-making across organizational levels and programmes, and the Annual Operational Reports deliver meaningful data on progress and results to the donor community and host governments.
78. While the overall assessment is positive, echoing the 2018 MOPAN study that found the system a major strength of UNRWA, there are opportunities to improve the day-to-day value of RBM activities, the usefulness of data and its impact on organizational learning, programme results, and funding.

Conclusion 1

79. UNRWA delivers transparent, harmonized results reporting of significant value to host countries and donors. This is a direct result of these partners' active engagement in the Agency's RBM cycle, and a development process for results reporting that includes regular and formalized interaction with partners through the HRWG. Donors are satisfied with the overall quality of results reporting, and the indicators requested by donors are well covered.
80. UNRWA AORs align extensively to guidance and templates for harmonized reporting for Grand Bargain signatories. However the Agency's presentation of results does not yet focus on trends, and is limited to a snapshot of the current and preceding year of performance, and the annual and 2021 targets. While this approach to results reporting is fully aligned with Grand Bargain templates, the approach constrains understanding on trends and the progress achieved over time.
81. The Agency has just introduced functionality within the RBM-IT system that should improve capacity to report on performance trends. The evaluation found that the presentation of results data in the AOR could be strengthened through data visualization, and inclusion of results for the full MTS period to support understanding of longer-term trends.

Recommendation 1

To better support understanding of the Agency's results and the progress it is achieving, trend analyses should be incorporated within the AOR. The Department of Planning, in collaboration with the Director of the External Relations and Communications Department, should also exploit new capacities within the Agency's RBM system to effectively visualize results data in AORs.

Conclusion 2

82. Despite an MTS commitment to strengthen the framework for accountability to affected populations, a unified framework for refugee participation within the RBM cycle is not yet elaborated or well integrated with results monitoring activities. Although fields and programmes are working on approaches to AAP, it is generally being done quite independently with little intra-Agency collaboration or sharing of experience. Consequently, the opportunity for teams to learn from either good or bad practices is constrained and the efficiency of development across AAP is weakened.
83. The Agency's efforts to develop a stronger and harmonized approach to involve beneficiaries in the RBM cycle requires the work of an intra-Agency team. Protection Audits implemented on a biennial basis by the UNRWA Protection Division offer strong insight into the strengths of accountability and protection mechanisms, as well as the changes that are needed to improve them and their influence on the RBM cycle.

Recommendation 2

As part of efforts to strengthen beneficiary accountability and participation mechanisms, a unified, Agency-wide approach should be developed to involve beneficiaries in the RBM cycle. This approach should include appropriate representation from fields, programmes and the Protection Division, and should utilize findings from UNRWA Protection Audits, as well as lessons from the AAP pilot project.

Conclusion 3

84. The Agency's progress monitoring and reporting activities are fortunate to be supported by the Agency's DP, which provides the base of technical materials for RBM management, manages results reporting development, and coordinates internal and external results review discussions.
85. The Agency's primary mechanisms for internal reflection and discussion on results are quarterly results reviews at the field-levels, and the MYRR and ARR meetings at the Agency-level. The MYRR and ARR are ordinarily chaired

by the Deputy Commissioner General and attended by all directors, deputy directors and programme chiefs. These meetings are informed by a comprehensive summary report on progress against targets across the CMM framework, and the meetings allow for discussion on positive, negative and unexpected trends in results, as well as issues. These meetings are highly valued by participants, especially given their convening power, however the evaluation found that the time allocated for these meetings, and a primary emphasis on the technical review of indicator performance reduced their value. The overall tone and focus of results review meetings is skewed towards accountability and a discussion on over and underperforming indicators, rather than learning. Considerable time and effort is expended by RFOs, fields, and the DP to prepare for the meetings, but their value to organizational learning and operational management is not being fully exploited.

86. A reorientation of the meetings could ensure that headquarters staff and field managers focus more on strategic concerns rather than a review of statistical data within the results reports, and action points emanating from the meetings should be systematically tracked to ensure follow-up on concerns raised.

Recommendation 3

The Director of Planning, in close collaboration with the Deputy Commissioner General and Agency Directors should re-orientate mid-year and annual results review meetings to increase the focus on strategic concerns rather than statistical data, and aim to strengthen the value of these meetings as a tool for learning and improvement, rather than accountability. A tracking process should also be developed to ensure systematic follow-up of action items and suggestions made.

Conclusion 4

87. There is little, if any, systematic involvement of RBM actors 'lower down' the chain in results analysis and review discussions. Installation managers and area officers want to be more engaged in results review mechanisms, and given the importance of their roles in delivering quality data to the system, systematically involving these actors in reflective sessions on results could boost organizational learning, the quality of data collection efforts, and the system's overall value to the management process.
88. A more balanced communications flow, and reflective, results review mechanisms involving front line and area staff should be established. Installation and area level staff are interested in how 'their' data is used, the decisions it influences, and trends within their programmes. These staff will have valuable insight into reasons behind performance (whether positive or negative), will have insight into any data or reporting issues, and will have suggestions for how to improve the robustness and efficiency of data and reporting. Systematic, routine communication and engagement from headquarters and fields to area and installation staff could help strengthen ownership in the RBM system and further a learning culture. This would increase transparency, help to build institutional memory, and could provide one channel through which any staff could contribute to the RBM system's development.

Recommendation 4

As part of the mid-year and annual results review cycles, Field Directors, in collaboration with Programme Directors, should establish a more balanced communications flow and results review mechanism to engage installation and area staff. Installation and area level staff are interested in how 'their' data is used, the decisions it influences, and trends within their programmes. These staff will have valuable insight into reasons behind performance (whether positive or negative), will have insight into data or reporting issues, and will have suggestions for how to improve the robustness and efficiency of data and reporting.

Recommendation 5

The Department of Planning should work with Agency programmes to strengthen field guidance, considering Arabic language tools and training. Further, the Department of Planning should establish a tracker accessible to Agency staff to log questions, measurement problems and resolutions about CMM indicators.

Conclusion 5

89. On balance, the indicators used by the Agency are well-supported, particularly within Education and Health. Both Education and Health benefit from a well-developed culture of data collection and analysis within their respective sectors, and are able to draw on a robust, well-tested, globally accepted set of indicators that have been developed over decades.
90. Comparatively however, there is less confidence around indicators for other programmes of the Agency, and

there is demand for increased measurement at the outcome level, and for the system to incorporate measurement of beneficiary satisfaction (accountability to affected populations).

91. The evaluation found that efforts to feature outcome level reporting should be strengthened in the AOR, that additional gender disaggregation opportunities exist, and that a more participatory and transparent approach to indicator development could contribute to the RBM system's development and relevance.

Recommendation 6

As the Agency prepares for the next MTS period and the CMM is reviewed as part of that effort, there should be an increased emphasis on developing outcome-level monitoring and reporting: this effort needs to involve both UNRWA management and the donors that help determine the focus and selection of indicators reflected in results reporting. Revisions to the CMM should also aim to strengthen disaggregated reporting by gender and of vulnerable populations where relevant.

Conclusion 6

92. The Education and Health programmes benefit from valuable, operationally based information management systems that are supportive to their day-to-day work, and capture information required for MTS monitoring and reporting.
93. Health programme staff actively use eHealth reporting for operational management, and were able to elaborate on ways that progress tracking was important to their work. However, there was justified criticism that reporting activities for CMM reporting are burdensome. Whereas the EMIS supports aggregated views of performance across CMM indicators across different organizational levels – school, area, field and Agency-level - this is not the case with e-Health. For each RBM reporting cycle, health clinics aggregate data from 21 reports to share with their area office, and this data is further aggregated up the organizational hierarchy.
94. Health staff were also concerned about access rights to patient records in e-Health. Health staff with supervisory roles have access and edit rights to all patient records within their operational context. This broad access to patient medical information raised specific concerns by staff with the rollout of the mental health module.
95. The evaluation found that field level Education staff have limited independent access to EMIS data and reporting functionalities that could be useful to their work. Aside from helping to realize the potential of the data gathered through the information management systems, this could broaden understanding among staff as to what is measured and why, and, further promote a learning culture across the organization.
96. Additionally, the potential of the value of the Agency's core programme-level information management systems – EMIS, eHealth and the RRIS – is affected by their lack of interoperability. While programme-level data is routinely analyzed to support operational management, planning and results analysis, Agency systems are not sufficiently linked to deliver cross-programmatic needs or results analysis. A potentially substantive set of information on refugee development and protection needs, as well as the impact of the Agency's work is not formally identified.

Recommendation 7

The Director of Education should enhance the functionality of EMIS to provide field, area, and installation level staff with access to analyze data at their operational level, and ideally with functionality to compare aggregate level data relevant to their role and responsibility.

Recommendation 8

The Director of Health should enhance the functionality of eHealth to strengthen efficiency in CMM monitoring and reporting. Enhancements should support staff in reviewing their own data and comparing results relevant to their role and responsibility. Further, changes should be implemented in staff access rights to ensure the appropriate level of confidentiality and privacy of patients' records.

97. It is hoped that these recommendations can help to strengthen the Agency's RBM systems and processes. However, it is clear that with additional resources for analysis, research and systems' interoperability, the potential value of data generated through the RBM system could be far greater. However, UNRWA's current resource constraints limit the opportunities here, and limit the potential of the RBM system.

Annexes

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Annex B: Interviewees

Headquarters offices and support departments

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2. Sam Rose, Director, Department of Planning, Amman
3. Edwin Berrry, Deputy Director, Department of Planning, Amman
4. Chiara Capozio, Senior Emergency Officer, Department of Planning, Amman
5. Maie Khalil, Monitoring and Reporting Consultant, Department of Planning, Amman
6. Weam Madi, Senior Statistician, Department of Planning, Amman
7. Asif Husain-Naviatti, Head Advisory Commission Secretariat, Executive Office Advisory Commission, Jerusalem
8. Marc Lassouaoui, Chief of Donor Relations, External Relations and Communications Department (ERCD), Jerusalem
9. Philip Brown, Senior External Relations Projects Officer, ERCD, Jerusalem
10. Min Byung-Kun, Director, Department of Internal Oversight Services, Amman
11. Kaan Cetinturk, Director, Information Management and Technology Department (IMTD), Amman
12. Asif Husain-Naviatti, Head, Advisory Commission Secretariat, Jerusalem
13. Suhail Katkhuda, Chief Technology Development and Operations Division, Amman
14. Raed Taha, Solution Architect, IMTD, Amman
15. Kristine Velayo, Chief Business Engagement Division, IMTD, Amman

Field Offices, including staff from support offices and departments

16. Matthias Schmale, Director of UNRWA Affairs, Gaza
17. David DeBold, Deputy Director Operations, Gaza
18. Joanna Nathan, Deputy Director Programmes, Gaza
19. Amal Khatib, Programme Support Officer, Gaza
20. Mazen Timraz, Monitoring and Evaluation Team Leader, Gaza
21. AlMoatas-Billah Budwan, Research and Statistics Officer, Gaza
22. Mohamed Adar, Director of UNRWA Affairs, Jordan
23. Sallee Gregory, Deputy Director Programmes, Jordan
24. Khalid Abu-Touq, Human Resources Reporting Focal Point, Jordan
25. Wael Ali, Projects Planning and Monitoring Officer, Programme Support Office, Jordan
26. Janho Butros, Field Finance Officer, Jordan
27. Vickram Chhetri, Field Programme Support Officer, Jordan
28. Rana Maslamani, Administrative Officer, Reporting Focal Point, Jordan
29. Mutlaq Redab, General Services Officer, Reporting Focal Point, Jordan
30. Nida Shawa, Human Resources Reporting Focal Point, Jordan
31. Claudio Cordone, Director of UNRWA Affairs, Lebanon
32. Mera Thompson, Deputy Director Programmes, Lebanon
33. Daniela Leinen, Deputy Director Operations, Lebanon
34. Issam Hajjo, M&E Officer, PSO, Lebanon
35. Siham Houweidi, M&E Officer, PSO, Lebanon
36. Michael-Ebye Amany, Director of UNRWA Affairs, Syria
37. Hisham ElSalfiti, Programme Support Officer, Syria
38. Laurianne Leca, Programme Support Officer, West Bank
39. Ola Halaweh, Programme Support Office, Reporting Focal Point and Verifier, West Bank

Education Programme

40. Caroline Pontefract, Director of Education, Headquarters Amman
41. Bassam Shawa, Chief Education Programme Coordination, Headquarters Amman
42. Helena Pylvainen, Senior Education Programme Specialist, Headquarters Amman
43. Hanan Al-Kanash, Chief Teaching and Learning Division, Headquarters Amman
44. Amal Zahran, School Quality Assessment Coordinator, Reporting Focal Point, Headquarters Amman
45. Mohammad El Madhoun, Education Reporting Officer, Gaza
46. Naji Abu Zohri, EMIS Focal Point, Gaza
47. Raed Edwan, Area Education Officer, Gaza
48. Alaa Harb, Area Education Officer, Gaza
49. Rafat Elhabbash, Area Education Officer, Focus Group Discussion, Gaza

50. Najah Elhasanat, Area Education Officer, Focus Group Discussion, Gaza
51. Naema Modalla, Area Education Officer, Focus Group Discussion, Gaza
52. Fatema Abu Ait, Area Education Officer, Focus Group Discussion, Gaza
53. Isam Miqdad, Area Education Officer, Focus Group Discussion, Gaza
54. Naser Abu Shuqair, Area Education Officer, Focus Group Discussion, Gaza
55. Ghada Awad, Principal, Focus Group Discussion, Gaza
56. Nesrin Eltali, EMIS Focal Point, Beach Prep Girls B School visit, Gaza
57. Moamar El Fara, Principal, Focus Group Discussion, Gaza
58. Raed Felfel, EMIS Focal Point, Gaza
59. Rezeq Hamad, Principal, Focus Group Discussion, Gaza
60. Sawsan Hamdan, Principal, Focus Group Discussion, Gaza
61. Ebtisam Shaqalaih, Principal, Deir Balah Prep Girls C School, Gaza
62. Etaf Abu Hassan, Teacher, Deir Balah Prep Girls C School, Gaza
63. Heba Abu Moor, EMIS Focal Point, Clerk, Deir Balah Prep Girls C School, Gaza
64. Tharwat Nashashibi, Head of Assessment Unit, Education Programme, West Bank
65. Shouq Tafesh, Principal, Beach Prep Girls B School visit, Gaza
66. Faswa Radwan, Teacher, Beach Prep Girls B School visit, Gaza
67. Ata Salman, Principal, Focus Group Discussion, Gaza
68. Modallalah Louz, Principal, Focus Group Discussion, Gaza
69. Lamyaa Matar, Principal, Focus Group Discussion, Gaza
70. Etimad Mohaisen, Principal, Focus Group Discussion, Gaza
71. Khaled El Zynati, Principal, Focus Group Discussion, Gaza
72. Ahmad Mousa, Principal, Focus Group Discussion, Gaza
73. Oroba Labadi, Chief Field Education Programme, Jordan
74. Principal, Nuzha Preparatory Boys School, Jordan
75. IT Teacher (EMIS), Nuzha Preparatory Boys School, Jordan
76. English Teacher, Nuzha Preparatory Boys School, Jordan
77. Salem Dib, Chief, Field Education Programme, Lebanon
78. Mirna Chamma, Deputy Chief Education Programme, Lebanon
79. Shahraban Abedrazek, Principal, Burj Barajneh Camp School Visit, Lebanon
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81. Focal Point for EMIS, School Clerk, Haifa School, Lebanon
82. Rita Ghanem, Education in Emergency Project Manager, Lebanon
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95. Dr. Emad El Aour, Area Health Officer, Focus Group Discussion, Gaza
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97. Dr. Abd Elqader El Habil, Area Health Officer, Focus Group Discussion, Gaza
98. Haneen El Mosader, Senior Medical Officer, Deir Balah Health Center visit, Gaza
99. Hala Mughari, Deputy Field Nursing Services Officer, Gaza
100. Reham El Saidi, Mental Health Programme Reporting Focal Point, Gaza
101. Dr. Rihab Qoqa, Area Health Officer, Focus Group Discussion, Gaza
102. Zinat Weshah, Senior Staff Nurse, Deir Balah Health Center visit, Gaza
103. Abed Al Hakim Chanaa, Chief Health Programme, Lebanon

- 104. Abdulkader Abbas, Head Health Center B, Lebanon
- 105. Hamad Haydar, Area Health Officer, Focus Group Discussion, Lebanon
- 106. Suha Khalil Ismail, Deputy Chief Health Programme, Lebanon
- 107. Wael Miari, Area Health Officer, Focus Group Discussion, Lebanon
- 108. Mohamad Naser, Areas Health Officer, Focus Group Discussion, Lebanon
- 109. Ali Said, Area Health Officer, Focus Group Discussion, Lebanon
- 110. Bassam Khhouf, Deputy Chief Field Health, Jordan
- 111. Rashad Hamdan, Area Health Officer, Jordan
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- 113. Nasser Jadallah, Area Health Officer, Jordan

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- 127. Fadi Fares, Deputy Chief Field RSSP, Lebanon
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- 130. Oliver Bridge, Operations and Support Officer, West Bank

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Annex C: 2017-2018 MOPAN Assessment

The 2017-2018 MOPAN assessment of UNRWA was guided by the networks 3.0 Indicator Framework. The methodology's key elements include a set of five performance areas and 12 key performance indicators (KPI) against which the assessment takes place. The first four areas cover strategic, operational, relationship and **performance management**. The fifth area englobes the organisation's contribution to development, humanitarian and normative results.

The area of **performance management**, which is assessed across two KPIs, judges the sufficiency of "systems geared to managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson-learning."

IOD PARC, a consulting company that specializes in results-based performance assessments in international development, managed the technical analysis of the UNRWA assessment, in addition to managing all other MOPAN assessments for the 2017-2018 period. Between 2017 and 2018, IOD PARC led in the assessment of 14 organizations, including 11 United Nations system entities, two global funds and an international financial institution.

In its consideration of the "comparative" strength of the Agency's RBM approach, the evaluation team reviewed the scores of each of the entities assessed over the 2017-2018 cycle across KPI 7: Strong and transparent results focus, explicitly geared to function. Performance across this indicator is judged across five micro-indicators including: i) Leadership ensures application of an organization-wide RBM approach (7.1), ii) Corporate strategies, including country strategies, based on a sound RBM focus and logic (7.2), iii) Results targets set based on a sound evidence base and logic (7.3), iv) Monitoring systems generate high quality and useful performance data (7.4), and v) Performance data transparently applied in planning and decision-making (7.5).

The figure below illustrates the comparative scores across this KPI and micro-indicators for the entities assessed through MOPAN in the 2017-2018 cycle.

MOPAN 2017-18 Assessments Technically led by IOD PARC	Indicator 7 - Overall Score	7.1 RBM Applied	7.2 RBM in Strategies	7.3 Evidence Based Targets	7.4 Effective Monitoring Systems	7.5 Performance Data Applied
OHCHR	3.46	3.67	3.2	3.5	3.43	3.5
UNFPA	3.41	3.33	3.4	3.5	3.57	3.25
Asian Development Bank	3.38	4	3.4	3	2.83	3.67
UNRWA	3.24	3	3.4	3	3.14	3.67
IFAD	3.23	3.33	3.2	3.75	3.14	2.75
UNESCO	3.00	3	3.4	3	2.86	2.75
WHO	2.9	3	3	2.75	3	2.75
FAO	2.56	2.33	2.8	2	2.67	3
Global Partnership for Education	2.49	3	2.4	2.25	2.29	2.5
WFP	2.48	2.33	3.4	2.5	2.14	2
UN Women	2.38	2.5	3	2.25	2.17	2
UNHCR	2.3	3	1.8	1.75	2.43	2.5
Global Environmental Facility	2.28	2.67	2.6	2.5	2.29	1.33
IOM	1.83	1.83	1.8	2	1.29	2.25

Annex D: Evaluation Terms of Reference

Background and Context

1. In 2008, in line with other United Nations organizations, UNRWA adopted a results-based management (RBM) approach to its work to ensure evidence-based decision-making and accountability. It developed its first comprehensive Medium Term Strategy (MTS), representing UNRWA's highest strategic-level document, which sets out the organization's strategic objectives and a results framework to monitor, measure and report on the effectiveness of its work.
2. UNRWA's current MTS, covering the years 2016-2021, is the second that the Agency has issued, and as of August 2019, is past the midpoint of its cycle. A mid-term evaluation of UNRWA's current MTS was identified as a priority by UNRWA, and included in the Agency's medium-term evaluation plan. The findings from an evaluation are expected to be available in 2020 to provide timely inputs to the development of UNRWA's next MTS (2022-2027).
3. The 2016-2021 MTS identified six strategic outcomes for UNRWA which are led by the Agency's Programme²⁵ and Support Departments and implemented through field operations. In all cases, each strategic outcome includes work of multiple Departments.
 - Strategic Outcome 1 - Rights under international law are protected and promoted;
 - Strategic Outcome 2 - Health is protected and disease burden is reduced;
 - Strategic Outcome 3 - Children complete quality, equitable and inclusive basic education;
 - Strategic Outcome 4 - Capabilities strengthened for increased livelihood opportunities;
 - Strategic Outcome 5 - Basic human needs of nutrition, shelter and environmental health are met; and,
 - Strategic Outcome 6 - Enhancing management and operational effectiveness.
4. The MTS Common Monitoring Matrix (CMM) was established to monitor and assess the Agency's performance across these strategic outcomes and includes key performance indicators (KPIs) at the outcome, output and activity levels. The CMM was included as an annex to the MTS when finalized and included baseline and target measures for the Agency.

MTS Monitoring and Reporting

5. Organizational Directive 21²⁶ outlines how the Agency establishes, operationalizes, monitors and reports on the MTS and its results framework. While departments and fields are responsible for timely and accurate data collection, analysis and reporting against MTS indicators, the Agency's Department of Planning (DP) is assigned a leading role, and coordinates the development, monitoring and reporting on UNRWA's MTS²⁷. The DP's responsibilities for MTS monitoring and reporting include – but are not limited to - administering the Agency's results based monitoring information management system which is used to collect results data; coordinating semi-annual and annual results review activities with staff; and managing external reporting which includes coordinating the development of the Annual Operational Report (AOR).
6. The AOR, in addition to reporting progress achieved against the CMM²⁸ and other results frameworks²⁹, consolidates the Commissioner-General's annual report to the General Assembly; annual reporting against emergency appeals (EA), the Resource Mobilization Strategy, and reporting around issues of strategic importance³⁰ to UNRWA and its stakeholders. Concerning results, the AOR's narrative details achievements and areas where targets are not met. Report annexes include the EA results frameworks, risk registers and a statistics bulletin. In addition to the AOR, systematic external performance reports related to the MTS results framework

²⁵ Programmes involve the Departments of Education, Health, Relief and Social Services, Microfinance, Infrastructure and Camp Improvement, and the Protection Division; and Support Service Departments include the Departments of Human Resources, Finance, Security and Risk Management, Information Management Services, Central Support Services, and Planning.

²⁶ Organizational Directive 21, Programme and Project Cycle Management, last issued 8 February 2017.

²⁷ The DP also coordinates development of the Field's Strategic Plans and Annual Operational Plans that are developed to support the goals and strategic outcomes in the MTS.

²⁸ The AOR reports on a subset of the CMM indicators that are agreed with members of the Harmonized Results Working Group (HRWG), which is attached to the Sub-Committee of the Advisory Committee.

²⁹ Includes analysis of progress achieved against programmatic and resource mobilization targets set out under the CMM, the Agency's Resource Mobilization Strategy and EA results frameworks.

³⁰ For example, Agency performance around issues of the environment, value for money, the Grand Bargain, sexual exploitation and abuse, gender mainstreaming, gender based violence and persons with disabilities are covered.

include an annual report by the Department of Health.

7. The DP, in support of their central coordination function for MTS monitoring and reporting, provides training and guidance to fields on the use of the RBM system and the development of indicators, indicator methodology, and targets and baselines. Further, DP maintains a *Handbook of Common Indicators*, which serves as a reference guide for UNRWA staff members involved in data collection, quality assurance and reporting processes. The handbook provides results calculation methodologies for CMM indicators, an explanation on a traffic-light assessment employed by the Agency to evaluate performance, and includes a summary of the Agency's reporting cycle and timelines, and roles and responsibilities. Additionally, the DP maintains an *RBM Step by Step Guide*, which covers roles and responsibilities and procedures for data reporting in the RBM information management system.
8. Since the implementation of RBM in the Agency, a number of assessments³¹ of UNRWA's RBM activities have been conducted including, as part of its scope, the 2017/18 assessment by the Multilateral Organization Performance Assessment Network (MOPAN). This recent MOPAN assessment included a focus on the Agency's performance management, comprising areas within the scope of this evaluation.
9. The MOPAN review gave an overall top-score of "highly satisfactory" to UNRWA's performance management activities. MOPAN highlighted UNRWA's strong commitment to RBM, and a results-oriented culture. Further, it noted that the MTS results framework clearly aligns to corporate strategies and provides a clear logical flow between inputs, outputs and outcomes. However, MOPAN identified opportunities for improvement, reporting issues in terms of the Agency's ability to monitor everything required by the RBM system, issues with collecting certain CMM data, and weaknesses in reporting that do not systematically reflect on progress achieved overtime.
10. This evaluation will aim to complement this study rather than duplicate it, and will use MOPAN results as a core secondary data source for its analysis. While MOPAN identified areas for improvement for UNRWA, this evaluation will go into considerably more detail than the MOPAN review, and will focus on identifying specific, actionable recommendations and learning for UNRWA regarding its MTS monitoring and reporting activities.

Evaluation Purpose, Objective, Scope and Key Evaluation Questions

Purpose

11. The evaluation will serve a dual purpose of accountability and learning:
 - Accountability: The evaluation will examine the degree to which MTS monitoring and reporting meets objectives to: 1) support organizational learning and evidence-based decision-making by Fields and Departments, and 2) enable measurement of UNRWA's contributions to MTS Strategic Outcomes in human development. In doing so, the evaluation will provide the Agency with evidence-based findings, conclusions and recommendations related directly to its MTS monitoring and reporting activities.
 - Learning: The evaluation will also examine the factors underpinning the relevance, value and use of MTS monitoring and reporting activities, to derive good practices and pointers for learning. The Department of Internal Oversight Services (DIOS) will seek opportunities to share the evaluation report and present its findings and results with internal stakeholders.

Objective

12. The objective of the evaluation will be to assess MTS monitoring and reporting activities against the standard evaluation criteria of relevance, efficiency and effectiveness. It will also integrate human rights and gender equality dimensions into these evaluation criteria.

Scope

13. The evaluation will review monitoring and reporting activities on the 2016-2021 MTS strategic outcomes and CMM, with a specific focus on work done in 2018 and 2019. It will consider the value and use of monitoring and reporting activities for learning, evidence-based decision-making, and outcome measurement at the Headquarters, Fields and installation levels. The evaluation will not generally review monitoring and reporting on EAs, projects and the Agency's Resource Mobilization Strategy.

³¹ A 2012 evaluation by the Department of Internal Oversight Services on the first MTS (2010-2015) was completed, and lessons learned activities have been organized by the DP. MOPAN completed assessments in 2011 and 2017/18. A 2017 United Nations Board of Auditors review touched on results based management (2017, A/72/5/Add.4).

Evaluation Criteria and Key Questions

14. The evaluation will be carried out applying standard evaluation criteria of relevance, efficiency, and effectiveness. The evaluation will consider Agency objectives for human rights and gender mainstreaming throughout all stages of the evaluation. Specifically, the evaluation will seek to answer the key questions outlined below. Included as an Annex to this document is an evaluation framework which elaborates on measurement plans and tools.

Relevance

1. To what extent do the Agency's MTS monitoring, results analysis and reporting activities meet the needs of key stakeholders?
 - To what extent are MTS monitoring activities producing relevant, reliable and useful information to managers;
 - To what extent are MTS monitoring activities and reporting (AOR) aligning to requirements of external stakeholders for transparency; and simplified, harmonized results reporting; and
 - What factors influence the relevance of the monitoring activities of staff and Agency reporting, negatively and positively?

Efficiency

2. How well planned and resourced are MTS results monitoring and reporting activities?
 - How well planned and coordinated are results monitoring processes and reporting?
 - To what extent do existing resources (human resources, tools and guidelines) provide adequate and appropriate support to meet responsibilities for monitoring and reporting?

Effectiveness

3. To what extent are MTS monitoring and reporting activities used to inform decision-making, improve programming, and measure outcome achievement?
 - To what extent is monitoring data being leveraged by managers (Headquarter, Field and installation levels) to inform decisions and improve operations?
 - To what extent are monitoring and reporting activities providing substantive quantitative data on results and outcome achievement?

Evaluation Approach and Methods

15. The evaluation will be conducted in accordance with the DIOS Evaluation Policy and the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the UN System. The evaluation will be delivered in three broad phases:

i) **Inception:** The primary output of this phase is the Terms of Reference (ToR). Work during this phase was comprised mainly of background research, both desk-review and through briefings between key Agency staff and the DIOS Evaluation Officer.

ii) **Data collection and analysis:** The main evaluation work will be conducted during this phase, including but not limited to literature review, stakeholder consultation, and an analysis of practices through case studies. A more detailed description of the evaluation framework and methodology is provided below.

iii) **Reporting:** Through a formal briefing presentation, key findings, conclusions and recommendations resulting from the analysis will be shared with relevant UNRWA staff for factual corrections and comment. Subsequently, a draft report will be shared with the Department of Planning and other relevant internal stakeholders for comment. Once finalized, the evaluation report and recommendations will be submitted to the Executive Office and relevant Departments for preparation of a management response and action plan. The final report will be shared with UNRWA's Commissioner General, made available to the Advisory Committee, and published on the Agency's website.

Main evaluation tools

16. The evaluation will consist of a review and analysis of UNRWA's monitoring, results analysis and reporting practices at the Headquarter and Field levels. The evaluation team will conduct this process using various data collection methods including a document review, interviews, survey and practice reviews. Although the activities of all Agency Departments and the Protection Division will be considered, a case study approach, completing a more detailed analysis of the practices of the Departments of Education and Health will be used to complement the assessment.

17. The evaluation will use a mixed method approach, inclusive of both quantitative and qualitative methods, and the primary tools will include:
- i) **Desk review:** Relevant documents will be compiled, summarized and analyzed. The review will include, but not be limited to the following:
 - Agreements with external stakeholders on results reporting, including i) agreements with UNRWA donors on harmonized results reporting, and ii) obligations resulting from the 2016 World Humanitarian Summit and Grand Bargain³² commitments;
 - The Agency's results reporting, including the AORs, and reports by Departments, Divisions or Fields;
 - Guidance documents and tools relevant to MTS monitoring and reporting at the Agency, Department and Division levels;
 - Monitoring and reporting information and documents produced by Departments, Divisions and/or Fields on a quarterly basis, and for the half-yearly and annual progress reviews;
 - Review of previous UNBOA, MOPAN and DIOS reports, concerning UNRWA's RBM system, and their related recommendations, where appropriate.
 - ii) **Stakeholder consultations and interviews:** One of the main sources for collecting data and information will be through one-to-one and group interviews with as many stakeholders as possible. Interview questionnaires will be prepared based on the evaluation's questions and the design matrix. To the extent possible, field visits to Jordan, Lebanon and Gaza will be completed. Additionally, as a half-yearly results review meeting is scheduled on 30 September, 2019, the evaluation will take the opportunity to observe practices and interview participants.
 - iii) **Case studies:** Although the evaluation will consider the monitoring and reporting activities of all Agency programmes, a more detailed analysis of the work done within the Departments of Education and Health will be completed. These departments represent UNRWA's largest programmatic areas, provide services to the greatest number of refugees, and have well developed information management systems³³ for data collection and analysis. The case studies will aim to review how CMM data is collected, quality assured and utilized by Fields and Headquarters' staff. The studies will also aim to identify good practice examples that can be highlighted in the report and inform monitoring approaches across UNRWA's other programmatic areas. The selection bias will be made explicit in the final report.
 - iv) **Online survey:** A survey may be used to obtain feedback from staff members involved in data collection and results reporting activities.
 - v) **Secondary data:** The MOPAN review will help to inform the evaluation and, when relevant, validate findings arising from this evaluation.
18. An evaluation design matrix has been developed to link the evaluation's questions to measures or indicators of performance and potential data sources (see draft version in the Annex). The matrix is a working document and will evolve during the evaluation process. The fulfilment of the purpose and the scope of work of the evaluation will depend on several factors, including the timely availability and accuracy of data on activities, performance and results, and most importantly participation by stakeholders in the evaluation process. Any limitations encountered will be discussed in the final report.

Core Stakeholders

19. Given the centrality of stakeholder consultation to the evaluation approach, the evaluation will include activities to identify and ensure all stakeholders are included. The currently identified core stakeholder groups of this evaluation are:
- UNRWA staff directly involved in MTS monitoring and reporting activities, including staff from UNRWA

³² Agreed to in May 2016 outlining 51 commitments to improve efficiency and effectiveness of international humanitarian aid. Involves five core responsibilities and achievements are recorded by stakeholders on an online platform at agendaforhumanity.org. In 2018, signatories were asked to report on 11 core commitments.

³³ Education Management Information System (EMIS) includes sub-systems (modules) related to students, staffing and premises; and eHealth is in place in all Health Centres except in Syria where system rollout has been challenged by the conflict.

Field Offices³⁴, Headquarter Departments and Divisions, and the Department of Planning;

- UNRWA's operational managers, including Department Directors, Programme Chiefs and Installation Managers and staff; and
- External stakeholders to the Agency's reporting, including beneficiaries, host countries and donors, including for example members of the Harmonized Reporting Working Group (HRWG) and the Sub-Committee of the UNRWA Advisory Commission.

Evaluation team

20. The evaluation will be conducted by the Evaluation Division of DIOS with the support of an external evaluation consultant. DIOS evaluation officers will be responsible for all phases of the evaluation and preparing the evaluation report in accordance with agreed timelines and DIOS and UNEG standards.

Deliverables

21. The evaluation will produce a draft and a final report of no more than 25 pages each (excluding annexes). The final report will be publicly available on the evaluation page of UNRWA's website.

Evaluation Design Matrix, Annex from the Evaluation Terms of Reference

Evaluation Questions	Sub-Questions	Indicators/Measures	Possible Data sources/ Data collection
Relevance			
1. To what extent do the Agency's MTS monitoring, results analysis and reporting activities meet the needs of key stakeholders (internal and external)?	1.1 To what extent are MTS monitoring activities producing relevant, reliable and useful information to managers?	Manager feedback on requirements, and reliability and use of data; Use and reliability of CMM indicators; Adequacy of systems to capture results and enable performance analysis, including across required cross-cutting dimensions, e.g. gender, disability inclusion, poverty.	Stakeholder interviews and survey; Analysis of value, reliability and use of CMM indicators; Analysis of the RBM information management system and supporting systems (e.g. EMIS, eHealth) capabilities to capture results, and analyse performance across relevant cross-cutting dimensions.
	1.2 To what extent are MTS monitoring activities and reporting (AOR) aligning to requirements of external stakeholders for transparency; and simplified, harmonized results reporting;	Alignment of AOR to commitments to UNRWA's HRWG and the Grand Bargain; Donor satisfaction; Sufficiency of monitoring and RBM system(s) data to support measures of human development outcomes.	AOR content analysis; Stakeholder interviews; Analysis of capabilities of the Agency RBM IT system's data and supporting Department systems (e.g. EMIS, eHealth), as well as monitoring activities and information to support outcome measurement.
	1.3 What factors influence the relevance of the monitoring activities of staff and Agency reporting, negatively and positively?	Stakeholder feedback on the factors that positively or negatively influence the relevance of data and reporting.	Stakeholder interviews, survey of relevant internal stakeholders and users.

³⁴ For example, per the 2016-2012 Indicator Methodology Handbook, staff members involved in reporting are assigned specific roles and given RBM system access corresponding to their role. At the field level, stakeholders will include RBM Focal Points, Reporting Focal Points and Verifiers.

Efficiency			
2. How well planned and resourced are MTS results monitoring and reporting activities?	2.1 How well planned and coordinated are results monitoring processes and reporting?	Stakeholder assessments on the efficiency of monitoring and reporting activities; Coherence and synergies between the RBM system and Departmental monitoring activities and data; Consistency between results reporting.	Interviews/survey of staff involved in monitoring activities, systems use and results reporting; Process observations; Review of coherence of relevant data in information management systems (RBM, EMIS, eHealth) and reports.
	2.2 To what extent do existing resources (human resources, tools and guidelines) provide adequate and appropriate support to meet responsibilities for monitoring and reporting?	Stakeholder assessments of adequacy of resources and support to progress monitoring, results analysis and reporting; Analysis of content of monitoring and reporting outputs.	Stakeholder interviews; Survey; Content review of results documents (Semi-Annual and Annual Results Reviews and AOR).

Effectiveness			
3. To what extent are MTS monitoring and reporting activities used to inform decision-making, improve programming, and measure outcome achievement?	3.1 To what extent is monitoring data being leveraged by managers (Headquarter, Field and installation levels) to inform decisions and improve operations?	Stakeholder feedback on use of data for performance analysis, learning and decision making; Analysis of use of information management systems; Examples of use.	Interviews, survey; Review of annual and half-yearly results review documents, and Departmental and Field results review documents.
	3.2 To what extent are monitoring and reporting activities providing substantive quantitative data on results and outcome achievement?	Value, reliability and use of outcome indicators; Examples of use.	Review of value, reliability and use of outcome measures; Review of results reporting content.

Annex E: Survey of Installation, Area and Field Staff: results and analysis

As part of the evaluation an online survey was circulated to Installation, Area, and Field level staff having some responsibility for data collection, monitoring and/or reporting. This annex presents some main results of that survey.

Survey population and response rate

The survey was circulated to 952 UNRWA staff. A total of 298 responses were received, representing a 31% response rate. The survey was bilingual, with 185 (62%) of responses in Arabic, 114 (38%) in English. The survey was conducted during the period 6th - 24th November 2019. The response rates from the Health Department were low, as well as from Syria field as staff there could not access the online survey.

Department	# Staff in Distribution	# of Respondents	% Response Rate	% Respondent Population
Education	621	213	34%	71%
Health	265	49	18%	16%
Support Services	48	14	29%	5%
Relief and Social Services	20	10	50%	3%
Protection	8	5	63%	2%
Microfinance	5	5	100%	2%

Infrastructure and Camp Improvement	5	2	40%	1%
Total	972	298	31%	100%

Demographics and Comparative Analysis

Three demographic-related questions were asked to understand the final survey sample in more detail, and to facilitate comparative analysis across respondent subgroups. These questions included: Within which programme area do you work? (Q1), e.g. Health, Education, RSS; At what operational level do you work? (Q2), installation vs Area vs Field vs HQ; and Where do you primarily work? (Q3), Gaza vs Jordan vs Lebanon vs Syria vs West Bank. In addition to analysing survey results at the aggregate level (i.e. across all respondents), responses were also compared across these different respondent subgroups, by programme, operational level and field.

Data collection, monitoring and reporting roles

Two questions were asked to ascertain the type of role undertaken by respondents, and the proportion of time spent fulfilling that role. When it comes to data collection / monitoring / reporting, what are your main roles? (Q4); and, Within a typical quarter, what proportion (%) of your time do you spend on these roles? (Q5). For example:

Q4: When it comes to data collection / monitoring / reporting, what are your main roles?	n	%
Data entry on programme-level data collection/reporting systems (e.g. EMIS, eHealth)	203	69%
Supervising programme data entry	169	57%
Monitoring and analysing programme data	140	48%
Reporting data to Field Office or HQ	142	48%
Data entry in the Agency's RBM system (RBM Reporting Focal Point)	37	13%
Acting as an UNRWA RBM Verifier	18	6%
<i>NB: This is the total number of individual respondents to the question respondents could provide more than one answer:</i> TOTAL	294	

Data collection, monitoring and reporting roles by programme / sector. When considering responses according to the respondents' **programme / sectoral focus**, perhaps the most notable findings are: i) Across the education sector, the main role is data entry (84% of education respondents undertake data entry), whereas across the health sector, reporting data to the FO or HQ is the main role (69% of health respondents are involved in reporting data), and ii) More time is spent on data duties within the education and health sectors than within all other sectors

Q4: When it comes to data collection / monitoring / reporting, what are your main roles?	All responses	Education	Health	All other sectors
Data entry on programme-level data collection/reporting systems (e.g. EMIS, eHealth)	69%	84%	47%	14%
Supervising programme data entry	57%	63%	47%	43%
Monitoring and analysing programme data	48%	43%	57%	62%
Reporting data to Field Office or HQ	48%	42%	69%	57%
Data entry in the Agency's RBM system (RBM Reporting Focal Point)	13%	7%	8%	51%
Acting as an UNRWA RBM Verifier	6%	3%	2%	27%
	n=294	n=208	n=49	n=37

Data collection, monitoring and reporting roles by operational level: Looking at responses according to the respondents' **operational level**, the most prevalent roles at each operational level are unsurprising: data entry is most prevalent at the installation level, supervision at the Area Office level, and monitoring and reporting at the Field Office level (note that the HQ sample size is very small).

Q4: When it comes to data collection / monitoring / reporting, what are your main roles?	All responses	Installation	Area Office	Field Office	HQ
Data entry on programme-level data collection/reporting systems (e.g. EMIS, eHealth)	69%	84%	52%	21%	0%
Supervising programme data entry	57%	61%	70%	48%	11%
Monitoring and analysing programme data	48%	42%	52%	67%	67%
Reporting data to Field Office or HQ	48%	43%	65%	69%	33%
Data entry in the Agency's RBM system (RBM Reporting Focal Point)	13%	4%	4%	48%	44%
Acting as an UNRWA RBM Verifier	6%	3%	0%	17%	44%

n=294	n=212	n=23	n=48	n=9
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Assessing quality of the RBM approach

The main section of the survey was based on a set of statements relating to the RBM system. Respondents were asked to rank the extent to which they agreed with each statement, using a 6-point scale ranging from 'Completely disagree' to 'completely agree'. The results tables within this report present the distribution of scores along the 6-point scale, and/or a weighted average score, whereby 'marks out of six' are calculated: the higher the weighted average score, the more positive the respondent's assessment. The weighted average scale is colour coded as follows:



Q6: To what extent do you agree with the following statements?	n	Completely disagree					Completely agree	Average (out of 6)
The data collection system is easy to use	295	2%	3%	8%	20%	41%	26%	4.7
I understand why the data is being collected	292	1%	2%	3%	9%	30%	54%	5.3
I use the data collected to inform my own work planning and decision-making	293	1%	2%	3%	10%	29%	55%	5.3
My immediate colleagues use the data collected to inform their work planning and decision-making	288	2%	3%	4%	17%	40%	33%	4.9
I understand how the data collected is used by the managers at the Field and HQ level	287	3%	6%	9%	22%	34%	26%	4.6
I receive regular feedback from managers on how the data I've provided has been used	292	9%	8%	11%	21%	34%	17%	4.2

Assessing quality of the RBM approach by programme / sector: While there are only limited differences between the assessments of respondents within the education and health sectors (both of which are generally positive), it's notable that respondents from other sectors rank all statements lower, sometimes notably lower.

Average (out of 6)

Q6: To what extent do you agree with the following statements?	All responses	Education	Health	All other sectors
The data collection system is easy to use	4.7	4.9	4.8	3.9
I understand why the data is being collected	5.3	5.2	5.6	5.2
I use the data collected to inform my own work planning and decision-making	5.3	5.4	5.3	4.7
My immediate colleagues use the data collected to inform their work planning and decision-making	4.9	5.0	5.0	4.3
I understand how the data collected is used by the managers at the Field and HQ level	4.6	4.5	4.9	4.5
I receive regular feedback from managers on how the data I've provided has been used	4.2	4.2	4.3	3.8

Assessing quality of the RBM approach by operational level: Only limited differences were apparent between operational levels, although Field level staff score most statements lower than others.

Q6: To what extent do you agree with the following statements?	Average (out of 6)				
	All responses	Installation	Area	Field	HQ
The data collection system is easy to use	4.7	4.9	4.9	4.0	4.8
I understand why the data is being collected	5.3	5.2	5.7	5.3	5.6
I use the data collected to inform my own work planning and decision-making	5.3	5.3	5.6	4.8	5.1
My immediate colleagues use the data collected to inform their work planning and decision-making	4.9	5.0	5.1	4.4	4.9
I understand how the data collected is used by the managers at the Field and HQ level	4.6	4.5	4.8	4.8	5.2
I receive regular feedback from managers on how the data I've provided has been used	4.2	4.2	4.2	4.0	4.8

Measuring the most important aspects:

Q7a: Is the data you collect supporting measurement of the most important aspects of UNRWA's work in your sector?

	All responses	By programme / sector			By operational level				By Field				
		Education	Health	Other sectors	Install'n	Area	Field	HQ	Gaza	Jordan	Lebanon	Syria	West Bank
Yes	94%	96%	96%	78%	96%	100%	79%	100%	99%	95%	85%	75%	89%
No	6%	4%	4%	22%	4%	0%	21%	0%	1%	5%	15%	25%	11%
n	296	211	49	36	215	23	47	9	128	74	34	12	45

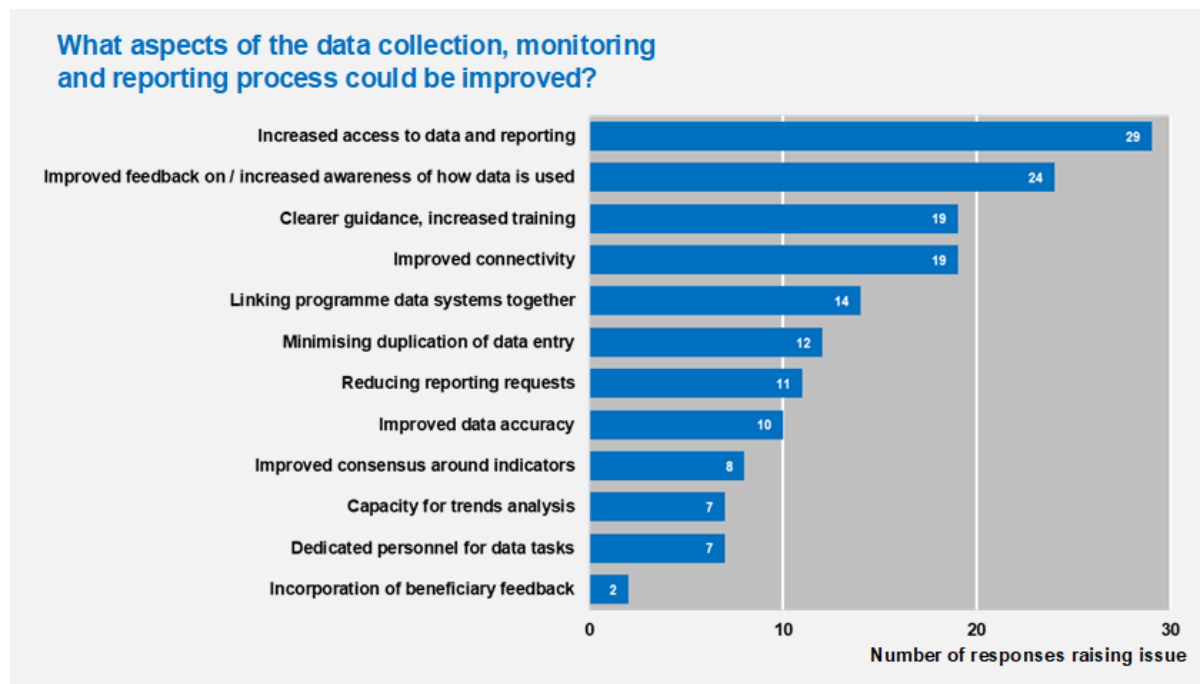
Notable is the far more negative responses from 'other sector' respondents (i.e. not education or health), Field Office level respondents, and respondents based in Syria (although the Syria sample size is small).

Analysis of qualitative feedback

Three qualitative, open-ended questions were asked:

- **Q7b: What aspects of UNRWA’s work in your sector are not being adequately measured?**
(only asked to respondents answering ‘No’ to Q7a)
- **Q8: What aspects of the data collection, monitoring and reporting process could be improved?**
- **Q9: Any final comments?**

Of these, Q8 solicited the richest data set. Responses were analysed to identify the most frequently raised issues, then responses were categorised against each of these issues. The following chart summarises the data, but it is necessarily simplistic: for a complete overview the full, unedited survey results were provided to programme departments in an accompanying spreadsheet.



Annex F: Management Response

General Response

name of evaluation:	Evaluation of the Agency's monitoring and reporting activities on the medium term strategy 2016-2021	date of evaluation report:	June 2020
reference number:	DIOS/EVAL/2019/4	date of management response:	28 June 2020

Overall remarks on the evaluation:

UNRWA welcomes the findings of this evaluation of its monitoring and reporting activities under the current Medium Term Strategy. The evaluation builds on the positive findings of the 2019 assessment by the Multilateral Organisation Performance Assessment Network (MOPAN) and highlights the many strong and effective elements of the Agency's results-based management (RBM) system. These include the policy, technical and methodological frameworks which have been put in place to facilitate the system and the support for RBM by senior management and across the organisation, as well as the structured and multi-layered discussions within UNRWA and with hosts and donors on results reporting. The evaluation also offers a number of constructive findings and recommendations, many of which are practical and not cost-intensive. We particularly welcome recommendations related to trend analysis in results reporting. This endorses the enhancements which the Department of Planning has recently made to the RBM system and which were already being rolled out to fields and programmes at the time of the evaluation. The evaluation has validated the internally agreed way forward and will considerably assist in implementation efforts.

Whilst we agree with the findings and related recommendations linked to commitments to Accountability to Affected Populations, and recognize that efforts to strengthen the Agency's approach to refugee engagement have not been fully achieved, the application of AAP goes beyond the scope of this evaluation. We welcome the recommendation, but feel that a dedicated assessment of the characteristics and challenges of UNRWA's AAP efforts is needed before recommendations can be drawn.

We would also like to record our appreciation for the constructive approach taken throughout the evaluation process, as well as the opportunity to comment on drafts of the report and engage with the evaluation team and would note that many of these comments have been incorporated into the evaluation, resulting in a strengthened final product.

Finally, as recognised through the evaluation report, we agree that the timing of this exercise is opportune, with preparatory actions for the MTS 2023-28 scheduled to start in the near future.

Response to Specific Recommendations

recommendation	management response (agree, partially agree, disagree):	action planned / taken / reason for partially agreeing or disagreeing	planned date for implementation
<p>recommendation 1:</p> <p>To better support understanding of the Agency's results and the progress it is achieving, trend analyses should be incorporated within the AOR. The Department of Planning, in collaboration with the Director of the External Relations and Communications Department, should also exploit new capacities within the Agency's RBM system to effectively visualize results data in AORs.</p> <p>Responsible: Director, Department of Planning</p>	<p>Agree</p>	<p>We agree that trend analysis would enhance understanding of UNRWA performance and are looking for opportunities to include improved trend analysis in future annual reports and complementary products (noting that the AOR serves a specific purpose, i.e. is a grant reporting tool). Improved functionality within the RBM was added specifically with this in mind, as part of the new system rolled out in 2018. The Agency will also be supported in this task through use of Enterprise Business Intelligence (EBI) tools that have been developed and are being rolled out, under the joint leadership of the Departments of Planning and Information Management and Technology.</p> <p>Efforts to effectively visualize results data in the AOR and other reporting will also be supported through the EBI platform.</p>	<p>Issued in June 2021, the 2020 AOR will incorporate the actions referenced under the adjacent column.</p>
<p>recommendation 2:</p> <p>As part of efforts to strengthen beneficiary accountability and participation mechanisms, a unified, Agency-wide approach should be developed to involve beneficiaries in the RBM cycle. This approach should include appropriate representation from fields, programmes and the Protection Division, and should utilize findings from UNRWA Protection Audits, as well as lessons from the AAP pilot project.</p> <p>Responsible: Chief, Protection Division</p>	<p>Agree</p>	<p>The Protection Division agrees on the importance of strengthening accountability and participation mechanisms when it comes to affected populations. Currently the Division is responsible for the undertaking of the protection audits, that assess UNRWA services' compliance with protection standards, including refugees' participation in the programme cycle. The protection audit provides valuable information on the strengths and weaknesses of AAP activities and lessons being learned by fields. As part of the next cycle of protection audits, results on AAP activities will be analysed, and through a participatory process, involving programmes and fields, conclusions and recommendations for Agency-wide use will be developed</p>	

<p>recommendation 3:</p> <p>The Director of Planning, in close collaboration with the Deputy Commissioner General and Agency Directors should re-orientate mid-year and annual results review meetings to increase the focus on strategic concerns rather than statistical data, and aim to strengthen the value of these meetings as a tool for learning and improvement, rather than accountability. A tracking process should also be developed to ensure systematic follow-up of action items and suggestions made.</p> <p>Responsible: Director, Department of Planning</p>	<p>Partially Agree</p>	<p>The Department of Planning does not fully agree with this recommendation. The focus of results reviews should not be considered in isolation but situated within the wider set of Agency processes and interactions in support of operational and strategic management.</p> <p>The review of data that takes place during annual and mid-year results reviews is critical for reporting, accountability and learning purposes. The meetings provide the only forum for fields, programmes and executive management to collectively review results data and reach a shared understanding of performance and progress. This is a prerequisite for informed discussions on strategic concerns, which occur at a number of junctures throughout the Agency's programming cycle. This includes as part of regular planning and quality assurance work conducted by programmes throughout the year, in regular discussions between field offices and HQ departments, at management committee meetings and at sessions of the Sub-Committee and Advisory Commission. In all these meetings, strategic discussions are informed by the data that is produced for and reviewed during results review meetings, where strategic concerns are also identified.</p> <p>The results reviews perform an important additional function in allowing for structured internal review and quality assurance of data and results which are then aggregated in the annual operational report and other reports for donors.</p> <p>The Department of Planning agrees that a tracking process will be developed to ensure the systematic follow-up of results review action points.</p>	<p>December 2020 in relation to the development of a tracking process to ensure the systematic follow-up of results review action points.</p>
<p>recommendation 4:</p> <p>As part of the mid-year and annual results review cycles, Field Directors, in collaboration with Programme Directors, should establish a more balanced communications flow and results review mechanism to engage installation and area staff. Installation and area level staff are interested in how 'their' data is</p>	<p>Agree</p>	<p>All Fields of Operation – various action plans.</p> <p>GFO plans to reinstate quarterly monitoring review meetings, coordinated by its Programme Support Office, using the data collected for the results based monitoring to assess performance and future planning and ensure means by which Area/installation staff will be more fully engaged and informed in this exercise.</p>	<p>Various GFO - Q1 2020</p>

<p>used, the decisions it influences, and trends within their programmes. These staff will have valuable insight into reasons behind performance (whether positive or negative), will have insight into data or reporting issues, and will have suggestions for how to improve the robustness and efficiency of data and reporting.</p> <p>Responsible: Field Directors</p>			
<p>recommendation 5:</p> <p>The Department of Planning should work with Agency programmes to strengthen field guidance, considering Arabic language tools and training. Further, the Department of Planning should establish a tracker accessible to Agency staff to log questions, measurement problems and resolutions about CMM indicators.</p> <p>Responsible: Director, Department of Planning</p>	<p>Agree</p>	<p>As owner of the RBM system and the programme management cycle, the Department of Planning has a key role to play in building capacity within the Agency on monitoring and reporting. This will facilitate the development and measurement of SMART indicators and ensure that programmes, fields and departments have the necessary qualitative and quantitative information to monitor progress and measure performance throughout the lifecycle of the MTS. The Agency will look to develop and roll out such training ahead of the preparation of the 2021 AOR and integrate it fully into planning for the next MTS, which will require the development of a new monitoring framework.</p> <p>The Department of Planning will also look to establish a tracker, accessible to Agency staff who use the RBM system, that allows for the logging of questions and the recording of responses in relation to CMM indicators.</p>	<p>End 2021.</p> <p>September 2020</p>
<p>recommendation 6:</p> <p>As the Agency prepares for the next MTS period and the CMM is reviewed as part of that effort, there should be an increased emphasis on developing outcome-level monitoring and reporting: this effort needs to involve both UNRWA management and the donors that help to develop and define CMM indicators. Revisions to the CMM should also aim to strengthen disaggregated reporting by</p>	<p>Partially agree</p>	<p>The recommendation refers to the lack of outcome indicators in the CMM but is based on a conclusion grounded in the number of outcome indicators in the AOR. As a result of this discrepancy, which has been raised with the evaluation team, we can only partially agree with the recommendation, as worded.</p> <p>We disagree with the conclusion that the Agency CMM gives insufficient emphasis to outcome level reporting and would offer the ratio of outcome to output indicators in the CMM (1:3) in support of this. The selection of indicators in the AOR is agreed based on discussions with donors and hosts and the indicators which donors</p>	

<p>gender and of vulnerable populations. Responsible: Director, Department of Planning</p>		<p>prioritize for their own reporting. Any changes to the indicators in the AOR will need to be discussed and agreed with donors and hosts. The Department of Planning will table this issue for discussion in a future meeting of the Harmonized Results Working Group.</p> <p>The Agency is committed to strengthening disaggregated reporting by gender and vulnerable populations and has increased its reporting by gender over the course of the MTS, including for the 2019 Annual Operational Report. The Agency will not wait until the next MTS, which does not begin until 2023, but will look for further opportunities to disaggregate by sex for the 2020 reporting cycle, whilst noting that this will not be possible for all indicators, due to the unit of analysis (household, installation, class sizes in mixed schools), where the indicator is already gender specific (e.g. maternal mortality indicators) or where sex disaggregated data would.</p> <p>For the MTS 2023-28 CMM, we will seek to further strengthen the development of indicator baselines, targets and results that are disaggregated by gender and other vulnerable populations.</p>	<p>On disaggregated data: By April 2021 for the current MTS and during the period July 2021 through June 2022 for the next MTS.</p>
<p>recommendation 7: The Director of Education should enhance the functionality of EMIS to provide field, area, and installation level staff with access to analyze data at their operational level, and ideally with functionality to compare aggregate level data relevant to their role and responsibility. Responsible: Director, Department of Education</p>	<p>Partially agree – but need clarify as to which level of staff are requesting which level of data and for what purpose; this is key as there maybe a level of misunderstanding as to what EMIS</p>	<p>Education is aware of the request of some staff for access to EMIS and when it has been raised face-to-face we were able to determine the purpose, and we found that the issue was not necessarily access to EMIS itself but to reports from EMIS and to-date which is not in the EMIS.</p> <p>Education therefore needs to continue to raise awareness of staff of the multiple opportunities to engage with education data (e.g. Agency-wide study reports, EMIS, RBM, SQA) and of the EMIS itself. Education are also reviewing reports available on the EMIS platform and considering the development of new reports to enable more analysis (especially comparative analysis) of aggregate data at the Field, area and installation level</p> <p>Education has worked, since its EMIS Agency-wide workshop in December 2019 to update the EMIS Roles and Functions matrices (following input from the Fields) to ensure there is appropriate access to <i>aggregate</i> data, while ensuring data protection policies are adhered to (i.e. no access to student or teacher individual information unless strictly</p>	<p>By Q3 2020</p> <p>By Q3 2020</p> <p>By Q1 2021</p>

	<p>provides. It is key that there is not open access to access to EMIS for the integrity of the system confidentiality is very key here as EMIS has data of individual children and teachers and schools.</p>	<p>necessary) Education is working to developing EBI dashboards displaying aggregate-level EMIS data trends to be shared with Field management (completion of these dashboards dependent on IMTD availability through July 2020)</p>	<p>By Q1 2021</p>
<p>recommendation 8: The Director of Health should enhance the functionality of eHealth to strengthen efficiency in CMM monitoring and reporting. Enhancements should support staff in reviewing their own data and comparing results relevant to their role and responsibility. Further, changes should be implemented in staff access rights to ensure the appropriate level of confidentiality and privacy of patients' records. Responsible: Director, Department of Health</p>	<p>Agree</p>	<p>The Health Department is in the process of developing data cube for Power BI for two modules (NCD and Outpatient). Power BI should be able to do so by end 2020, which will be augmented by the "new" e-health by end 2021. The Health Department is working on access rights rules together with IMTD. This will ensure that staff have access to the data according to their role and responsibilities in addition to assuring confidentiality. Initial draft of the user rights rules have been shared with IMTD and will be implemented during the course of the year. The Health Department is coordinating and follow up with IMTD in this regard.</p>	<p>December 2020 Continued improvement – onwards until introduction of new e-health. December 2020</p>

Annex G: Response of DIOS to the Management Response

1. DIOS thanks management for its comments, and for the appreciation expressed for the evaluation and the consultative approach used through the evaluation process.
2. DIOS is encouraged that management generally accepted the evaluation's analysis, findings and recommendations, and appreciates the action plan and target implementation dates.
3. Concerning the three recommendations that were partially accepted by management, DIOS would like to reiterate on the relevant evaluation findings and conclusions drawn.
4. Recommendation 3 - The Agency's RBM system is fortunate to include mid-year and annual results review discussions, which are ordinarily chaired by the DCG, and include all programme and field directors, and a range of senior headquarter and field managers. As reflected in Finding 7, paragraphs 57 and 58, these forums are highly valued by participants for their convening power on results discussions. Further, considerable time and effort is spent by fields and programmes, including the DoP, in preparing and analyzing results data ahead of these meetings. However, while strategic discussion on results *does* take place in these forums, the format is rushed and a focus of the meetings – on indicator status and behind plan performance – skews the discussion towards accountability rather than learning. The recommendation sought to encourage a reflection on the orientation of these meetings to ensure that the potential value afforded by these high-powered forums is fully exploited.
5. Recommendation 6 - Concerning the Agency's monitoring and reporting of the MTS, the current results framework for regular programmes, the CMM, includes 178 indicators of which 33 are at the outcome level. While these indicators provide relevant and valuable information to managers on results, the majority of indicators that are featured in the AORs are CMM output indicators. As reflected in Finding 12, figures 9 and 10, and paragraphs 71 and 72, over the period of this MTS, the AOR has featured results on 10 outcome, 32 output and 2 activity indicators. Of the 10 outcome indicators featured, 9 relate to educational performance (basic education and TVET graduate employment). As noted in the management response, the selection of indicators featured in the body of the AOR and its statistical bulletin is based on discussions with and priorities of donors and hosts. The evaluation concluded that a greater emphasis on outcome level indicators in the AOR, as part of the Agency's aim to strengthen its presentation on result trends, would boost the overall value of the AOR.
6. Recommendation 7 – DIOS fully agrees that a staff member's access rights to data within the EMIS system should be tailored to their role and responsibilities, and with the appropriate level of confidentiality and privacy of patients' records ensured. Additionally, DIOS understands that the Education Department will need to further explore the data needs of staff to arrange an appropriate response and functionality that is appropriate. Paragraph 42 in the report provides some context for the finding. Field-level programme staff, including area and installation managers, would like increased access to data, including the capacity to independently generate reports that are useful for their own day-to-day work. Field programme staff, including EMIS focal points, highlighted that they require headquarter approval and support to access EMIS data for analysis.
7. Notwithstanding these comments, DIOS again, wants to express its appreciation to the management and staff of UNRWA for its support to the evaluation process.