



evaluation of the unrwa protection audit mechanism

department of internal oversight
services evaluation division

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The evaluation was conducted by the Department of Internal Oversight Services Evaluation Division in collaboration with an external consultant. The evaluation was guided by the standard and internationally recognized criteria of relevance, effectiveness, efficiency and sustainability to assess the UNRWA Protection Audit mechanism.

Cover photo: Sara Yousef, a student at the UNRWA Deir El-Balah Elementary Co-Educational School, Gaza. © 2021 UNRWA Photo by Mohammed Hinnawi

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.

Contents

Acknowledgements	4
Acronyms	4
Executive Summary	5
Context and Approach	5
Major Findings	5
Relevance and Coherence	5
Effectiveness and Impact	5
Efficiency	6
Sustainability	7
Conclusions and Recommendations	7
Introduction	9
Evaluation Purpose, Objectives and Scope	9
Background to the Protection Audits	9
Evaluation Methodology	11
Challenges and Limitations	13
Major Findings	14
Relevance and Coherence	14
Effectiveness and Impact	20
Efficiency	27
Sustainability	40
Conclusions and Recommendations	42
Annexes	45
Annex A: Management Response	45
Annex B: Bibliography	49
Annex C: Interviewees	50
Annex D: Evaluation Terms of Reference	52
Annex E: Historic Overview of the Protection Audits prepared by the Protection Division	69
Annex F: List of Current Agency-wide Challenges From the 2018 PA Cycle	71
Annex G: Evaluation Survey	73

Figures

Figure 1. The five-step process of PAs.....	14
Figure 2. Staff survey response: The PA methodology covers the needs of all vulnerable groups.....	17
Figure 3. Staff survey response: Effectiveness and impact of the Protection Audits.....	22
Figure 4. Staff survey response: PAs brought change and improved protection mainstreaming	23
Figure 5. Agency degree of alignment by protection principle.....	24
Figure 6. a, b, c, d. Programmes' degree of alignment by protection principle.....	25
Figure 7. Staff survey response: The implementation of PAs is well coordinated	28
Figure 8. Staff survey responses: Capacity to conduct Protection Audits.....	28
Figure 9. Staff survey responses: Development of the recommendations	30
Figure 10. a, b. Implementation of 2016 Recommendations by Field and by Programme	32
Figure 11. Implementation of 2018 Recommendations by Field	32
Figure 12. Implementation of 2018 Recommendations by Programme	33
Figure 13. Number of partially and non-implemented recommendations by reason provided	33
Figure 14. Staff survey responses: Capacity and support to implement recommendations.....	35
Figure 15. Staff survey responses: Sufficient "ownership" of recommendations	36
Figure 16. Word cloud illustrating feedback to the question 'What are the main weaknesses of the PA mechanism?'	36
Figure 17. Staff survey response: PA findings are integrated into planning and service delivery	38

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Acronyms

AAP	Accountability to Affected Populations
AVAC	Addressing Violence Against Children
CMM	Common Monitoring Matrix
DIOS	Department of Internal Oversight Services
GBV	Gender Based Violence
GPC	Global Protection Cluster
ET	Evaluation Team
FGD	Focus Group Discussion
GFO	Gaza Field Office
HQ	Headquarters
ICIP	Infrastructure and Camp Improvement
JFO	Jordan Field Office
LFO	Lebanon Field Office
INGO	International non-governmental organization
PA	Protection Audit
PR	Palestine refugee
PTA	Parent–teacher association
RBM	Results based management system
RSS	Relief and Social Services
SFO	Syria Field Office
UN	United Nations
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
WBFO	West Bank Field Office

Executive Summary

Context and Approach

1. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) created the Protection Audit (PA) mechanism to systematically measure the Agency's progress towards mainstreaming protection in service delivery and compliance with global protection mainstreaming principles.
2. Managed by the UNRWA Protection Division, and implemented by field protection functions, the PA is planned and conducted in two-year cycles. The PA assesses service delivery through the Agency's four core programme areas of education, health, infrastructure and camp improvement, and relief and social services, and is conducted across all five fields of operation, including Gaza, Jordan, Lebanon, Syria and the West Bank.
3. First tested in 2010, the PA mechanism was subsequently refined through a participatory process. In 2015, the PA was implemented using a common approach across all fields of operation. Further updates to the methodology were made, and the PA was conducted again in 2018. A third cycle was tentatively planned to start in 2020 but was postponed to 2021 given resource constraints in the Agency's protection function, and the implications of the COVID-19 pandemic.
4. The primary objective of the evaluation was to assess the extent to which the PA mechanism meets its objectives and has contributed towards enhancing the Agency's ability to implement a common approach to mainstreaming protection standards. This has involved analysis of the relevance and coherence of the PA methodology, and the relevance, efficiency, effectiveness, impact, and sustainability of PA implementation. The evaluation was mindful of the current uncertainty about the future of the Protection Division, and the concurrent review that will propose a new strategic framework and organizational structure for the protection function in the Agency.
5. The evaluation was managed by the Evaluation Division of DIOS and conducted by an evaluation team comprising an external evaluation consultant and an UNRWA Oversight Officer. Evaluation findings were identified using a variety of tools including document reviews, remote interviews with staff from across the Agency and its fields of operation, and two online surveys to Agency staff involved in the PA mechanism.

Major Findings

Relevance and Coherence

6. Protection Audits are highly relevant to the UNRWA mandate in protecting vulnerable groups within its service delivery work. The PAs are firmly aligned with global frameworks and standards on protection. The methodology is aligned not only with UNRWA policies and approaches to protection mainstreaming, but also wider cross-cutting policies on gender mainstreaming, child protection and disability.
7. The design of the PAs has matured and improved over time and is considered, overall, a solid methodological approach by protection staff. The areas of enquiry of the PA data collection tools are perceived to be broadly commensurate with the protection mainstreaming issues that Palestine refugees potentially face.

Effectiveness and Impact

8. PAs provide a structured and standardized methodology to assess the degree of alignment of UNRWA services with protection principles, and they result in a credible quantitative measure on the state of mainstreaming in service delivery. The PA also provides complementary and in-depth, context-specific qualitative analysis.

9. There is evidence from across the Agency to show that the PA mechanism effectively identifies structural and specific protection mainstreaming challenges in UNRWA service delivery programmes, and that the PA has made an important contribution to the strengthening of protection mainstreaming across some issues. However, some findings and recommendations were found to be recurrent across the PA cycles. By the time the 2018 PA summary report was published, two thirds of all the recommendations were only partially or not at all implemented. Those recommendations that were recurrent most commonly required capital investments by the Agency or policy change. Further, the effects of the Covid-19 on operations reportedly stalled progress.
10. The PAs offer an important but not sufficient quantitative measurement of corrective actions taken by the Agency to address findings and recommendations. The status of recommendations stemming from biennial protection audits are reported as a performance indicator within the Agency Annual Operational Report (AOR). However, there is limited information concerning outcomes achieved through the recommendations, beyond whether they have been implemented. There is scope to broaden the monitoring exercise to enable an in-depth analysis on the outcomes of the PA mechanism, as well as reporting on the factors influencing the achievement, partial achievement and non-achievement of recommendation implementation.

Efficiency

11. Since its inception, the UNRWA Protection Division has managed the establishment and refinement of the normative framework for the PA mechanism. A HQ-based protection mainstreaming staff member was assigned responsibility to oversee the mechanism and take a leadership role in its biennial implementation. This position, like most UNRWA protection function personnel, has been resourced through donor-funded projects, and since June 2020, has not been renewed. The recent absence of this resource has created a gap in the governance of the mechanism and the co-ordination of the PA between fields and at the HQ level.
12. The co-ordination for implementation of the PA within fields is generally sound, although the involvement of field programme and area officers in the planning stage would help to inform and gain insights. The technical capacity of protection mainstreaming staff to undertake the PA could be enhanced in some cases to ensure in-depth protection knowledge. Furthermore, additional guidance and training is needed in some instances where probing is required on specific protection issues, as cultural norms of staff mean that some issues are 'interpreted' through a cultural lens rather than against protection mainstreaming standards.
13. The inclusive process used by fields to review findings and develop recommendations is laudable and involves staff from across the organizational hierarchy. As designed, the results of PAs and their recommendations should feed into annual operational planning. There are some positive examples of the incorporation of PA recommendations within field-level planning processes, but this is not consistently happening across all field offices. Where field offices are integrating action plans for recommendations within Annual Operational Plans and discussions in quarterly review meetings, management of recommendations is notably more efficient.
14. On the other hand, the PA methodology does not sufficiently elaborate on a process for planning and monitoring of recommendations requiring Agency-level action. Consequently, Agency-level recommendations do not generally feed into departmental Annual Operational Plans.
15. There is insufficient emphasis on the management of recommendation implementation. The PA does not currently include a requirement for the owners of recommendations, whether they be field or HQ managers, to provide a formalized management response. As a result, there is a lack of transparency of the action plans, implementation timeline, responsibilities and costings for each recommendation. Informants highlighted that a management response could facilitate a prioritization of the recommendations, which is particularly important in the context of limited financial and human resource constraints issues.

16. In terms of the timeliness of the implementation of recommendations, field-level performance is generally positive. However, as previously noted, where recommendations require HQ involvement and policy revisions, change has taken longer, partly due to the complexity of issues, persistent resource constraints of the Agency, and the lack of a coordinating figure within the HQ Protection Division.

Sustainability

17. There are positive examples of ways in which PAs have contributed to sustainable, systemic and attitudinal changes in approaches to protection. There is evidence of institutional changes on some issues, and also significant increased awareness of protection mainstreaming issues.
18. The sustainability of the PA mechanism is largely unclear. Since its development, the number of staff working within the UNRWA protection function and available to implement the assessment has substantively fallen. Between the first and second cycles of the PA, the research conducted by fields to inform the assessment, and the number installations visited and beneficiaries interviewed had to be reduced given the cuts in staff resources and overall capacity constraints in the function.

Conclusions and Recommendations

19. The PA mechanism is the Agency's primary tool to assess the extent to which all programmes are adhering to the protection principles. The PA mechanism has contributed to a stronger awareness amongst staff of protection mainstreaming issues and has enabled systematic engagement of direct service delivery staff and Palestine refugees in discussions on protection gaps. The PA mechanism has led to practical changes on the ground, and has contributed to increasing the degree of alignment of programmes to protection principles. However, the evaluation found that work could be done to strengthen core PA activities, and to further their contributions to change.
20. There is a need to ensure a sustainable governance structure, and resources for a regular, biennial PA process. The guidance, tools and training supporting staff accountable to PA activities should be strengthened to enhance skills for research activities and the development of evidence-based and SMART recommendations. There should be increased levels of collaboration and discussion between protection and programme staff at headquarters and field level in the planning, reporting and follow-up phases of PAs, and a formal management response should further transparency and accountability for recommendation action planning. Where funds to implement specific recommendations are lacking, the Protection Division should proactively develop specific project proposals. Lastly, the PA outcomes should be further leveraged by the Agency to support learning and decision-making in strategic planning processes.
21. The key opportunities to optimize the role, function and value of PAs to the Agency are summarized in the following recommendations:
- Recommendation 1. The Protection Division in collaboration with the Executive Office, as part of the analysis of the protection function restructuring, should ensure continuity of a governance structure and resources to implement the Protection Audit on a biennial basis. This includes adding a protection mainstreaming officer position in charge of overseeing and coordinating the PA and all related processes.
 - Recommendation 2. The Protection Division should broaden requirements for the planning phase of the PA to increase collaboration with programme teams at the headquarter and field levels. This should include plans to complete a review of the results of programme level assessments related to protection, and a meta-analysis of learnings from the previous PA cycles.
 - Recommendation 3. As also reflected in the DIOS Audit report on the PA mechanism, the Protection Division should strengthen the training and guidance for individuals conducting the PA. This should aim to develop the capacity of staff and equip them with the skills to identify and discern key protection issues from conflicting cultural norms.

- Recommendation 4. The Protection Division should expand the methodology and establish a standard and systematic approach to recommendation development. This should include specific guidance and training on the formulation of 'SMART' recommendations as well as a requirement for a 'project planning' approach to ensure that recommendations are costed, and include a timeframe for completion, outcome-orientated indicators, and a means of verification.
- Recommendation 5. The Protection Division should expand the PA methodology to include requirements for a formal management response to each recommendation from the relevant owner whether they be a manager at the field or HQ level. The management response should detail an action plan and target dates for completion, and these details should feed into relevant Annual Operational Plans.
- Recommendation 6. The Protection Division should further enhance the protocols for recommendation follow-up and enforce the use of ActivityInfo for monitoring and tracking recommendations across fields. Information gathered and system functionalities should support analysis and reporting of the status of recommendations, as well as the measurement of outcomes achieved and the factors for non-implementation.
- Recommendation 7. The Protection Division, in collaboration with the Department of Planning, should take steps to ensure a systematic results review discussion with fields and programmes as part of the recommendation follow-up process. These discussions should focus on approaches to address persistent PA recommendations across cycles.
- Recommendation 8. With the aim of supporting learning and decision-making for protection programming, the Protection Division should expand the methodology to ensure that a meta-analysis of results from PAs is completed each biennium to identify recurrent findings across field assessments and PA cycles. The analysis should aim to promote an understanding of Agency-wide performance, systemic issues and results, and inform the Agency's strategic planning processes.

Introduction

Evaluation Purpose, Objectives and Scope

1. The primary objective of the evaluation was to assess the extent to which Protection Audits (PAs) meet their objectives and have contributed towards enhancing the Agency's ability to implement a common approach to mainstreaming protection standards. This has involved analysis of:
 - the relevance and coherence of the PA methodology, and
 - the relevance, efficiency, effectiveness, impact, and sustainability of PA implementation.
2. The purpose of the evaluation was two-fold, to promote accountability and support learning.
 - **Accountability:** The evaluation reviewed the extent to which the PAs have been meeting their stated objectives.
 - **Learning:** The evaluation explored the factors underlying the relevance and value of the PA methodology and examined why PA recommendations have or have not been adopted.
3. The evaluation covered the PA methodology and implementation from 2016 to 2020 across the core UNRWA programme areas subject to the PAs – Education, Health, Infrastructure and Camp Improvement (ICIP) and Relief and Social Services (RSS). It included assessments of the design of the PA methodology, its implementation, and the analysis, dissemination, and uptake of PA results and recommendations. The geographical scope comprised all five fields of operation, although two – Gaza and West Bank – were covered in more depth to gain more specific insights.

Background to the Protection Audits

4. UNRWA has been measuring the progress of programmes in mainstreaming protection in service delivery and compliance with protection principles since 2010. The approach was refined over a continuous basis, using a consultative approach with fields, and in 2015 the Protection Audit (PAs) mechanism was implemented across all fields. PAs are planned in two-year cycles by the PD and at the beginning of the second cycle in 2017, a new methodology was developed. A third cycle was tentatively planned in 2020 but was postponed to 2021 given resource constraints in the Agency's protection function, and the implications of the COVID-19 pandemic.¹
5. There are three specific objectives of the PA mechanism:
 - To provide a qualitative and quantitative measurement of the degree of alignment of programme service delivery with Agency protection principles across the fields of operation;
 - To provide a qualitative and quantitative measurement of actions taken to mainstream protection in the Agency's programmes (Education, Health, RSS, and ICIP); and
 - To identify structural and/or specific protection challenges in the Agency's service delivery programmes.
6. The Protection Audit methodology focuses on four principles of protection mainstreaming, which align UNRWA protection standards to the Inter-Agency Standing Committee (IASC) Policy on Protection in Humanitarian Action and the Global Protection Cluster protection mainstreaming tools. These include:
 - **Safety and dignity:** Prevent and minimize any unintended negative effects of interventions, which can increase people's vulnerability.
 - **Meaningful Access:** Arrange for people's access to assistance and services, in proportion to need and without any barriers.
 - **Accountability to Affected Populations:** Set-up appropriate mechanisms through which

¹ Highlights on the history of the PAs are shared in Annex D

affected populations can measure the adequacy of interventions, and address concerns and complaints.

- **Participation:** Support the development of self-protection, capacities and assist people to claim their rights, including the rights to shelter, food, water and sanitation, health, and education.
7. Headquarters programme departments are responsible for ensuring that their policies and technical instructions comply with the Agency protection mainstreaming standards. The Protection Division (PD) at the Agency HQ office in Amman, Jordan, is responsible for the development of the normative framework and methodology guiding the implementation of PAs. The implementation of PAs is managed at the field level by Protection and Neutrality Leaders and supported by field protection & neutrality teams.
 8. Protection Audits are conducted within the fields of operation following a five-step approach², and each field issues a report on findings and recommendations per cycle. Subsequently, the PD aggregates information from the field reports into an Agency-wide summary report, and tracks the implementation rate of PA recommendations.

A Changing Context and Uncertain Future for Protection Mainstreaming Oversight

9. The evaluation of the PA cannot be considered in isolation from wider contextual factors and in particular the persistent financial crisis that has affected UNRWA, and the substantive reduction in the resources available for the protection function workforce over the life of the PA.
10. The PD in headquarters Amman was established in 2016, which includes two positions funded through the Agency's programme budget, including the Chief of the PD and the Head of the Gender Section. Other positions, including the headquarter resource assigned to managing the protection audit mechanism, have been funded through extra-budgetary donor contributions, predominantly provided by the United States (US). In 2017, Agency-wide, a workforce of approximately 112 staff worked in the protection function and, among other things, conducted PAs. The withdrawal of US funding from UNRWA in 2018 led to acute staff cutbacks, with a constant decline in staffing since then. At the time of writing there are 41 staff in the Agency's protection function.
11. Since 2019, two strategic reviews have been undertaken regarding the status, future direction, role and resourcing of the central and field-level protection functions. A third and ongoing review due in 2021, will propose a new strategic framework and organizational structure for the headquarters and field-level protection function.
12. Issues that have been identified within reviews³ include that whilst UNRWA has a strong protection strategy, policy and tool framework, there are some operating gaps:
 - the Protection Division in HQ-Amman is not currently positioned strategically to co-ordinate protection integration;
 - roles, responsibilities, accountabilities, and overall co-ordination in terms of protection amongst UNRWA departments and programmes need to be more clearly set out; and
 - the protection requirements for UNRWA are increasing while funding constraints have increasingly limited and impacted the Agency's protection function.
13. This context is taken into account within the findings, conclusions and recommendations of the evaluation.

² The five steps of the process are: (i) desk review of existing policy and guidelines; (ii) visits of installations and targeted interviews with programme staff; (iii) focus groups; (iv) field level workshops to review findings and formulate recommendations; (v) validation of PA results and recommendations by programme management and Deputy Field Director or Field Director.

³ Mathieson, L., 2020, UNRWA Strategic Protection Review Report

Evaluation Methodology

14. The evaluation applied the standard OECD-DAC evaluation criteria of relevance and coherence, efficiency, effectiveness, impact, and sustainability. The evaluation considered Agency objectives related to human rights, gender, and persons with disabilities, throughout all stages of the evaluation. The evaluation questions and sub-questions which guided the evaluation are summarised below (Table 1) and included within the evaluation terms of reference in Annex D.

Table 1. Evaluation Criteria and Questions	
Criteria	Evaluation questions
Relevance and coherence	<p>To what extent is the design of the PA relevant and appropriate for mainstreaming protection standards within UNRWA?</p> <ul style="list-style-type: none"> Is the Agency's approach to PA and their focus (scope) sufficiently aligned to the Agency's policies and approach to protection mainstreaming, as well as global frameworks? Is the methodology for Protection Audits providing sufficient assessment of the integration of gender, disability, and human rights considerations?
Effectiveness and Impact	<p>How effective have the Protection Audits been, considering intended, unintended, positive, and negative effects?</p> <ul style="list-style-type: none"> To what extent have Protection Audits contributed to the strengthening of protection mainstreaming within programmes (with attention to women, girls, persons with disabilities persons with disability and other vulnerable groups)? What specific outcomes/changes can be linked to PA recommendations (with attention to women, girls, the persons with disability and other vulnerable groups)? What has been the impact of PAs on the Agency's policies and programmes?
Efficiency	<p>How efficiently have Protection Audits been delivered, taking account of management, co-ordination, capacity, and financial resources?</p> <ul style="list-style-type: none"> To what extent are resources adequate and appropriate to implement Protection Audits? How relevant and sufficient is the Agency's support and guidance in the implementation of PAs at installation level?
Sustainability	<p>What are the long-term effects of the Protection Audits on protection mainstreaming, and how viable are PAs in the future?</p> <ul style="list-style-type: none"> Is there evidence of systemic or attitudinal changes in approaches to protection across the programme areas? Has there been sufficient focus and support to facilitate 'ownership' across relevant stakeholders (within UNRWA and externally) to mainstream protection, including related capacity-building? Given the changing context of UNRWA (specifically restructuring of Protection Division) are there sufficient financial and human resources for Protection Audits to be viable and effective in the future?

15. The evaluation was carried out by an evaluation team (ET) comprised of an UNRWA Oversight Officer and an independent evaluation consultant. The evaluation was conducted in accordance with the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the UN System as applicable to UNRWA, as well as the UNRWA Evaluation Policy.
16. The evaluation was conducted in parallel to an audit of the Protection Audit mechanism led by the DIOS Internal Audit Division. The primary objective of the audit was to assess the effectiveness and efficiency of governance, risk management and control processes. The audit was conducted in accordance with DIOS standards, which are designed to conform with the international internal auditing standards.

17. The main methods used for the evaluation are shown below:



Structured desk research: A structured desk review explored all relevant background information, including related Agency-wide documents, protection mainstreaming guidance, programme documentation, field level protection documents, relevant reviews and external literature (such as Global Protection Cluster documentation). These were coded against evaluation criteria.



Field-level case studies: Two field offices were explored to consider in-depth the approach, implementation, and perspectives of the PAs. The Gaza and West Bank Field Offices (GFO and WBFO) were selected: the former is the largest field of operation and constitutes over 40 per cent of UNRWA overall expenditure. The latter is one of the smaller fields of activity, however, the PA has historically been more highly resourced than other fields. Furthermore, the analysis of the Audit component focused on the remaining three fields: JFO, LFO and SFO. More details on the sampling strategy are provided in the ToR (see Annex D). The cases were examined through a desk review, remote interviews with staff from across protection, programmes and operational levels (field management and area levels that are engaged in PA implementation).



Recommendation tracking and impact assessment (field-level): An analysis of PA recommendations issued through the most recent PA cycle in the GFO and WBFO was completed to assess their relevance, appropriateness and uptake, as well as the enabling/constraining factors to implementation.



Key informant interviews: Semi-structured interviews were conducted with 63 key stakeholders (27 male, 36 female). At headquarters, this included the Departments of Planning, Education, Health, ICIP, RSS and the Protection Division. At the field-level, interviews were completed across stakeholders (Head of Office, field protection and programme staff, areas officers) in Gaza and West Bank and a select set of stakeholders were interviewed across the other three fields. In addition, external stakeholders were engaged including relevant donors and experts from key international organisations such as members of the Global Protection Cluster. Stakeholders interviewed are included in Annex C.



Online surveys: Two online surveys were developed and administered (in English and Arabic) targeted to (i) staff involved in PAs across the Agency and (ii) heads of installations. The surveys collected quantitative data that covered issues that spanned across all the evaluation criteria to: i) provide additional triangulation during data analysis; and ii) provide quantitative data to support evaluation findings across the evaluation criteria. The first survey was circulated to 144 staff members, with a 75 per cent response rate. The second survey was circulated to 189 installation heads with only a 38 per cent response rate, and only 29 respondents (15 per cent of the sample population) providing a full set of survey responses. The results of the surveys can be seen in Annex G.

The survey questions used a 4-point Likert scale to gather views of staff, and a median score was calculated to support analysis (so that comparisons could be made, and any outlier identified).

Challenges and Limitations

18. A primary challenge that the evaluation faced was the inability to travel and conduct fieldwork due to the implications of Covid-19. This was largely overcome by conducting interviews remotely which was possible given that all interviewees had access to devices and internet coverage. Observation of the PA cycle in practice (cancelled due to Covid 19 and other factors) would have provided greater familiarity with the process and observation of stakeholders' engagement.
19. A further challenge was that various staff who were involved in the management and implementation of the PA over the review period, are no longer working for UNRWA. This was successfully mitigated against by reaching out to several key former UNRWA staff who were found to be very willing to support the evaluation and provide their inputs.
20. The low response rate for the survey targeted to installation heads, meant that the survey results could not be used as a source of data to represent the perspectives of installations heads. Rather, it was considered as an additional source of information, helpful in the triangulation of results derived from other sources of data, particularly the survey and interviews with key informants.
21. Some data limitations existed in accessing data consistently across all fields of operation, for example centralized data was not available regarding the status of the implementation of recommendations across the fields. The evaluation drew upon field office monitoring which varied in approach and presentation. The cancellation of the PA cycle in 2020 meant that there was a lack of up-to-date data about the current degree of alignment against the protection principles, and the evaluation therefore relied upon data from the 2018 cycle.

Major Findings

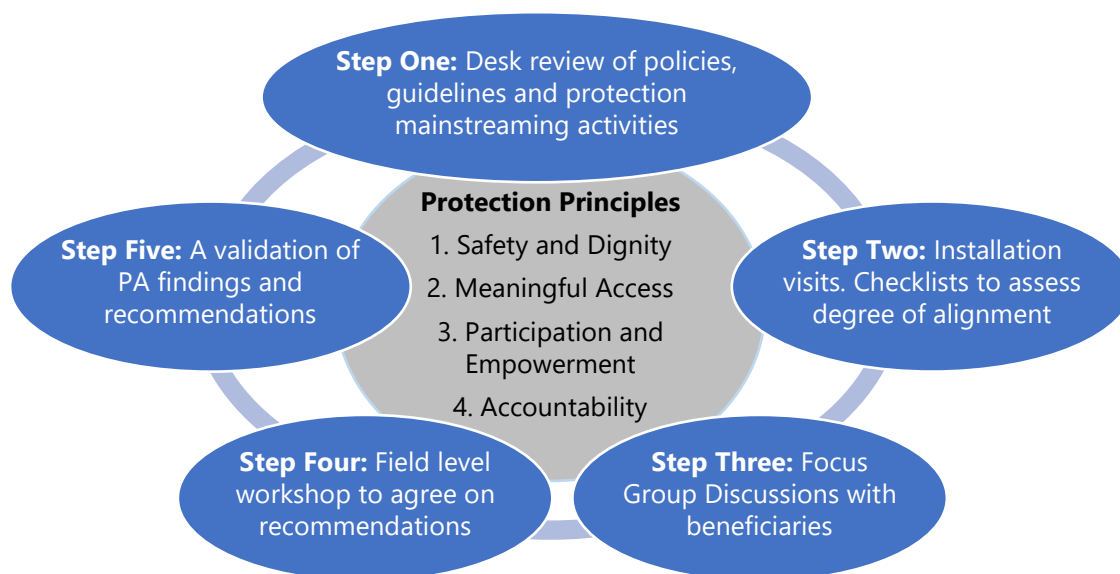
22. In this section we present the major findings against the evaluation criteria in the following order: (i) relevance and coherence; (ii) effectiveness and impact; (iii) efficiency; and (iv) sustainability.

Relevance and Coherence – Evaluation Question
To what extent is the design of the Protection Audit relevant and appropriate for mainstreaming protection standards within UNRWA?

Finding 1: The PAs are firmly aligned with global frameworks and standards on protection and represent a pioneering response to monitoring the mainstreaming of protection principles within service delivery.

23. PAs adhere to relevant global frameworks and standards for protection, in line with the Global Protection Cluster (GPC) Protection Mainstreaming Task Team, which defines protection mainstreaming as 'the process of incorporating protection principles and promoting meaningful access, safety and dignity in humanitarian aid'⁴. The Inter-agency Standing Committee policy (2016) states that protection mainstreaming is an "imperative for all humanitarian actors engaged in humanitarian response"⁵. As a tool to assess and monitor progress towards mainstreaming protection across all of UNRWA operations, it represents a concerted effort towards ensuring that a protection lens is incorporated into all operations. Interviews with external agencies revealed that UNRWA was looked to as an example, as a first organization attempting to systematically monitor and assess the mainstreaming of protection within its services.
24. The PAs predominantly focus on the four protection mainstreaming principles to align with the Inter-Agency Standing Committee Policy on Protection in Humanitarian Action and GPC Protection Mainstreaming guidance as shown in Figure 1. These are applied consistently and methodically across the data collection tools of the PA (checklists, survey and focus group discussions) and data analysis, which provides a clear framework for unpacking protection mainstreaming across the Agency's four core programme areas of Education, Health, RSS and ICIP.

Figure 1. The five-step process of PAs



⁴ Global Protection Cluster (GPC), 2014, Protection Mainstreaming Training Package

⁵ IASC, 2016, Policy: Protection in Humanitarian Action

Finding 2: The PA methodology is aligned with UNRWA policies and approaches to protection mainstreaming. The methodology is coherent with Agency-wide cross-cutting policies on gender mainstreaming, child protection and more recently disability.

25. Interviews among staff at all levels consistently highlighted that PAs are strongly aligned with the Agency's policies and approach to protection mainstreaming. The desk review confirmed that there is a strong coherence with the overall policy framework for protection and protection mainstreaming within UNRWA. This includes the 2010 guidance to provide a common Agency approach and framework to mainstream protection standards into programming⁶; the 2012 Protection Policy which set out the commitment to protection; and the Medium-Term Strategies (2010-15 and 2016-22)⁷ which recognized protection as a key cross-cutting theme and strategic outcome.
26. Furthermore, the evaluation found broad coherence with the PA methodology to wider Agency policies and aims to protect the most vulnerable Palestine refugees. Interviewees noted that the PA methodology is coherent with the Gender Equality Strategy⁸ (including GBV), and the PA checklists commendably disaggregate women to different stages and circumstances (including those that are pregnant, lactating, separated, divorced or elderly) and pose relevant questions. The PA also aligns with the Child Protection Framework⁹, and offers specific guidelines for conducting FGDs with children, posing appropriate and carefully constructed questions.
27. Specific guidelines on inclusion of people living with disabilities were added to the latest methodology comprehensively and systematically, following the release of the UNRWA Disability Inclusion Guidelines. Issues related to different disabilities are integrated systematically across each of the principles for every programme.

Finding 3: The design of the Protection Audits has matured and improved over time and is considered, overall, a solid methodological approach by protection staff.

28. The PA methodology has advanced over time to be a comprehensive, structured process, with standardized tools. The five-step process (shown in Fig. 1) and the mixed methods approach draw together different insights, including: the coherence with UNRWA policies and strategies through the desk review; perspectives from installation staff through the standardized checklists; and listening to the Palestine refugees themselves through open-ended, qualitative focus group discussions (FGDs). Below we consider each step of the data collection process (Steps 1-3) in turn.
29. The desk review (Step 1) is a fundamental first step and provides a preliminary assessment of whether UNRWA has made a commitment to mainstream protection, and if its policies and strategies incorporate protection. However, the focus is currently on the identification of areas where UNRWA policies do align rather than a more comprehensive assessment of UNRWA policies, rules, regulations and instructions that do not meet protection standards. The evaluation also heard that field level desk review and analysis is more broadly needed at this stage, and the methodology should be expanded to reflect this (currently the use of field level data is only referred to within the reporting stage of the methodology). Where field level data has been added to PA reports, it adds further verification of findings, for example the GFO 2018 PA report corroborated issues raised about violence in school, using field-level monitoring data.

⁶ UNRWA, 2010, Tool for Incorporating Minimum Standards on Protection into UNRWA Programming and Service Delivery

⁷ UNRWA, 2016. Medium Term Strategy 2016-2022

⁸ UNRWA, 2016, Gender Equality Strategy

⁹ UNRWA, 2016, Child Protection Framework

30. The visits to installations and targeted interviews with programme staff (Step 2) through the use of checklists, provides a structured and common approach to assess the protection mainstreaming principles across the different programmes. In the qualitative feedback of the survey, 14 of 73 respondents commented on the systematic approach of the PAs. The checklists have been carefully developed, combining UNRWA and international protection standards, to unpack protection mainstreaming principles within operational settings.
31. The evaluation heard divergent views as to whether the number of installation visits – 25 per cent of installations across the programmes in each Field – is sufficient, with some raising that it was too low to be representative and a small minority that it was too high given resource constraints. The resource constraints reduced installation coverage in 2018 (for example the GFO visited 54 in 2016 and 25 in 2018). Tellingly, the field offices that visited fewer installations in the 2018 cycle, found that the lower number lessened the breadth and depth of issues explored.
32. The FGDs (Step 3 of the methodology) are considered a vital opportunity to listen to the perspectives of Palestine refugees (PRs) about UNRWA services, and an important element of the PA methodology. 63 per cent of survey respondents felt that it provides a significant source of feedback to UNRWA; and within qualitative feedback ten of 66 respondents identified 'beneficiary feedback' as a main strength of the PA mechanism¹⁰. The significant role of the PA as a mechanism to receive beneficiary feedback is pertinent given widespread recognition within the Agency of the need to strengthen its Accountability to Affected Population (AAP) mechanisms, and more systematically engage with the refugee community for feedback on UNRWA services. Weaknesses in the Agency's AAP mechanisms was highlighted in the 2017-18 MOPAN assessment of UNRWA and in the 2020 evaluation of the Agency's monitoring and reporting activities on the Medium-Term Strategy¹¹. The FGDs were also acknowledged as an opportunity for beneficiaries to raise sensitive issues, for example, interviews in Gaza and West Bank noted that corporal punishment in schools was raised within FGDs by pupils which may not have come to light otherwise within the PA process.
33. The methodology regarding the delivery of FGDs, provides appropriate guidance about dividing focus groups by different demographics, specifically boys, girls, men and women from a mix of refugee camps in rural/ urban spaces as well as PRs living outside camps. This is happening in practice and questions are adapted and targeted according to the groups¹². Guidance on FGDs also follow current good practice to be representative and include persons living with disabilities, although this was found to be challenging in practice given the invisible nature of some disabilities. Field interviewees noted the need to expand the PA methodology to ensure that FGD participants are kept informed with follow-up updates on the PA process and recommendations.
34. Lastly, the appropriateness of the name of the PA as an 'audit' was questioned within interviews with both Protection and programme staff and also across HQ and field level. It was raised by interviewees that the term audit suggests an official inspection and sets a power dynamic of the installation heads being inspected. It does not convey that it is a monitoring mechanism or indeed an opportunity for learning about how to improve protection mainstreaming in the future. The evaluation also heard that it is challenging to directly translate in Arabic, and interestingly one interviewee mentioned that they translate it broadly as 'Feedback to UNRWA about their services'.

¹⁰ Within the qualitative feedback of the survey, within the 66 responses regarding 'what are the main strengths of the PA mechanism, 10 focused on the provision of beneficiary feedback (10 of 66 responses). In response to the question, in what ways could PAs be improved', 6 of 32 respondents expressed the need for increased beneficiary feedback.

¹¹ UNRWA, 2020, Evaluation of the Agency's Monitoring and Reporting Activities on the Medium-Term Strategy 2016–2021. Also, a MOPAN finding – suggest getting that reference. AAP mechanisms are not systematic.

¹² UNRWA, 2020, Protection audits detailed audit results

Finding 4: The areas of enquiry of the PA data collection tools (checklists, FGD questions, interview guide) are perceived to be generally commensurate with the protection mainstreaming issues that Palestine refugees potentially face.

35. Among the Palestine refugee population there are pockets of deep vulnerability and marginalization that need to be addressed within UNRWA operations¹³. The Protection Audit is intended as a tool to monitor whether service delivery meets the protection needs of beneficiaries, including vulnerable groups, defined by UNRWA as women, children, the elderly and the disabled¹⁴. Although the evaluation was not able to engage directly with beneficiaries, interviews and the survey explored staff views on the relevance of the methodology to perceived needs of beneficiaries.
36. Interviews consistently informed the evaluation that the scope of the methodology, and the thematic range covered through its data collection tools, e.g. checklist, survey and FGD, addresses the protection issues that Palestine refugees face. This was corroborated by the staff survey which showed that over 77 per cent of respondents agreed that the PA methodology and tools sufficiently cover the protection mainstreaming needs of all vulnerable groups.
37. Respondents (defined as *n*) were asked to respond to and rank a set of statements relating to the PA mechanism, using a 4-point scale ranging from 'strongly disagree' to 'strongly agree.' The results tables within this report present the distribution of scores along the 4-point scale, and a weighted average score, whereby 'marks out of nine' are calculated: the higher the weighted average score, the more positive the respondent's assessment. The weighted average scale is color coded as follows:



Figure 2. Staff survey response: The PA methodology covers the needs of all vulnerable groups

"The Protection Audit methodology and tools sufficiently cover the protection mainstreaming needs of all vulnerable groups (i.e. women, children, disabled, elderly)"						
Strongly agree	Agree	Disagree	Strongly disagree	I do not know	n	Average out of 9
5.41%	71.62%	17.57%	2.70%	2.70%	74	5.46

38. Within the survey of installation heads, although the response rate was low (29 full survey responses of 189 that were invited to respond), it is noteworthy that all those that responded agreed that it covered the needs of vulnerable groups, and that approximately 80 per cent felt that they were given sufficient opportunity to express concerns about beneficiaries, including access to services, safety in installations, protection needs of beneficiaries and beneficiary feedback mechanisms.
39. Data collection activities focus upon the needs of different vulnerable groups, including older people, women, children, persons living with disabilities and PRs from different ethnicities (e.g. Roma and Bedouin). Table 2 below illustrates this and highlights areas of focus of the PA of health services by vulnerable groups.

Table 2. Vulnerable groups, and considerations that are included within the health checklist	
Vulnerable Group	Issues Assessed
Women	<ul style="list-style-type: none"> Location of facilities and routes to them responsive to risks of gender-based violence

¹³ Mathieson, L., 2020, UNRWA Strategic Protection Review Report

¹⁴ UNRWA, 2015, Protecting Palestine Refugees

	<ul style="list-style-type: none"> ▪ Separate queuing system for pregnant women, lactating mothers, mothers of under-fives and others ▪ Female medical and para-medical staff available upon request ▪ Pregnant women without official marriage certificate are able to register for medical services and obtain hospital referrals ▪ Mothers and children living in a different area from father have access to health services
Older persons	<ul style="list-style-type: none"> ▪ Separate queueing system for older persons, and seats made available for them ▪ Representation of older persons on the patient's association
Children	<ul style="list-style-type: none"> ▪ Separate queuing system under-fives, their parents and others ▪ Representation on the patient's association
Persons living with disabilities	<ul style="list-style-type: none"> ▪ Transportation to and from health facilities ▪ Wheelchairs provided, and doors and corridors are clear ▪ Information is provided in verbal and written formats ▪ There is a lift in the health facility, or possibility of health services on the ground floor ▪ There are staff members who pro-actively contact clients who need house visits (for example with serious mobility issues) ▪ Consultations are undertaken in an accessible, safe and private location ▪ Communication support is provided if necessary ▪ Representation on the patient's association
Roma, Bedouin PRs	<ul style="list-style-type: none"> ▪ Have access to health facilities

40. The survey results and interviews did not identify any specific needs of vulnerable groups that were not covered within the methodology. To deepen understanding of the issues, complementary analysis is required. For example, to understand the underlying factors that constrain married girls' attendance at schools (an issue highlighted in the PA 2018 summary report), in-depth analyses of gender roles would deepen contextual understanding of the culturally differentiated roles and responsibilities, gender and social norms that influence decision-making.

41. Furthermore, interviews highlighted that UNRWA service delivery staff, for example working within health clinics and schools, raised the need for their own protection related needs to be surveyed and addressed¹⁵.

Finding 5: There is scope for the PAs to incorporate findings from other programme assessment tools that include protection elements.

42. Although the PA methodology is viewed as a comprehensive framework, programme staff highlighted that the results of their own tools, reviews and feedback mechanisms are not considered as a potential source of evidence for the PAs. This concurs with qualitative feedback provided in the evaluation survey, in which in response to the question 'in what ways could Protection Activities be improved', the primary feedback (14 of the 32 responses provided) related to 'increased collaboration on tools and processes'. A table summarizing the tools that programmes use to gather feedback from PRs is shared below (Table 3).

¹⁵ Raised by protection staff during evaluation interviews within at least three fields of operation.

Table 3. Programme tools to gather feedback from PRs				
Programme	Tools	About	Frequency	Relevant Protection Elements
Education	Perception survey ¹⁶	A survey to gather the perceptions of school staff, parents and student at all levels on the different dimensions of UNRWA education service delivery.	Every three years (Survey planned for 2020 was delayed given COVID)	Considers protection including: violence in schools; gender equality; education in emergencies and safety. Disaggregated by gender, disability.
	School quality assurance framework ¹⁷	A tool for regular evaluations of schools against quality, inclusive and equitable education indicators.	Field dependent	Includes indicators around protection, safety and security
Health	Beneficiary Satisfaction Survey	Facility-based <i>survey</i> to assess client <i>satisfaction</i> and <i>health</i> care	Field dependent (mostly on an ad-hoc basis)	Includes elements around protection (confidentiality) and accessibility
ICIP	Post-occupancy assessment	Forms to installations and circulated to end users to provide feedback	Six months after occupancy of a new building	Includes elements around protection, accessibility, safety and security
RSS	Social Work Forms	Form completed by social worker to record social work interventions. It includes a section on beneficiary feedback (Form 8)	Before every intervention is closed	If the intervention related to a protection case, the form would include elements around protection

¹⁶ UNRWA Education Department, 2016, UNRWA Research in Progress: 2016 Perceptual Survey Findings

¹⁷ UNRWA Education Department, 2018, School Quality Assurance System

Effectiveness and Impact – Evaluation Question

How effective has the PA mechanism been in meeting its objectives?

What results have PAs contributed to, considering intended, unintended, positive and negative effects?

43. The evaluation collated data from interviews and the evaluation survey to draw together evidence about the extent to which the PA mechanism meets its stated objectives. The three objectives set out in the PA methodology (2017 version) are:
- To provide a qualitative and quantitative measurement of the degree of alignment with Agency protection principles for programming and service delivery; and
 - To provide a qualitative and quantitative measurement of actions taken to mainstream protection in the Agency's programmes (Education, Health, RSS, and ICIP)¹⁸; and
 - To identify structural and/or specific protection challenges in the Agency's service delivery programmes.

Finding 6: The PAs provide an important qualitative and quantitative measure of the Agency's degree of alignment with the protection principles within its service delivery. The quantitative measure is calculated through a structured methodology and is complemented by the qualitative analysis that provides deeper insights into staff and beneficiary views.

44. A *quantitative* measure of protection mainstreaming in service delivery has been an ambitious goal of the PA since its genesis. The Agency has placed significant efforts in creating and applying a methodology that enables the structured analysis and scoring of service delivery against the operationalizing of protection mainstreaming principles. PD HQ uses this information to measure 'the degree of alignment with UNRWA Protection Standards across all aspects of programming', which is reported as a performance indicator within the Agency Annual Operational Report (AOR). The Agency-wide result of 51.8 per cent for the period 2017-18 was slightly lower than the 56.4 per cent achieved in 2016-17.
45. The use of a quantitative score is considered important to varying degrees by Agency stakeholders. For protection staff it is valued as "the only avenue through which we have something measurable to assess the status of protection mainstreaming"¹⁹. Across programmes the value of a 'number' to indicate the degree of protection mainstreaming sits more comfortably with some staff than others, with some questioning the necessity of a quantitative measure and others considering it a useful 'impression' or 'indication' of PA mainstreaming, rather than a scientific measure. For donors, the 'degree of alignment' indicator provides a rare window into protection mainstreaming within the Agency, and in some cases is used to inform their own monitoring systems.
46. The scoring across programmes and fields enables comparative data across these groups and against the protection mainstreaming standards. Trend data can also be used to show progress (or not) over time; however, this has been hindered by the changes in the methodology thus reducing the comparability of the scoring system across cycles.

¹⁸ The sequence of the objectives has been changed so that the third objective 'to identify structural and/ or specific protection challenges...' is first rather than last, in order to improve 'readability' and also to focus initially on the substantive changes in protection mainstreaming.

¹⁹ UNRWA Protection staff member

47. For the data analysis of the checklists conducted, the evaluation heard some concern about the 'statistics of the checklists' for calculating the quantitative score namely:
- The four protection mainstreaming principles have a different number of sub-scores e.g. principles related to participation and accountability are assessed by a lower number of sub-score measures than the principles of meaningful access or safety;
 - Certain sub-score measures may not always prove relevant and are marked as a '0' affecting the overall score. This happens particularly around participation, for example where there is no participatory element within RSS registration, or in the case of ICIP where buildings are decades old and therefore it is highly unlikely that survey respondents would have been involved in their design.
 - The scoring used to calculate the degree of participation and empowerment considers community-based participation, e.g. establishment of committees, community groups, platforms, but it does not consider engagement at an individual level.
48. The second element of the degree of alignment, the *qualitative* measure, is collected during interviews with installation heads and FGDs with beneficiaries. Evaluation interviews with field staff highlighted the importance of using the differing sources of information to triangulate data, combining the checklists with the more in-depth discussions with installation heads and with vulnerable groups and bringing in different perspectives from different types of stakeholders. The evaluation found that the qualitative analysis provides:
- valuable analysis and complementary in-depth narrative. For example, the WBFO 2018 report notes the low score concerning the safe passage to UNRWA installations due to Israeli occupation, and the narrative explains findings from FGDs that pupils fear going to school and quotes "we want a bus to make us feel safer" using their own words.
 - useful contextual information about the quantitative scores, for example in LFO, 57 per cent of schools were partially aligned with married children's access to education and FGDs highlighted in the qualitative analysis that both community and staff attitudes continued to be a barrier to married children attending school.
 - further exploration to probe and test the quantitative results. For example, regarding Accountability to Affected Populations (AAP) in GFO. Although there are complaint systems (complaints boxes, SMS or hotline) in place, which would warrant a positive score on the checklist, the qualitative analysis probed as to whether AAP mechanisms are suitable and effective for different beneficiary groups.
49. Notwithstanding the benefits of the qualitative data per se, there is scope for guidance regarding how to systematically analyze the data, or weight inputs from the different sources and participants.

Finding 7: The indicator 'percentage of protection mainstreaming recommendations from PAs implemented' provides a measure of the degree to which recommendations have been completed, however there is limited monitoring or reporting on outcomes from recommendations, beyond whether they have been completed.

50. The indicator the 'Percentage of protection mainstreaming recommendations from internal protection audits implemented', reports against the extent to which the PA recommendations are accomplished ('fully implemented', 'partially implemented' or 'not implemented') across the Agency. Whilst progress against this performance indicator is measured biannually by the Agency, as per the PA methodology, donors have requested that it be included within the UNRWA Annual Operational Report. It is reported in each annual report, highlighting when the data was collected. The indicator is reported at an aggregate value and disaggregated by field of operation. As an aggregate indicator by itself it is very high level and open to translation, but by unpacking it to its

constituent parts by field it becomes more meaningful, and comparisons can be made. The PA reports, used for internal purposes, helpfully provide a breakdown by programme.

51. As part of recommendation follow-up, the monitoring system should establish requirements to note evidence of the specific, measurable outcomes achieved from implementation. Although an analysis of the impact of the outcomes from PA recommendations is not part of the current methodology, more specific information on implementation could support future impact assessments.
52. Furthermore, the PA field level reports, summary report and Agency Annual Operational Report provide little explanatory information for the status of the implementation of recommendations. Whilst field level and summary reports report whether the recommendations have been fully, partially or not implemented, they do not provide justification or analysis of the reasons for partial or non-completion. The PA summary report in 2018 for example states the overall percentage of recommendations that were partially or fully implemented, and highlights that some recommendations take more time and effort to be fully implemented but does not go beyond this to discuss the different factors that have limited (or indeed facilitated) implementation. There is scope to enhance this qualitative element and identify more precisely the constraining factors and challenges inhibiting performance to support learning and decision-making going forward. The AOR reporting is particularly limiting, with information presented in a table showing 'full implementation' of recommendations (excluding 'partial implementation') and with limited scope for explanation or discussion around the challenges and context of implementation.

Finding 8: There is evidence from across the Agency to show that the PA mechanism effectively identifies structural and specific protection mainstreaming challenges in UNRWA service delivery programmes.

53. The systematic process of exploring issues by protection principles and across programmes, both through qualitative and quantitative ways provides sufficient opportunity for the identification of protection risks and protection mainstreaming gaps.
54. The evaluation survey revealed that amongst respondents over 80 per cent agreed that the PA delivers credible and reliable results, and over 75 per cent agreed that PAs support programmes to identify opportunities to improve protection mainstreaming activities (see Fig. 3). The evaluation did not identify any structural or specific protection mainstreaming challenges that were not raised within the PA process, through the desk review, interviews or qualitative survey feedback.

Figure 3. Staff survey response: Effectiveness and impact of the Protection Audits

"PAs deliver credible and reliable results"						
Strongly agree	Agree	Disagree	Strongly disagree	I do not know	n	Average out of 9
8.82%	73.53%	11.76%	1.47%	4.41%	68	5.82
"PAs support programmes in identifying opportunities to improve protection mainstreaming activities"						
Strongly agree	Agree	Disagree	Strongly disagree	I do not know	n	Average out of 9
16.18%	69.12%	8.82%	2.94%	2.94%	68	6.05

55. The role of the PA mechanism as a 'reality check', identifying gaps between UNRWA policy and what is happening in practice on the ground was emphasized by staff. For example, the PAs revealed that area and installation level staff lacked confidence in dealing with child protection issues, amongst survivors of child abuse within a school setting, and so follow-up training could be provided. Within the survey of installation heads 94 per cent agreed that Protection Audits helped their staff to better integrate protection principles into their daily work.

Finding 9: The PA has made an important contribution to the strengthening of protection mainstreaming across some issues.

PA have focused attention on key protection issues

56. Critically, over 76 per cent of staff surveyed agreed that PAs have resulted in change and contributed to improving protection mainstreaming within programmes (see Figure 4). This was also reflected in and indeed higher at the installation level where the majority of respondents felt that 'staff were better able to integrate protection principles into their daily work'. Interviews in the most part corroborated that many staff across protection and programmes at different levels of the Agency feel that the PAs have contributed to protection mainstreaming in a variety of ways.

Figure 4. Staff survey response: PAs brought change and improved protection mainstreaming

"PAs have resulted in change and contributed to improving protection mainstreaming within programmes"						
Strongly agree	Agree	Disagree	Strongly disagree	I do not know	n	Average out of 9
5.88%	70.59%	11.76%	4.41%	7.35%	68	5.52

57. For protection staff, the PAs are considered important as a mechanism to create space for discussion and to raise awareness of sensitive issues for the Agency, for example GBV and violence against children within schools. The evaluation heard that the PA mechanism can be a helpful way to initiate conversations about the concept of protection and how it relates to services. As one interviewee stated, *"It sheds light on what protection mainstreaming is for UNRWA and where the gaps are across programmes. It does also help identify priority areas for planning²⁰"*. Interviews with staff who have institutional memory of the application of Protection Audits described how they have observed over time a move from awareness of protection mainstreaming terms (such as 'accountability' to 'meaningful access') to knowledge of what it means in practice in different programmes (albeit to varying degrees).

58. The value of the Protection Audit providing an 'independent' review of protection practices of programmes was emphasized by various interviewees. While a minority of interviewees from programmes (particularly where there was a more natural crossover with Protection issues) stated that the PA 'tells us what we already know'; a majority of interviewees considered the PA invaluable in providing an 'independent perspective' to endorse and prioritize issues. For example, this was the case for the lack of access to health service by unmarried pregnant girls *"We were aware of what was needed, and the Protection Audit provided some sort of validation²¹"*.

59. This was also the case for the identification of a need for a case management system in GFO which was identified in the PA in 2016 and 2018 (see Box 1), and the development of mobile registration services in WBFO (see Box 2).

²⁰ Interview with UNRWA staff member

²¹ Interview with UNRWA staff member

Box 1. A Unified Case Management System in GFO

A gap highlighted in both the 2016 and 2018 PA cycles was the lack of GFO-wide procedures for protection case coordination and referral. Each of the Agency's core programmes had their own data management system and forms to record information, including on the registration and management of protection cases. Protection provided support and guidance and a unified system was developed with common procedures and forms to record protection information. Social workers have been trained to identify and respond to protection-related issues. Staff in health centers have referral systems to address for example GBV and child protection cases. Case management also focused on emergency situations (based on the recommendations of a PA) which has been applied during the Covid pandemic.

Box 2. The co-location of registration services in WBFO

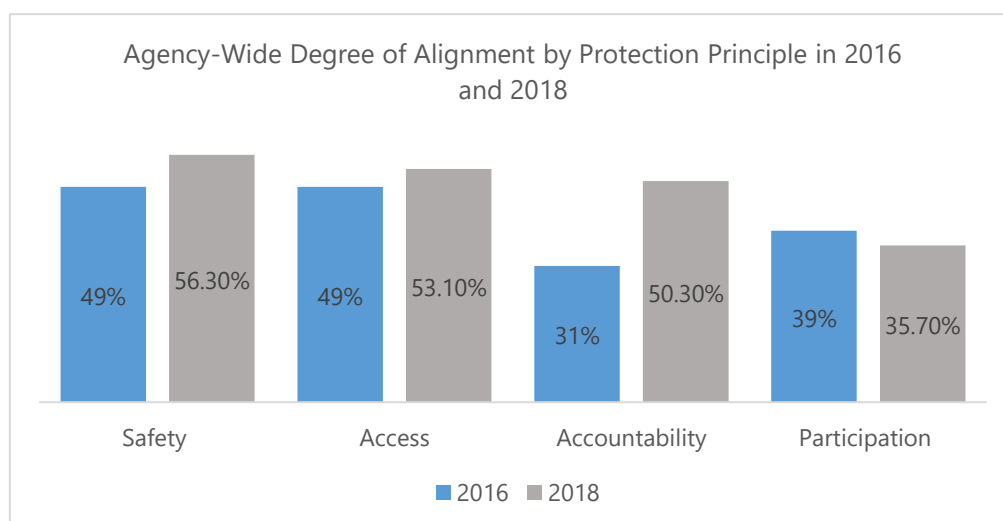
Limited access to confidential registration services and PRs having to walk long distances to reach them was highlighted in the WBFO PA reports in 2016 and 2018. Registration services have since been established in 23 health clinics which has helped to increase accessibility to registration services and to mitigate the challenges of refugees having to travel long distances. As a result of Covid 19, these services were temporarily suspended. RSSP has now developed an online registration platform that has been rolled out across the Agency.

60. Interviews also highlighted that the PAs have led to the redirecting of funding to urgent issues. As stated by one interviewee *"The PA has helped to prioritize urgent issues that pose a real danger to beneficiaries and staff"*²² for example safety issues in school buildings.

PAs have illustrated improvement in the Agency's service delivery

61. Drawing on the data available from 2016 and 2018 regarding the degree of alignment with protection principles, provides an analysis of the status of protection mainstreaming across the Agency. It can be seen from the graph below that the Agency has scored most highly on 'prioritizing safety and dignity', following by 'meaningful access', 'accountability to affected populations' (AAP) and then 'participation and empowerment'. The results cannot be wholly compared across the two cycles given changes to the methodology in the two cycles.

Figure 5. Agency degree of alignment by protection principle



²² Interview with UNRWA staff member

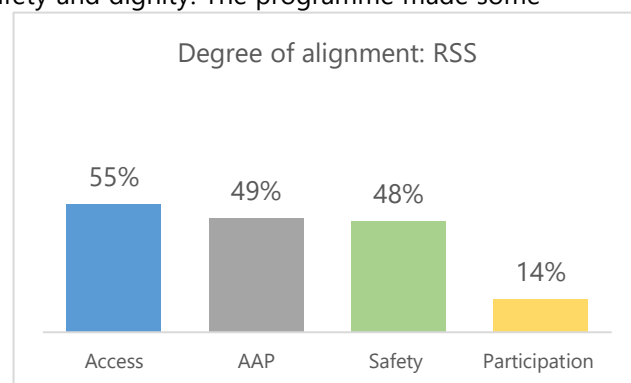
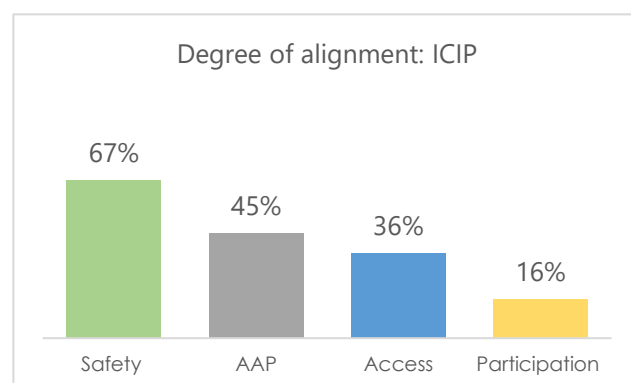
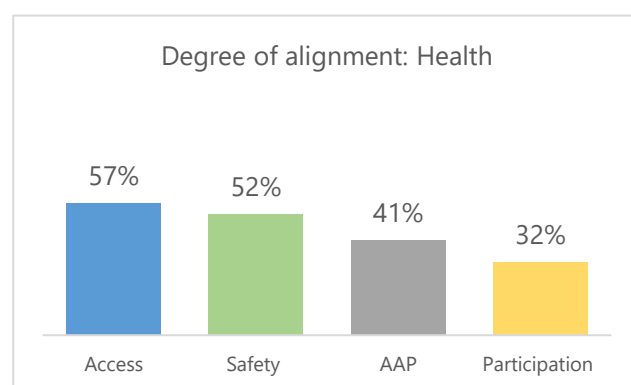
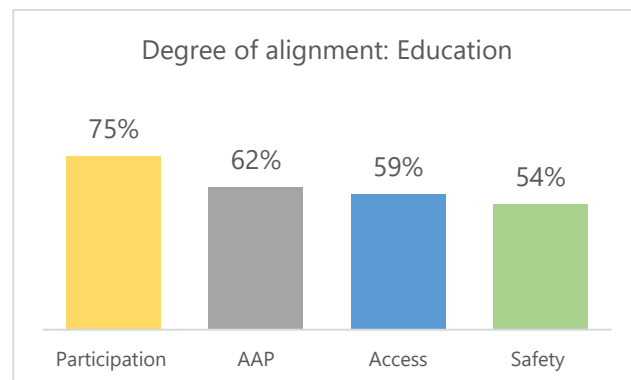
62. For 2018, the evaluation also analyzed the degree of alignment by programme, drawing upon the 2018 PA summary report. As evidenced by the graph in Figure 6, the education programme scored higher than other programmes in participation (75 per cent). This is due to the tradition of organizing participatory activities including Parents-Teachers associations. This also contributed to their score on AAP (62 per cent) given that the associations provide a feedback mechanism. The education programme scored 54 per cent for safety and dignity (with particular issues around corporal violence in schools, and safety issues around bathrooms and toilets in UNRWA schools). Meaningful access scored 59 per cent, with issues identified around constrained access to schools for married girls.

63. For the health programme, the participation level was significantly lower than education at 32 per cent but higher than ICIP and RSS, and AAP scored 41 per cent. Safety and dignity scored 52 per cent with the health programme overall providing safe, confidential and respectful services in most cases. Meaningful access scored 57 per cent, with issues highlighted including limited access to maternal health services for unmarried girls, and limited access to health facilities for persons with disabilities in some cases.

64. ICIP scored particularly highly on safety (67 per cent) as a result of a number of protocols they put in place. They scored the lowest on participation (16.4 per cent), given that they do not have direct engagement with beneficiaries and rely on installation staff to highlight maintenance issues. Meaningful access received a score of 36 per cent with concerns about access to installations for persons with disabilities; although positive efforts were made for new constructions and the development of Technical Instructions.

65. Lastly, the RSS programme scored 48 per cent on safety and dignity. The programme made some progress on the confidentiality of registration purposes, however, was unable to fully resolve issues concerning the safety of beneficiaries on the way to registration facilities. Meaningful access scored 55 per cent with progress made around home visits to vulnerable groups, but ongoing issues around unclear case management and referral systems. Accountability scored 49 per cent with positive examples of a hotline for complaints. RSS received the lowest score for participation across the Agency (14 per cent) but this was partly due to the focus on community-based participation rather than individual empowerment.

Figure 6. a, b, c, d. Programmes' degree of alignment by protection principle



66. Within evaluation interviews, ongoing and recurrent protection mainstreaming findings and recommendations that have not yet been addressed were raised. The evaluation analyzed the list that emerged within interviews against the field and summary reports in both 2016 and 2018. The table below shows those findings that (i) have occurred in both 2016 and 2018 cycles, and/ or (ii) that were identified in at least three fields.

Table 4. Recurrent protection mainstreaming findings and recommendations (2016 and 2018)	
Safety and Dignity	<ul style="list-style-type: none"> ▪ Toilets in UNRWA schools should better reflect global safety and dignity standards (i.e. location and number of toilets); ▪ Pre-natal healthcare to unmarried woman should be provided without discrimination; ▪ Violence in schools should be better addressed; ▪ Safety of PRs on the way to installations should be improved; ▪ Lack of spaces or equipment to safely collect and store files, data on protection cases; ▪ Lack of spaces to discuss protection cases in a safe and confidential manner.
Meaningful Access	<ul style="list-style-type: none"> ▪ UNRWA registration needs to be independent from a male main household; ▪ Need for a unified case management system for protection case coordination and referral; ▪ Access to school for married students should be improved; ▪ Accessibility issues for people with disabilities should be solved.
AAP	<ul style="list-style-type: none"> ▪ Development / enhancement of feedback mechanisms for PRs.
Participation	<ul style="list-style-type: none"> ▪ More formalised platforms to increase participation.

Efficiency – Evaluation Question

How efficiently have Protection Audits been delivered, taking account of management, co-ordination, capacity and financial resources?

67. In this section we discuss the efficiency of the PA mechanism at different stages:

- PA data collection process (in particular visits to installations and FGDs);
- the selection, and formulation of recommendations;
- the implementation of the recommendations; and,
- the integration of the PA findings and recommendations within Agency systems.

PA Data Collection Processes

Finding 10: The ongoing financial crisis has had a significant impact on the implementation model for the PA mechanism. Staff have demonstrated huge commitment and resilience in the face of reduced capacity and resourcing.

68. UNRWA is experiencing a sustained financial crisis, with repeated shortfalls in budget. In January 2018, UNRWA lost US\$ 300 million in planned funding from the US, with huge financial and human resource implications. The immediate result for Protection, which was particularly hard hit by the withdrawal of US funding, was the loss of a third of field protection staff positions, including all staff working in the Agency's Operations Support Officer positions. For example, in GFO in Q3 2018, the Protection Unit was cut from 5 international staff to only 1. For WBFO by the end of 2018, 11 of 35 protection-related positions were eliminated due to austerity cuts.

69. This has had significant implications for the Protection Audit, which is a time and resource intensive tool implemented by these protection teams. Protection staff are facing competing demands, the challenge of prioritizing protection needs with limited financial resources, and staff shortages. The 2018 financial crisis for the Agency influenced capacity to implement given cutbacks to the protection workforce during the PA process. The methodology was adjusted and requirements for the number of installations visited and FGDs conducted was reduced from 25 per cent to 15 per cent, and from 12 to 4 respectively. Critically, the PA was cancelled in 2020, brought about by both the implications of COVID-19 but also influenced by human resource constraints.

70. Although, protection staff have demonstrated huge commitment and resilience in the face of severe funding, resource constraints have had a significant impact on the Protection Audit both in terms of its implementation and improving protection awareness among programme staff.

71. Examples include:

- Significant staff turnover has reduced institutional memory of protection mainstreaming issues and learning from previous PA cycles.
- Uncertainty concerning the funding of staff posts has limited the capacity to commit and plan PA activities. Many staff have short-term contracts through project funding rather than programme budgets and as a result less job security. In contrast, PAs require long-term vision and commitment, significant planning and implementation over several months.
- The reduced number of staff has meant that temporary solutions have been sought, for instance a reliance on complementary staff (for example Junior Professionals on short term assignments). These 'solutions' whilst filling staff shortages do not necessarily fulfill capacity gaps appropriately, and their short-term nature means that they are less likely to be invested in and sensitized in protection. For example, Area level staff in the WB highlighted that *"we have recently been hiring a lot of daily-paid staff and these are people that only stay for the short term"*

with UNRWA and, therefore, we are unable to provide long-term training programmes to increase their capacities and sensitize people towards protection issues²³”.

Finding 11: The co-ordination of data collection for the PA within fields is generally sound. Involvement of programme and Chief Area officers in the planning stage would help to inform them and gain their insights at an earlier stage.

72. The staff survey revealed that approximately 70 per cent of staff agreed, and 30 per cent disagreed with the statement that the PA is well coordinated. On balance this suggests that there is opportunity to improve coordination. Whilst the evaluation did not hear any feedback regarding the logistics of organizing the visits to installations, focus group discussions or follow-up workshops, feedback through interviews suggested that participation of chief area officers and area programme staff could be strengthened by engaging them earlier in the planning process.

Figure 7. Staff survey response: The implementation of PAs is well coordinated

“The implementation of PAs (from planning to recommendation follow-up) is well coordinated”					
Strongly agree	Agree	Disagree	Strongly disagree	n	Average out of 9
6.38%	63.83%	27.66%	2.13%	47	5.23

Finding 12: The capacity of protection mainstreaming staff to undertake the Protection Audit is generally fit-for-purpose, although additional guidance and support is needed in some instances where probing is required on specific protection issues.

73. Amongst protection mainstreaming staff who have been closely involved in undertaking a PA, there is a clear understanding of their roles and responsibilities in the PA, and they feel well equipped to undertake the Audits. All those who responded (47) felt that they were fully aware of their roles and responsibilities; 93 per cent felt that they had adequate skills and over 83 per cent felt that they had the appropriate guidance and support (See Fig. 10).

Figure 8. Staff survey responses: Capacity to conduct Protection Audits

“I am fully aware of my roles and responsibilities in the implementation activities of PAs”					
Strongly agree	Agree	Disagree	Strongly disagree	n	Average out of 9
42.55%	57.45%	0.00%	0.00%	47	7.28
“I have adequate skills and knowledge to conduct PAs”					
Strongly agree	Agree	Disagree	Strongly disagree	n	Average out of 9
38.30%	55.32%	6.38%	0.00%	47	6.96
“The guidance and tools provide sufficient support to staff conducting PAs”					
Strongly agree	Agree	Disagree	Strongly disagree	n	Average out of 9
10.64%	72.34%	14.89%	2.13%	47	5.74

74. The evaluation, however, heard some observations (both from protection and programme staff) that those facilitating checklists were not always sufficiently conversant or confident in protection mainstreaming to probe on particular issues, which risked the checklists becoming a ‘tickbox’

²³ Interview with UNRWA staff members

exercise. The need to ensure that staff undertaking checklists and facilitating FGDs have a deep understanding of protection mainstreaming issues and can probe on issues was emphasized. Further guidance on such issues, and areas to probe further to deepen understanding, is important going forward²⁴.

75. The evaluation also heard that in some cases when sensitive issues emerged within FGDs, such as GBV, sexual exploitation or abuse (SEA), there was concern about whether those conducting the FGDs were sufficiently equipped to know what to do with the information that they had heard; although field office PA reports stated that any incidents were reported through the Agency's PSEA policy and institutional channels as per standard procedures²⁵. In cases where there were specialist staff and well-established referral systems this was not found to be the case. The methodology provides clear guidance on the system, and FOs should include their own referral pathways to the methodology, indicating that further capacity-building may be required in this area.

Finding 13: The cultural norms of staff means that some issues are 'interpreted' with a cultural lens rather than against protection mainstreaming standards.

76. Both the desk review and interviews (HQ Protection staff and field level) brought to light that Protection Audits are often 'interpreted' through cultural norms, thus resulting in staff not implementing all prescribed processes in practice. Although the cultural norms of staff generally align to the protection mainstreaming standards of the Agency, the ET found that corporal punishment in schools and the attendance of married and/or pregnant girls (see Box 3) were particularly subject to local cultural values. The complexity of these issues is a generic challenge globally and certainly not specific to the UNRWA context. It highlights the need for consideration of the appropriate skill set and cultural norms (particularly amongst middle level area staff) to conduct the PA, and to include in the protection teams staff who align to Agency protection mainstreaming standards in all areas.

Box 3. Absenteeism of married and/or pregnant girls in UNRWA schools

The Protection Audits in 2016 and 2018 drew attention to absenteeism amongst married girls and/or pregnant girls in UNRWA schools. The attitude by some UNRWA staff is that married and/or pregnant girls present an example to other girls at school and they are therefore encouraging married and/or pregnant girls to leave the school. In some cases, staff referred to national laws to support their belief, although UN laws supersede the national laws in UNRWA schools.

Recognised as an Agency-wide issue, a technical instruction was developed by Education and communicated to all schools. However, it takes time to change such social norms and interviews highlighted that the issue persists in (at least) Syria and Lebanon.

The Selection and Formulation of Recommendations

Finding 14: The inclusive process to review findings and select recommendations is commendable. It would be beneficial for the PA report to include documentation of the list of 'pre-recommendations' against the findings, and the selection criteria for the final choice of recommendations.

77. For the analysis of findings and the development of recommendations, a half or full day workshop is held to review the findings of the assessment and formulate recommendations with each programme (Step 4 of the Methodology). The intention is to have an inclusive process involving

²⁴ Stated in UNRWA, 2020, Audit of Protection Audits

²⁵ 2016 PA summary report

staff from across the organizational hierarchy who are principally affected by the PA results. Their views are sought as recommendations are formulated to enhance their feasibility, acceptance and ownership. This is considered a positive approach by the ET not only to raise awareness, but it also sets the foundations for ownership of recommendations across programmes and operational levels. Whilst the methodology sets out a list of the areas that the workshop should cover there is however little guidance about the process of analysis, selection and prioritization of recommendations.

78. The survey reflected that 70 per cent of staff felt adequately involved in results discussion, in particular by ICIP and RSS, and to a lesser extent, health and education. Less respondents, however, felt that they were adequately involved in the formulation of recommendations (see Fig.11).

Figure 9. Staff survey responses: Development of the recommendations

"Based on my role, I feel adequately involved in results discussion"						
Strongly agree	Agree	Disagree	Strongly disagree	I do not know	n	Average out of 9
4.35%	65.22%	26.09%	4.35%	0.00%	23	5.09

"Based on my role, I feel adequately involved in formulating recommendations"						
Strongly agree	Agree	Disagree	Strongly disagree	I do not know	n	Average out of 9
4.35%	52.17%	34.78%	4.35%	4.35%	23	4.77

79. The evaluation did not come across any documentation relating to the list of pre-recommendations which was initially developed and shared with workshop participants, or importantly, the criteria and discussions which had led to the selection of some recommendations over others.
80. A systematic analysis of two field offices (WBFO and GFO) found that the protection mainstreaming issues that emerged from the PA cycles were not always reflected within the recommendations that were formulated, prioritized and addressed. It would be important to expand the methodology to include reporting against the PA findings, the original list of 'pre-recommendations' and the rationale for selection or non-selection.

Finding 15: There is scope to improve the formulation of recommendations to ensure that they are SMART (specific, measurable, actionable, realistic and time-bound).

81. Guidance suggests developing no more than 10 recommendations for each programme for each FO, which has been adhered to within the 2018 cycle with 14 to 20 recommendations per field office. The recommendations are also intended to be 'SMART'. A 'light touch' review of the recommendations developed shows that while some present elements of being SMART, very few fit all the criteria.
82. Although many recommendations are 'specific' in terms of the service area, approximately one quarter were found to be insufficiently clear and broad in scope, such as *'Continue incorporating protection principles in the design of new installations'* and *'enhance meaningful access of all beneficiaries to the available health services'*. The lack of specificity means that the issue and subsequent action required by management is opaque. The 'measurability' of recommendations in terms of accomplishment is supported in most cases, but there are very few indicators to monitor and measure contribution to change.
83. Although many of the recommendations are 'actionable', they are formulated as 'outcome' statements rather than actionable recommendations. The accompanying activities, however, helpfully unpack the different elements of the recommendations in more targeted and concrete ways. Although in some cases, it is questionable as to the extent that the Agency can control some of the target recommendations, for example the need to reduce child labor (a recommendation by GFO) is beyond the immediate influence of UNRWA.

84. In terms of being 'realistic', as discussed extensively above, the realistic nature of the recommendations is tested given the ongoing financial and human resource constraints as well as unforeseen events (such as humanitarian crises and/ or Covid 19). It is not clear to the ET as to what extent the realistic nature of the recommendations is discussed within the PA workshops, or indeed that recommendations are costed to assess feasibility.
85. The 'timebound' element of the recommendations is not articulated within the list of recommendations at all. It is implicit with the PA cycle that recommendations should be implemented within two-year period (or in reality the remainder of the two years, once the PA has been conducted), but there is no specific inclusion of timeframes for each of the recommendations as discussed elsewhere.
86. There is a need to expand the methodology to develop further guidance on developing recommendations that are SMART, and this was also highlighted as a priority during a Protection Mainstreaming staff workshop which discussed potential changes to the PA²⁶.

Finding 16: Greater emphasis could be placed upon ensuring appropriate planning of the implementation of recommendations (with timeframes, milestones, responsibilities and costings for each recommendation). Prioritization of recommendations by each Field Office as per the methodology, would enable clarity around where there is the most need to allocate resources and have impact, particularly in the context of limited financial and human resource constraints.

87. In line with the need to ensure that recommendations are formulated better, there is also scope to place greater efforts on the planning of how recommendations will be operationalized. The evaluation found that planning is centered around the Action Tracking Tool, ActivityInfo, which is an important monitoring tool and requests information about the 'recommendation name', 'programme', 'status', and 'responsibility' but lacks systematic planning around the anticipated timeframe, milestones, articulation of responsibilities and costing. There is a need to develop a 'project planning' standard template/ format before completing the Action Tracking Tool.
88. The methodology provides guidance that recommendations should be prioritized as 'critical' (will have a high impact on protection mainstreaming) or 'important' (will have a medium impact on protection mainstreaming) and sequenced, where relevant. In practice, the ET found that recommendations have not been prioritized in any field of operation²⁷. In a context of financial and human resource constraints, prioritization of recommendations would enable the fields to focus their resources and energies on those recommendations that are likely to have most potential impact.

The Implementation of Recommendations

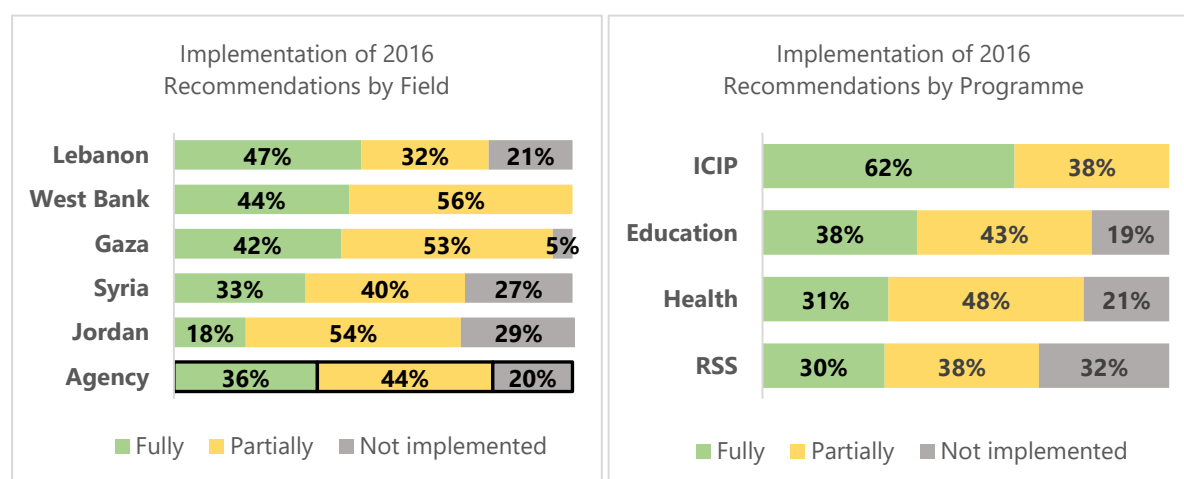
Finding 17: Progress has been made across the field offices in implementing PA recommendations. However, by the time the 2018 PA summary report was published, only one third of recommendations were fully implemented.

89. The progress on the implementation of recommendations from the 2016 and 2018 cycles is reflected in the graphs below. As evidenced in Figure 10, across the Agency 36 per cent of the 2016 recommendations were fully implemented, 44 per cent were partially implemented and 20 per cent were not at all implemented.

²⁶ UNRWA, April 2019, HQ-Fields Protection Mainstreaming workshop, Amman

²⁷ This is corroborating by findings in UNRWA, 2020, Audit of the Protection Audit

Figure 10. a, b. Implementation of 2016 Recommendations by Field and by Programme

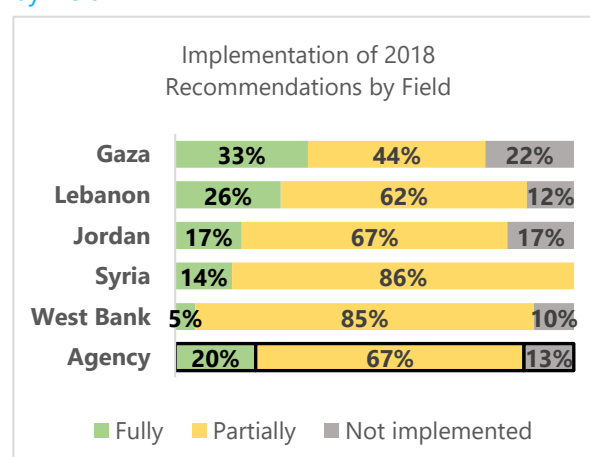


90. The target for Agency-wide recommendation completion for the 2016 cycle (assessed in 2018), was 38 per cent and with 36 per cent of fully implemented recommendations, UNRWA fell slightly short of what it had hoped to achieve. The analysis provides the opportunity to compare across fields of operation, and shows that the Lebanon, West Bank and Gaza FOs completed the most, whilst Syria and Jordan were at the lower end. When looking at the data disaggregated by programme area, ICIP managed to complete the most recommendations (62 per cent) followed by the Education programme (38 per cent), Health (31 per cent) and RSS (29 per cent). The comparably high implementation rate of ICIP recommendations can probably be explained by the fact that there were less of them as only three of five FOs issued ICIP-specific recommendations during the 2016 PA cycle.

91. Regarding the partially and not-implemented recommendations, the ET was not able to retrieve enough data to unpack the specific reasons for non-completion²⁸; however, the summary report cites that some recommendations required significant time beyond the two-year cycle. It also highlights the ambitious nature of protection mainstreaming.

92. The data for the 2018 cycle has not yet been analyzed by the Protection Division and would normally have been undertaken as part of the following PA assessment due in 2020 which was postponed. The evaluation collated data from various sources and in particular the recommendation tracking system, ActivityInfo, to assess the FOs' progress against the implementation of recommendations²⁹.

Figure 11. Implementation of 2018 Recommendations by Field



93. At the time of writing, of the 104 recommendations issued at the end of the 2018 PA cycle, 20 per cent are fully implemented, 67 per cent are partially completed and 13 per cent have not been started. The analysis shows that Gaza FO has the most fully implemented recommendations (33 per cent), followed by the Lebanon (26 per cent), Jordan (17 per cent) and Syria (14 per cent) FOs. In the West Bank FO only 5 per cent of all recommendations are fully implemented but 85 per cent were partially

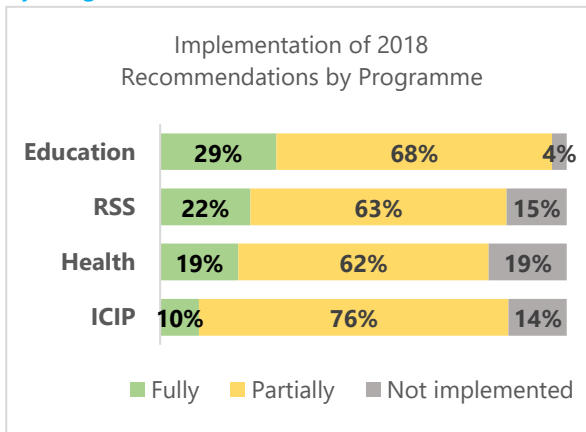
²⁸ Please note that the Agency tracking system was not brought in until the 2018 PA cycle

²⁹ Please note that data for LFO was collected from scorecards as LFO was not using ActivityInfo.

implemented and an analysis of the Agency tracking system shows that a large part of the partially or not-implemented recommendations were put on hold (or never started) due to COVID related reasons or because the recommendations are awaiting inputs or approval from HQ programme teams. Furthermore, there was a staffing gap for nine months during that period.

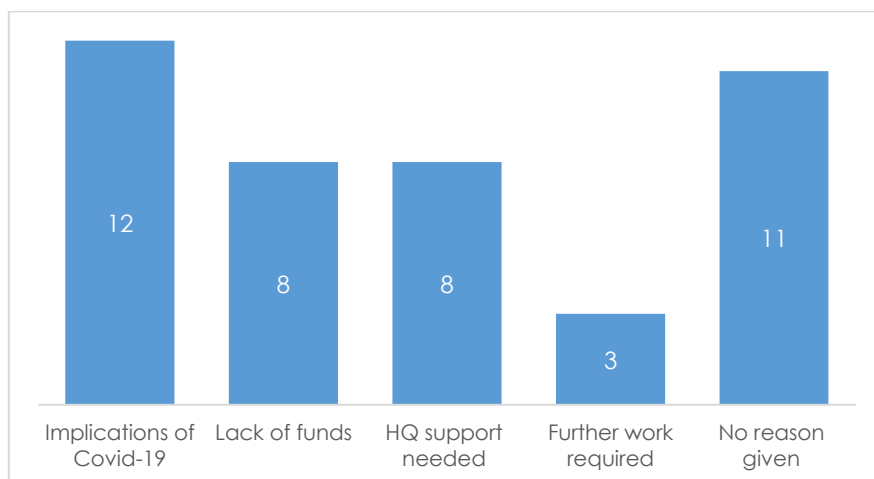
94. A review of the same data disaggregated by programme areas reveals that the Education, RSS and Health departments fully implemented 29 per cent, 22 per cent and 19 per cent of their recommendations respectively. In contrast with the previous cycle, ICIP is the least performing department and only managed to fully implement 10 per cent of its 2018 recommendations. ICIP did not only have to process more recommendations compared to the 2016 cycle but was also hardly hit by the COVID pandemic and financial restrictions that significantly impacted their operations.

Figure 12. Implementation of 2018 Recommendations by Programme



95. The graph below (Fig. 13) shows the reasons provided (stated within ActivityInfo) for partial or non-completion of recommendations in the 2018 cycle. Of the 67 recommendations that have not been fully implemented, reasons given were: the implications of Covid 19 (affecting 12 recommendations); lack of funds (eight recommendations); and the need for further HQ support to drive change (eight recommendations). For 11 recommendations that were not implemented, no reasons were given. There is no data available for the 2016 cycle.

Figure 13. Number of partially and non-implemented recommendations by reason provided



Finding 18: The financial crisis has impacted the ability of fields and programmes to respond to and implement recommendations. The COVID-19 pandemic has exacerbated the pressure on financial and human resources this and had significant effects on field operations.

96. The ongoing financial crisis has not only had an impact on the delivery of the PA process but also the implementation of the recommendations that require financial investments. At least eight of 67 recommendations have not started or been partially completed due to specified lack of funding since the start of the 2018 cycle. Furthermore, it is likely that some findings have not been responded to and recommendations developed to address them, due to financial constraints.

Current examples of recommendations that are not being implemented due to financial reasons include the installation of external lighting in schools (SFO), the improvement of school boundary walls / fences (SFO), the need to further improve the case management system (GFO), initiatives to address the needs of persons with physical or mental impairments (GFO) and building works and maintenance such as the reparation of lifts in health centers and schools (SFO).

97. Likewise, recommendations requiring significant human resources are constrained by staff shortages and a consideration in decision-making for the implementation of recommendations. As highlighted at the Field Director level, PAs can result in recommendations that are 'costly' in terms of human resources intensity. Given a range of different activities that require funding, decision-makers are more likely to select those that are high impact but require lower human resource levels.
98. During 2020, the COVID-19 pandemic has brought challenges and additional pressure on already stretched resources. Through much of 2020, field staff and financial resources were predominantly focused on adapting programmes and meeting emergency needs of beneficiaries. Consequently, results on PA recommendations were deprioritized, particularly as for example health staff were deployed elsewhere. Further, some recommendations could not be feasibly implemented. For example, school closures across the fields of operation hampered recommendations requiring operational assessments. Gaza had to postpone plans to assess school safety, and the West Bank postponed a review of the functionality of PTAs and their involvement in decision making. The evaluation heard instances of fields adapting to make progress on recommendations. Gaza and West Bank for example are planning virtual training programmes on disability inclusion.

Finding 19: Where recommendations require policy or systemic changes and HQ involvement, change can be slow. The role of Protection Division staff (in particular a Senior Protection Mainstreaming Officer) to engage, convene and co-ordinate is invaluable.

99. Desk review and interviews with field staff (amongst protection and programme staff) in several fields highlighted that where recommendations include policy or institutional change or even HQ approval, these are often slow to change. *"The areas where we found most difficulties in achieving success, were in the areas where there was some kind of policies or guidance issue that needed to be addressed or related to Agency technical instructions and needed to be addressed at HQ level. Through the audit period these were the areas where we saw less progress³⁰".*
100. HQ Protection Division support is considered critical by convening and coordinating relevant actors to drive such processes forward. However, the Senior Protection Mainstreaming Officer position is vacant (since July 2020) and is not consistently funded. An example of progress achieved for one recommendation is shared in Box 4.

Box 4. Development of a Technical Note for health patient chaperones

An issue that emerged from the PA process in 2018 was that within health centers, female patients were being seen by male doctors in a room with the door shut for confidentiality, which raised situations of potential protection risks. An Agency-wide PA recommendation was developed for the creation of a health technical instruction which set out that consultation for female patients should involve the door being closed to discuss medical issues, but the right to have a 'chaperone', a female health worker in the room if the doctor was a man. The process of changing the technical instruction took several months, facilitated by the coordination of a Senior Protection Mainstreaming officer in HQ.

³⁰ Interview with UNRWA staff member

101. Three examples of ongoing findings which require institutional/ policy changes at HQ level are:

- **Prenatal healthcare to unmarried woman.** In order for a woman to register for prenatal services at UNRWA clinics, she currently has to be married and state the name of her husband (on the e-health system). This has meant that unmarried pregnant women have not been able to access vital prenatal and neonatal health services. A policy change request was issued to the Health Department in 2018 in order to address the issue, however despite lengthy debates around the legalities of the change (particularly around whether the blood type of the father is required) and considerable negotiations around the language for the policy change (between fields and HQ), the issue has not been resolved.
- **UNRWA Registration by male household head.** UNRWA registration is conducted by household rather than individual. For a woman, registration is generally linked to her father until she is married and then it is linked to the husband's registration. If they divorce, she goes back under the registration of the father and there is no category for a woman living alone. If a female beneficiary lives apart from the registered household, it can be more difficult for them to access UNRWA services. This issue was raised by more than one field to HQ, however, concerns by HQ of how to implement and pay for the changes have stalled progress.
- **The number of toilets per students within schools³¹.** A persistent issue which has not yet been resolved is the number of toilets within schools and UNRWA's standards against others international standards. UNRWA design standards currently require a ratio of 1 toilet unit per class section, and class sizes can be up to 50 students, whilst WHO standards are a ratio of 1 toilet to 25 students.

Finding 20: Programme capacity to implement the recommendations is considered to be positive, although ownership is limited.

102. For the implementation of the recommendations, almost 80 per cent of survey respondents (all programme staff) felt that they were fully aware of their roles and responsibilities (see Fig.14). This was corroborated in interviews, where programme staff appeared to have a solid and practical understanding of recommendations that they were responsible for.

Figure 14. Staff survey responses: Capacity and support to implement recommendations

"I am fully aware of my roles and responsibilities in the implementation of the recommendations"						
Strongly agree	Agree	Disagree	Strongly disagree	I do not know	n	Average out of 9
21.74%	56.52%	17.39%	4.35%	0.00%	23	5.87
"I have sufficient support from the Protection team to deliver on the recommendations"						
Strongly agree	Agree	Disagree	Strongly disagree	I do not know	n	Average out of 9
8.70%	60.87%	21.74%	4.35%	4.35%	23	5.32

103. Although 69 per cent felt that they had sufficient support to deliver on recommendations, there were also observations that some staff within UNRWA do not have the operational authority to take the lead on changes required.

104. Further, feedback showed that there is limited ownership by programmes when it comes to PA recommendations. Only about half of the survey respondents agreed that there is sufficient

³¹ Reported in the 2016 and 2018 PA summary reports

'ownership' of recommendations by the responsible programmes to support implementation. As shown in Figure 15, this varies across programmes, with ICIP staff responding the most positively followed by RSS, Health and then Education. In contrast, protection staff responded with a comparably negative score about the sufficiency of ownership of PA recommendations. This view is a critical score given the role of protection staff in following up on all PA recommendations.

Figure 15. Staff survey responses: Sufficient "ownership" of recommendations

"There is sufficient 'ownership' of recommendations by the responsible programmes to support implementation" (Average out of 9)							
All responses	Protection	Education	Health	RSS	ICIP	Area level	Field mgmt.
4.64	4.08	4.50	4.71	5.18	6.00	5.25	4.00
n = 68	26	8	8	11	4	8	3

105. The survey included an open-ended question, asking respondents to identify the main weaknesses of the PA mechanism. A total of 51 respondents provided feedback to this question and the word cloud (Figure 16) presents the relative weight of the commonly cited weaknesses. By far the most identified one (21 mentions) was the lack of ownership by programmes – or weak integration. The concern is that Programmes do not see the recommendations as theirs to implement (with protection support as required), but instead consider it the responsibility of Protection.

Figure 16. Word cloud illustrating feedback to the question 'What are the main weaknesses of the PA mechanism?'



Finding 21: Although significant efforts have been directed to developing a recommendation tracking and reporting system, it is not consistently used by field offices. PD HQ has lacked capacity to oversee compliance.

106. The use of ActivityInfo (drawing upon a spreadsheet first developed by the WBFO to track recommendations) in the 2018 cycle marked significant progress since the previous cycle, by providing an Agency-wide system for tracking recommendations. Staff praised its support to tracking progress, analyzing bottlenecks to implementation and reviewing the feasibility of targets given resource capacity or other constraints.

107. The approach that fields use to store recommendation data in ActivityInfo, and the frequency that field's follow up is not consistent (for example the reference numbering system varies). Further, as mentioned previously, baseline data to support the measurement of change is not required through guidance nor captured in the PA system. One field office (LFO) is not using ActivityInfo, as they consider it burdensome³², and use 'Scorecards' that they have developed.

108. The PA process would benefit from an enhanced system to document: i) the recommendations that have not been completed from a previous cycle; ii) whether those recommendation remains an issue to carry through to the next cycle, and iii) the justification for non-completed recommendations being deprioritized or removed from one cycle to another.

³² UNRWA, 2020, Audit of the Protection Audit

109. There is a need for greater oversight of the recommendations tracking system by HQ PD to ensure consistency of the use of the system across the fields of operation, including shared understanding of terms and inputting, as well as increased frequency of the analysis of results.

Reporting of the PA

Finding 22: The PA field level reports are found to be informative overviews. The Agency-wide summary report provides useful trends and comparative data.

110. The reporting of the PA cycle for each field are thorough and useful summaries, that set out the contexts, protection mainstreaming structure and priorities, and methodology followed as well as reflections on the process. The overview of results and findings varies in structure and depth, with analysis by protection mainstreaming principle and to varying degrees programmes. The format varies across the fields, and further guidance could be provided in the methodology to ensure that it is more consistent.
111. The Agency-wide summary report produced by the Protection Division provides an overview and analysis at the Agency level, as well as comparative data across fields of operations. It helpfully highlights key issues against each mainstreaming principle, setting out progress, issues and some common recommendations. It also provides an overview of progress and areas for improvements for programmes, but further analysis could be provided (and presented visually) regarding the degree of alignment per programme for each of the fields.

The Integration of the PA within Agency Planning and Monitoring Systems

Finding 23: There are some positive examples of the incorporation of PA recommendations within field-level planning and monitoring processes as per the guidance set out in the methodology, but this is not consistently the case across all Field Offices. Where Field Offices are integrating recommendation follow-up discussions within annual plans and quarterly review meetings, management of recommendations is notably more efficient.

112. Two Field Offices (West Bank and Lebanon) routinely include recommendations as a standing agenda item within the issues that are tracked during quarterly expenditure and management review meetings. This fosters regular and routine tracking, raises awareness with management of progress and/ or bottle necks and also supports accountability. In one field of operation, additional capacity of a temporary intern enabled bilateral follow-up of recommendations with programmes, and while worthwhile, it was considered an ad hoc effort.
113. The inclusion of recommendations within field-level Annual Operational Plans is only currently occurring in one field of operation, despite it being part of the PA guidance. Inclusion of the PA findings and recommendations within the AOP would help to ensure that protection mainstreaming issues are considered an important and strategic priority for the field and tracked at the senior management level (as well as by relevant programmes/ protection staff). As one staff member stated *"The audit is meaningless, if it's not added to the front-office priorities and embedded in the AOP. Accountability plays a major role"*³³. This is corroborated by the staff survey. Over 42 per cent of staff find that PAs are not systematically integrated into annual planning and service delivery approaches (see Fig 17).

³³ Field Protection staff member

Figure 17. Staff survey response: PA findings are integrated into planning and service delivery

"The findings from PAs are systematically integrated into annual planning and service delivery approaches."							
Strongly agree	Agree	Disagree	Strongly disagree	I do not know	n	Average out of 9	
1.47%	54.41%	38.24%	4.41%	1.47%	68	4.61	

Finding 24: The integration of PA indicators within the Agency-wide results-based management system serves an important accountability function, while there is scope to expand on this by incorporating further indicators based upon concrete PA recommendations.

114. The inclusion of indicators relating to the PAs within the results-based management system, the Common Monitoring Matrix, is important for indicators that emerge from the PA – (1) the degree of alignment with protection mainstreaming principles, and (2) the percentage of protection mainstreaming – constitute two of the nine protection-related indicators to measure progress on Strategic Outcome 1 (Protection). That the indicators are reported within the UNRWA Annual Operational Report serves to focus Agency attention on meeting the targets and serves a critical accountability function.
115. As one interviewee stated that *"The audit has systematized mainstreaming and instilled in the programmes an awareness about protection mainstreaming, particularly as there is an indicator that they have to consider and monitor"*³⁴. The evaluation heard however concern by some Protection staff about the discrepancy in accountability of the indicator, with PD being accountable for the indicators (and playing a tracking and reporting role) yet programmes being responsible for their implementation.
116. The biennial process of the PA means that data regarding the degree of alignment is only available every two years, rather than for each annual report. Whilst this creates repetition in the UNRWA AOR, it is considered reasonable given the nature, scale and period of time that it can take for change to be achieved. Whilst data should be accessible regarding the indicators for the percentage of implementation of recommendations, in reality in some field offices the lack of routine quarterly reporting means that it is not often readily available to inform the UNRWA annual reporting process (or is reporting only against a few months of implementation).
117. There is an appetite amongst some UNRWA protection staff, programme staff and donors to include indicators which directly emerge from the recommendations and focus on concrete, priority Agency-wide protection mainstreaming issues such as around enhancing pregnant women's access to prenatal healthcare or improving access to UNRWA schools and health centers for people living with disabilities. There have been attempts to report on a broader set of protection indicators related to concrete issues since the MTS in 2016, but despite investments in formulating the indicators, they were withdrawn given concerns about the reliability of data and the consistency in reporting by fields. Whilst in these cases the practical data collection did not materialize, it is still a feasible and desirable option³⁵ and would provide an opportunity to focus on concrete protection mainstreaming issues that emerge from the PA, elevate it to an Agency wide priority and report to donors.

³⁴ Interview with UNRWA staff member

³⁵ Confirmed by Planning Department. There are also other complementary indicators reporting in the Annual reports e.g. a gender mainstreaming indicator (reporting against the UN-SWAP implementation), GBV (reporting against the number of survivors assisted) and persons with disabilities (number of refugees with disabilities supported, as well as across programmes).

Finding 25: The PA methodology does not include any formalized and systematic engagement of UNRWA HQ directors during any phases of the PA. Further there is no requirement for a formal management response to recommendations.

118. Although field managers are systematically engaged throughout the PA process and are given the opportunity to comment on field-specific PA findings and recommendations, engagement of HQ level staff in the PA process is ad hoc. Where this has occurred, it has significantly helped to drive change (see Box 5). Interviews with field and HQ staff repeatedly revealed that the lack of HQ manager involvement is a major gap and that there is a need to expand the PA methodology to set out a role for UNRWA HQ senior management. This is particularly important for the implementation of Agency-wide recommendations that require an involvement at HQ level.

Box 5. Addressing violence in schools

The PA helped to identify and elevate the issue of violence in schools within UNRWA, and that there was a need for an Agency-wide system to tackle the issue. The engagement and leadership of the CG helped to drive the process. The initiative Addressing Violence Against Children (AVAC) was launched in 2019 comprising preventative, responsive and institutional accountability measures dedicated to the elimination of violence against children (including corporal punishment) in Agency installations and service provision.

119. To improve the implementation of PA recommendations, there should be a requirement for the owners of recommendations, whether they be field or HQ managers, to provide a formalized management response. Greater emphasis could be placed to ensure appropriate management of implementation of recommendations, with timeframes, milestones, responsibilities and costings for each recommendation. This would also enable UNRWA management to formally respond to the recommendations and agree or disagree with any of them providing explanations. A formal response would equally facilitate prioritization of the recommendations, which is particularly important in the context of limited financial and human resource constraints issues.

Finding 26: The gathering, storing and sharing of knowledge and information related to PAs is currently not systematically organized and optimized, which is particularly important in the context of high staff turnover and loss of institutional memory.

120. The PA process collects a lot of information that touches on many issues across the various programmes and field offices. The PA reports synthesize the information well and collate them into accessible formats, but it is important to ensure that the knowledge management and learning is optimized from the process, and there could be further knowledge sharing across fields of operation to share experience particularly around common findings and recommendations.

121. The evaluation heard from several fields that the documents are not systematically organized within one accessible folder (with guidance materials, and all information related to each cycle). This is particularly challenging for those who are new to the organization/ role and further exacerbated by the high staff turnover experienced by the protection teams in all fields and at HQ.

122. This area was highlighted in the report of the parallel DIOS audit assignment and resulted in a recommendation that the Agency take measures to define minimum documentation and filing requirements in the PA methodology.

Sustainability – Evaluation Question

To what extent are the effects of the PA sustained, and how viable are PAs in the future?

Finding 27: There are some positive examples that PAs have contributed to sustainable, systemic, and attitudinal changes in approaches to protection across some of the recommendations across programme areas.

124. There is evidence of institutionalization of some protection issues within programmes and Agency-wide. For example, programme or organizational protocols and guidelines include the incorporation of accessibility criteria for people living with disabilities in the key infrastructure and shelter guidelines; and a development and project development checklist to facilitate protection mainstreaming across all project proposals. Such systems will go a long way to ensuring that protection mainstreaming is routinely considered within processes going forward, although it requires a good understanding of the issue in order for it to be applied appropriately.
125. Some of the ways that protection has been mainstreamed within the Agency are likely to be maintained in the future. Internal policy changes such as the development of a Technical Note on chaperoning, and the Addressing Violence Against Children (AVAC) Strategy send a strong message throughout the organization regarding the standard and practice expected within UNRWA. Whilst it needs to be complemented by awareness raising on the ground, it helps to set the appropriate enabling environment.
126. The evaluation also heard repeatedly in interviews about an increasing awareness of protection mainstreaming and changes in mindsets and attitudes, which are important building blocks for bringing about change. As one interviewee stated, *"It has contributed to a change of mindset about protection principles"*³⁶. ICIP engineers were mentioned several times within interviews with protection mainstreaming staff, as an example of programme staff who had changed their mindset, from purely considering the physical aspects of buildings, to a more holistic view and thinking about accessibility. In one interesting anecdote, the evaluation heard how in JFO a disabled person demonstrated to the engineers and contractors the actual needs and difficulties people with disabilities were facing, highlighting the importance of 'showing rather than telling' as a form of awareness-raising. As one interviewee stated *"[The Protection Audits] have changed attitudes and created a legacy – changing policies, practices and attitudes"*³⁷.
127. There are also, however, short-term solutions that have been found to protection challenges. For example, for pupils going to school where there are security risks, project-funded public transport is being provided. Whilst this is considered to be an important and necessary measure with limited other options, it is also a short to medium term solution particularly given that it is through project funding.

Finding 28: The limited financial and human resources for the protection function put the sustainability of the tool into question. There is scope to utilize the PA as an evidence base for engagement with donors to highlight outstanding protection mainstreaming challenges.

128. The 2018 financial crisis had had significant impacts on OSO/ Protection capacity and the resources that can be utilized for both the PA process and the implementation of recommendations. The predominant reliance on project funding rather than programme funding has also increased uncertainty.

³⁶ Interview with UNRWA staff member

³⁷ Interview with UNRWA staff member

129. The current strategy for reporting on protection mainstreaming to donors involves the reporting on the indicators within the annual report, and protection is also discussed in the Harmonized Results Working Group (HRWG) meeting as well as in the AdCom and SubCom meetings. Testament to the level of interest by donors is that some, led by the Swiss Development Cooperation have developed their own informal working group to discuss protection and invite UNRWA staff to speak on key protection topics. The Agency is currently attempting to formalize this group and give it a more official role.
130. Through interviews the donors also expressed an interest in learning more about the PA mechanism and its results and key findings. This could serve as a starting point for conversations about outstanding protection mainstreaming challenges and opportunities for support.

Conclusions and Recommendations

131. Strategic Outcome 1 of the MTS (2016-2021) mandates UNRWA to address the needs of the most vulnerable within its operations. The Protection Audit mechanism is the Agency's primary tool to assess the extent to which programmes are adhering to the protection principles. The PA has helped to raise awareness of protection mainstreaming issues and engage programme staff in discussions on protection gaps within service delivery. PAs have led to practical changes on the ground and have clearly contributed to increasing the degree of alignment of programmes to protection mainstreaming principles. However, DIOS found that work could be done to strengthen the role of protection audits and to further their impact at headquarters and field levels.

Conclusion 1

132. Having a mechanism to monitor the degree to which protection mainstreaming is embedded in service delivery is critical for the Agency and PAs provide a useful and credible snapshot of the Agency's service alignment to protection principles, as well as a framework to address gaps and monitor needed corrections. However, over the past years, the Agency's protection function has had to adapt to constantly diminishing financial and human resources. The cutbacks to this function have gradually reduced the scope and research approach for the PA, as well as its frequency.

Recommendation 1

The Protection Division in collaboration with the Executive Office, as part of the analysis of the protection function restructuring, should ensure continuity of a governance structure and resources to implement the Protection Audit on a biennial basis. This includes adding a protection mainstreaming officer position in charge of overseeing and coordinating the PA and all related processes.

Conclusion 2

133. Although the PA methodology is fundamentally solid, the planning process does not sufficiently reflect on the research, outputs and outcomes from the previous PA cycles. Furthermore, it does not include an analysis of findings from existing programme-owned quality assurance frameworks that also review service compliance to protection mainstreaming standards. There is scope to refine the planning step of the PA methodology to ensure that relevant results from previous cycles as well as other programme service quality assessments are analyzed, and that key learnings from these inform the PA desk review process.

Recommendation 2

The Protection Division should broaden requirements for the planning phase of the PA to include a comprehensive analysis of learnings from the previous PA cycles. This phase should be completed collaboratively with teams at the headquarter and field levels and include a review of the results of programme level assessments related to protection.

Conclusion 3

134. Protection staff have demonstrated huge commitment and resilience in the face of the ongoing financial crisis, which has had a significant impact on staff turnover and resourcing to deliver the PAs. The staff ability to conduct data collection for the PA is generally good although a deeper understanding of protection issues is needed in some cases, particularly where cultural norms are not aligned with protection standards.

Recommendation 3

As also reflected in the DIOS Audit report on the PA mechanism, the Protection Division should strengthen the training and guidance for individuals conducting the PA. This should aim to develop the capacity of staff and equip them with the skills to identify and discern key protection issues from conflicting cultural norms.

Conclusion 4

135. The formulation and development of recommendations shows significant areas of progress and, at field level, engages actors across the organizational hierarchy. However, there is scope to improve how recommendations are formulated and their implementation is planned.

Recommendation 4

The Protection Division should expand the methodology and establish a standard and systematic approach to recommendation development. This should include specific guidance and training on the formulation of 'SMART' recommendations as well as a requirement for a 'project planning' approach to ensure that recommendations are costed, and include a timeframe for completion, outcome-orientated indicators, and a means of verification.

Conclusion 5

136. The Evaluation noted that in cases where field leadership championed the PA process, it enabled greater ownership and support to all phases of the PA, including its planning and implementation, the analysis and use of results, and in the development and implementation of recommendations. However, the current methodology lacks a requirement for a formal management response and recommendations are not always included in relevant Annual Operational Plans. This additional process step would increase transparency and the use of results, as well as ensure greater accountability among programme managers to the implementation of recommendations.

Recommendation 5

The Protection Division should expand the PA methodology to include requirements for a formal management response to each recommendation from the relevant owner whether they be a manager at the field or HQ level. The management response should detail an action plan and target dates for completion, and these details should feed into relevant Annual Operational Plans.

Conclusion 6

137. As mentioned in the DIOS audit report of the PA mechanism, the system for monitoring and tracking PA recommendations has been strengthened through the use of ActivityInfo, however differences remain in how fields conduct recommendation follow-up activities. Furthermore, the documentation and details on the outcomes from recommendations implemented, and constraints inhibiting open recommendations is not consistently captured to support meta-analysis or the measurement of the effectiveness and impact of the PA mechanism.

Recommendation 6

The Protection Division should further enhance the protocols for recommendation follow-up and enforce the use of ActivityInfo for monitoring and tracking recommendations across fields. Information gathered and system functionalities should support analysis and reporting of the status of recommendations, as well as the measurement of outcomes achieved and the factors for non-implementation.

Conclusion 7

138. The evaluation noted that a number of recommendations involving persistent protection issues, remain open over cycles. This is especially true for recommendations that require resources or efforts over a medium to longer term. To heighten attention to these recommendations, the Agency should bring programme and field management team leaders together on a systematic basis to discuss and address constraining issues. When appropriate, the Agency should develop project proposals to mobilize resources to address key outstanding and recurrent recommendations.

Recommendation 7

The Protection Division, in collaboration with the Department of Planning, should take steps to ensure a systematic results review discussion with fields and programmes as part of the recommendation follow-up process. These discussions should focus on approaches to address persistent PA recommendations across cycles.

Conclusion 8

139. PAs have matured significantly since their genesis and provide a structured and systematic approach, producing credible evidence about the status of protection mainstreaming in service delivery across core programme areas. While the PA reporting provides some analysis of common findings and recommendations from the field-level assessments, the analysis is not systematically feeding into the Agency's strategic planning processes on protection. To bring further value to the PA mechanism, a biennial analysis of field-level reporting should be undertaken to identify recurrent findings and promote an understanding of Agency-wide performance, results and needs.

Recommendation 8

With the aim of supporting learning and decision-making for protection programming, the Protection Division should expand the methodology to ensure that a meta-analysis of results from PAs is completed each biennium to identify recurrent findings across field assessments and PA cycles. The analysis should aim to promote an understanding of Agency-wide performance, systemic issues and results, and inform the Agency's strategic planning processes.

Annexes

Annex A: Management Response

General Response

name of evaluation:	Evaluation of the Agency's Protection Audit Mechanism	date of evaluation report:	April 2021
reference number:	DIOS/EVAL/2021/1	date of management response:	11 April 2021
Office and person coordinating the management response / recommendation follow up: Chief of Protection Division			

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: The Protection Division in collaboration with the Executive Office, as part of the analysis of the protection function restructuring, should ensure continuity of a governance structure and resources to implement the Protection Audit on a biennial basis. This includes adding a protection mainstreaming officer position in charge of overseeing and coordinating the PA and all related processes.</p> <p>Responsible: Chief, Protection Division</p>	Agree	The re-structuring of the Protection function is based on developing a Strategic Protection Framework and a Theory of Change. The draft document (mid-April) acknowledges the importance of Protection Mainstreaming and the tool that the PAs represent. The structure will reflect this prioritisation. The hiring of the Protection Mainstreaming Officer will depend on availability of funds. Note the Senior Protection Mainstreaming Officer post was part of UNRWA submission to ACABQ.	Dec 2021

<p>Recommendation 2: The Protection Division should broaden requirements for the planning phase of the PA to include a comprehensive analysis of learnings from the previous PA cycles. This phase should be completed collaboratively with teams at the headquarter and field levels and include a review of the results of programme level assessments related to protection.</p> <p>Responsible: Chief, Protection Division</p>	Agree	<p>The PA methodology will be reviewed in 2021 to include this recommendation. Each PA cycle will be preceded by an analysis of the implementation of the recommendations of precedent cycles.</p>	Dec 2021
<p>Recommendation 3: As also reflected in the DIOS Audit report on the PA mechanism, the Protection Division should strengthen the training and guidance for individuals conducting the PA. This should aim to develop the capacity of staff and equip them with the skills to identify and discern key protection issues from conflicting cultural norms.</p> <p>Responsible: Chief, Protection Division</p>	Agree	<p>The PA methodology will be reviewed to include the training.</p> <p>The training will be developed before the next PA cycle.</p>	Q1 2022
<p>Recommendation 4: The Protection Division should expand the methodology and establish a standard and systematic approach to recommendation development. This should include specific guidance and training on the formulation of 'SMART' recommendations as well as a requirement for a 'project planning' approach to ensure that recommendations are costed, and include a timeframe for completion, outcome-</p>	Agree	<p>The recommendations need to be SMART. The methodology will include clear guidance on formulation of recommendations, including considerations for time, resources needed for their implementation and mechanism for their approval by managers at the programme and field levels.</p> <p>However, the ownership of recommendation and development of project plans for their implementation</p>	Dec 2021

orientated indicators, and a means of verification. Responsible: Chief, Protection Division		would still reside at the programme level.	
Recommendation 5: The Protection Division should expand the PA methodology to include requirements for a formal management response to each recommendation from the relevant owner whether they be a manager at the field or HQ level. The management response should detail an action plan and target dates for completion, and these details should feed into relevant Annual Operational Plans. Responsible: Chief, Protection Division	Agree	This will be done in the methodology of the next PA.	Dec 2021
Recommendation 6: The Protection Division should further enhance the protocols for recommendation follow-up and enforce the use of ActivityInfo for monitoring and tracking recommendations across fields. Information gathered and system functionalities should support analysis and reporting of the status of recommendations, as well as the measurement of outcomes achieved and the factors for non-implementation. Responsible: Chief, Protection Division	Agree	The methodology of the new cycle will include a requirement to establish an action plan for the follow-up on the recommendations, that will be agreed by Managers at the programmes and the field level. The action plan will include the use of ActivityInfo.	Dec 2021
Recommendation 7: The Protection Division, in collaboration with the Department of Planning,	Agree	The methodology will include a step for the review of the results of previous recommendations/ issues identified and	Dec 2021

<p>should take steps to ensure a systematic results review discussion with fields and programmes as part of the recommendation follow-up process. These discussions should focus on approaches to address persistent PA recommendations across cycles.</p> <p>Responsible: Chief, Protection Division</p>		<p>how they were addressed. The process will include the Department of Planning, the Programmes, and the fields. This would be a learning exercise to discuss successes in the implementation of the recommendations and challenges.</p>	
<p>Recommendation 8: With the aim of supporting learning and decision-making for protection programming, the Protection Division should expand the methodology to ensure that a meta-analysis of results from PAs is completed each biennium to identify recurrent findings across field assessments and PA cycles. The analysis should aim to promote an understanding of Agency-wide performance, systemic issues and results, and inform the Agency's strategic planning processes.</p> <p>Responsible: Chief, Protection Division</p>	<p>Agree</p>	<p>A meta-analysis of results will be organized with analysis of previous cycles and their recommendations. The exercise will identify recurrent issues, non-implemented recommendations, and other issues that need to feed into the Agency's strategic planning process. This meta-analysis will be under-taken before the upcoming UNRWA strategic planning process.</p>	<p>Q3 2022</p>

Annex B: Bibliography

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http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=102. United Nations Evaluation Group (UNEG). Norms and Standards for Evaluation in the UN System, UNEG, New York (2005).

Annex C: Interviewees

Headquarters offices, including staff from support offices and programme departments

1. Sana Jelassi, Head of the Gender Section and Acting Chief, Protection Division
2. Damian Lilly, Former Chief, Protection Division
3. Simona Pari, Former Protection Mainstreaming Officer, Protection Division
4. Sam Rose, Director, Department of Planning
5. Sean McGreevy, Senior Programme Officer, Department of Planning
6. Dorothee Klaus, Director, RSSD
7. Kholoud Homsî, Chief Social Services, RSSD
8. Munir Manneh, Director, ICIP
9. Hala Alasir, Chief Architecture Division, ICIP
10. Akihiro Seita (Dr), Director, Department of Health (HD)
11. Frosse Dabit, Education Programme Specialist, ED
12. Hanan Al-Kanash, Chief Teaching and Learning, ED
13. Anna Wilson, AVAC Coordinator, ED

Field offices, including staff from support offices and departments

14. Gwyn Lewis, Director, WBFO
15. Allegra Pacheco, Head, Protection and Neutrality Team, WBFO
16. Oliver Bridge, Technical Protection and Neutrality Lead, WBFO
17. Samantha Hutt, Former Protection Mainstreaming Officer, WBFO
18. Lubna Madyeh, Field Programme Chief, RSS, WBFO
19. Amal Ghanem, Programme Manager, RSS, WBFO
20. Wafa Ali, Field Social Services Officer, RSS, WBFO
21. Rasha Musleh, Programme Support Officer, RSS, WBFO
22. Basil Banat, Remedial Education Coordinator, ED, WBFO
23. Tharwat Nashashibi, HD Assessment Unit, ED, WBFO
24. Dima Abu al-Saud, Deputy Field Programme Chief, ICIP, WBFO
25. Adnan Qarmash, Field Programme Chief, HD, WBFO
26. Khawla Abu Diab, Field Nursing Services Officer, HD, WBFO
27. Najwa Eissa, Field Nursing Services Officer, HD, WBFO
28. Hanadi Abu-Taqa, Chief Area Officer, Nabulus Area, WBFO
29. Tha'er Jalloud, Chief Area Officer, Central Area, WBFO
30. Amjad Abu-Laban, Chief Area Officer, Southern Area, WBFO
31. Ahseea Ahmed, Head, Protection and Neutrality Team, GFO
32. Sahar Al-Dalou, Associate Protection and Neutrality Officer, GFO
33. Deebe Abu-Nejila, Associate Protection and Neutrality Officer, GFO
34. Samaher Said, Associate Protection and Neutrality Officer, GFO
35. Asem Abu-Shawish, Field Programme Chief, RSS, GFO
36. Mohammad Farahat, Field Social Services Officer, RSS, GFO
37. Kamal Shammout, Field Relief Services Officer, RSS, GFO
38. Farid Abu-Athra, Field Programme Chief, ED, GFO
39. Mohammad El-Agha, Technical Support Coordinator, ED, GFO
40. Naser Abu Shuqair, Area Education Officer, ED, GFO
41. Mohammed Reyati, Field Programme Chief, ICIP, GFO
42. Wisam Mubarak, Field Sanitary Engineer, ICIP, GFO
43. Hala Mughari, Field Nursing Services Officer, HD, GFO
44. Anita Tham, Former Head, Protection and Neutrality Team, SFO
45. Simon Onyango, Acting Head, Protection and Neutrality Team, SFO
46. Ismael Fridou, Former Area Support Officer, Protection and Neutrality Team, GFO
47. Sallee Gregory, Deputy Director (Programmes), JFO
48. Cynthia Cline, Head, Protection and Neutrality Team, JFO

- 49. Sedami Assogbavi, Former Protection Mainstreaming Associate, JFO
- 50. Claudio Cordone, Director, LFO
- 51. Emma Wagner, Head, Protection and Neutrality Team, LFO
- 52. Tamara Abu-Nafiseh, Protection Officer, LFO
- 53. Matteo Benatti, Former Field Protection Coordinator, LFO

External stakeholders

- 54. Michelle Rice, Head of Office, OHCHR, Gaza
- 55. Said Almadhoun, Gaza Protection Cluster Coordinator, OHCHR, Gaza
- 56. Yasmine Elbehery, Field Support Officer, Global Protection Cluster
- 57. Katelijn De Nijs, Head of Development Cooperation, Consulate General of Belgium
- 58. Giulia Pianigiani, Programme Manager and M&E Coordinator, Swiss Agency for Development and Cooperation
- 59. Liu Fornara, Programme Manager and M&E Coordinator, Swiss Agency for Development and Cooperation
- 60. Eillya Costandinides, Regional Programme Manager, Foreign, Commonwealth and Development Office
- 61. Laura Deprez, Protection Focal Point West Bank and Gaza, ACTED
- 62. Kefah Abu Ghush, Protection Focal Point (Disability Mainstreaming Officer), Stars of Hope
- 63. Hussam Judah, Quality Assurance Manager, Islamic Relief, Gaza

Annex D: Evaluation Terms of Reference

Introduction

1. In 2010 the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) introduced the Protection Audit (PA), a methodology and toolset to assess the Agency's progress towards mainstreaming protection standards in service delivery. Protection Audits are carried out on a two-year cycle and are applied to the Agency's four programme areas of Education, Health, Relief and Social Services (RSS) and Infrastructure and Camp Improvement (ICIP).
2. As part of its 2020 work plan, the Evaluation and Audit Divisions of the Department of Internal Oversight Services (DIOS) will assess the PA mechanism, applying the standards and methods applicable to their functions. These terms of reference (ToR) relate to the evaluation component, and it sets out the context, scope and overall design of the evaluation.

Background and Context

Protection Mainstreaming within UNRWA

3. UNRWA is a United Nations agency established by the General Assembly in 1949 and mandated to provide assistance and protection to a population of some 5.6 million registered Palestine refugees. Its mission is to help Palestine refugees in Jordan, Lebanon, Syria, West Bank, and the Gaza Strip to achieve their full human development potential, pending a just solution to their plight. UNRWA services encompass education, health care, RSS, ICIP, microfinance, and emergency assistance.
4. The Agency's protection mandate specifically addresses the rights of vulnerable groups that include women, children and persons with disabilities in accordance with relevant international instruments including the Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination against Women and the Convention on the Rights of Persons with Disabilities. Protection is what UNRWA does to safeguard and advance the rights of Palestine refugees."
5. The Agency's work on protection mainstreaming can be traced back to 2010, with the development of guidance to provide a common Agency approach and framework to mainstream protection standards into programming. The Agency developed a Protection Policy in 2012, which sets out the commitment to protection, including the Agency's protection framework and the roles and responsibilities for protection within the Agency. The centrality of protection work is firmly grounded in the Agency's Medium-Term Strategies, (2010 – 2015; 2016 – 2022), recognizing protection as a key cross cutting theme and strategic outcome. The Agency's approach to protection defined within the Protection Policy includes four complementary elements:
 - Provision of protection in and through its service delivery programmes by meeting minimum protection standards;
 - Implementation of protection programmes that respond to protection threats and promote the resilience of Palestine refugees;
 - Addressing cases of violence, abuse, neglect, and exploitation of vulnerable groups, including women and children; and
 - Promoting the rights of Palestine refugees under international law, through the monitoring and reporting of violations and by engaging in private and public advocacy.
6. The Agency's approach to protection is aligned with relevant international frameworks for protection that include the Inter-Agency Standing Committee (IASC) Policy on Protection in Humanitarian Action (2016) and the Global Protection Cluster (GPC) Protection Mainstreaming Toolkit (2017).
7. The Protection Division (PD), established in 2016 at UNRWA Headquarters in Amman, is responsible for the provision of strategic direction of, and coordination to, the implementation of the diverse protection activities across the Agency, including child protection, disability, gender and gender-based violence (GBV). The PD and the Agency's protection work has been the subject of reviews, including a 2018 assessment by the Multilateral Organization Performance Assessment Network (MOPAN) that noted the need to further advance UNRWA's delivery of a protection agenda. MOPAN recommended that the Agency should consider the ways (including practical reporting)

that suit an environment of very limited programme budget allocation for staffing and resources to further protection. Additionally, as part of ongoing reform initiatives and planning processes, the PD is currently under strategic review.

Protection Audits

8. The PAs have been conducted in UNRWA since 2010 with the aim to assess the Agency's progress towards mainstreaming protection in service delivery and compliance with protection principles. PAs focus on protection mainstreaming activities in the main programme areas of Education, Health, RSS and ICIP.
9. There are three specific objectives of the PA mechanism, as set out in the Methodology of the Protection Audits, 2017 version:
 - To provide a qualitative and quantitative measurement of the field office's degree of alignment with Agency protection principles for programming and service delivery;
 - To provide a qualitative and quantitative measurement of actions taken to mainstream protection in the Agency's programmes (Education, Health, RSS, and ICIP); and
 - To identify structural and/or specific protection challenges in the Agency's service delivery programmes.
10. The Protection Audit methodology focuses on four principles of protection mainstreaming, which align UNRWA's protection standards to the IASC Policy on Protection in Humanitarian Action and the Global Protection Cluster protection mainstreaming tools:
 - Safety and dignity: Prevent and minimize any unintended negative effects of interventions, which can increase people's vulnerability.
 - Meaningful Access: Arrange for people's access to assistance and services, in proportion to need and without any barriers.
 - Accountability to Affected Populations: Set-up appropriate mechanisms through which affected populations can measure the adequacy of interventions, and address concerns and complaints.
 - Participation: Support the development of self-protection, capacities and assist people to claim their rights, including the rights to shelter, food, water and sanitation, health, and education.
11. The present PA methodology represents a further advancement of the PAs, designed to make the process more structured and provide comprehensive tools and templates in line with global guidance. The PA methodology was initially tested in 2016 and revised in 2017 with the participation of all field offices.
12. The PAs are planned in two-year cycles by the Protection Division (PD). Since the introduction of the PA, two cycles have been conducted, the first in 2015-2016, and the second in 2017-2018. A third cycle was tentatively planned in 2020 but given resource constraints in the Agency's protection function, and the COVID-19 crisis, implementation has been postponed to 2021.
13. The PD at headquarters (HQ) is responsible for the development of the normative framework and methodology guiding the implementation of PAs. The implementation of PAs are managed at the field level by Protection and Neutrality Leaders and supported by field protection teams. The PAs are conducted following a five-step approach, and each field of operation issues a PA summary report and recommendations per cycle. Subsequently, the PD aggregates information from the field summaries to produce an Agency-level report. The PD is also responsible for monitoring and reporting on the implementation rate of PA recommendations.
14. HQ programme departments are responsible for ensuring that their policies and technical instructions comply to the Agency protection mainstreaming standards. Additionally, programme departments provide a response to the agency wide findings and recommendations in PA reports.
15. The table below reflects the roles and responsibilities for the PAs codified in the 2017 Methodology of the PAs.

Table 1: Roles and Responsibilities in PAs as referenced in 2017 Methodology

Who	Role/Responsibilities
Protection Division	<ul style="list-style-type: none"> Develop policies, tools, guidelines for protection mainstreaming standards Desk review of all relevant Agency policies and guidelines Inform management, programmes and field staff about upcoming PAs Capacity building and guidance to field level Protection Officers on PAs Prepare agency wide summary report and present findings/recommendations to relevant department directors
Field protection teams	<ul style="list-style-type: none"> Select and audit a variable number of installations (25 per cent threshold) in each programme Follow a five-step approach in the implementation of PAs involving installation visits, focus group discussions, and validation workshops, formulate programme-specific recommendations Brief Deputy Directors (Programme) and senior field management team on the results of the Audits and the way forward Produce of field and programme specific PA reports and dissemination PAs results Follow up on the implementation of agreed audit recommendations, monitored through an online tracking tool

Evaluation Purpose, Objectives and Scope

Purpose

16. The purpose of the evaluation is twofold, to promote accountability and support learning.
- Accountability: The evaluation will review and report on the extent to which the PA's meet their objectives. The evaluation will provide the Agency with evidence-based findings, conclusions, and recommendations.
 - Learning: The evaluation will also unpack the factors underlying the relevance and value of the PA methodology and examine why PA recommendations have or have not been adopted. Examples of good practice will also be distilled. DIOS will seek opportunities to share the evaluation report and present findings and results with internal stakeholders.

Objective

17. The primary objective of this evaluation is to assess the extent to which PAs have contributed towards enhancing the Agency's ability to implement a common approach to mainstreaming protection standards consistent with internal guidance. This will involve analysis of:
- the relevance and coherence of the PA methodology, and
 - the relevance, efficiency, effectiveness, impact, and sustainability of PA implementation.

Scope

18. The evaluation will cover the PA methodology and implementation from 2016 to 2020 across all four programme areas. This will include the design of the PA methodology, implementation, analysis, dissemination, and uptake of recommendations. The initial PA methodology in 2014 and its implementation will not be evaluated. The geographical scope comprises all the five Field Offices, although three will be covered in more depth. The evaluation will go beyond asking whether the PAs 'work', to investigate 'how and why do the PAs work or not work, and for whom?

Core Stakeholders

19. The Evaluation will seek the views of, and be of interest to, a broad range of internal and external stakeholders. The table below highlights the stakeholders, their 'stake' in PAs and their involvement in the evaluation.

Table 2. Stakeholder map

Type of Stakeholder	Stakeholder	Interest	Involvement in Evaluation
Internal (UNRWA)			
UNRWA HQ	Executive office, Department of Planning, Programme Departments - Education, Health, Relief and Social Services, Infrastructure and Camp Improvement	Accountability, strategic oversight, the subject of the PA, accountable to protection mainstreaming standards; owners of PAs recommendations	Informants
	Protection Division	Oversee PA methodology, capacity support and implementation	Informants, co-ordination, and documentation
UNRWA Field Offices including Area and Installations	Deputy Directors and Chiefs, Fields Protection Teams (including area and installation staff)	Oversight, PA implementation, follow up on recommendations	Informants, oversee co-ordination and documentation
External			
Donors	EC, UK, Belgium, and Sweden	Funding UNRWA protection related activities, tracking PAs indicators	Informants
Protection clusters	UN agencies & INGOs working on protection mainstreaming	Protection mainstreaming in-country (may not have knowledge of PA process)	Informants (external expert perspective)
End Users			
Affected populations	Palestine refugees - women, girls, persons with disabilities, vulnerable groups	Participants in PA tools, affected by quality of methodology and implementation	Informants

Evaluation Framework: Criteria and Key Questions

20. The evaluation questions will apply the standard OECD-DAC evaluation criteria of relevance and coherence, efficiency, effectiveness, impact, and sustainability. The evaluation will consider Agency objectives related to human rights, gender, and persons with disabilities, throughout all stages of the evaluation. The following key questions will be explored:

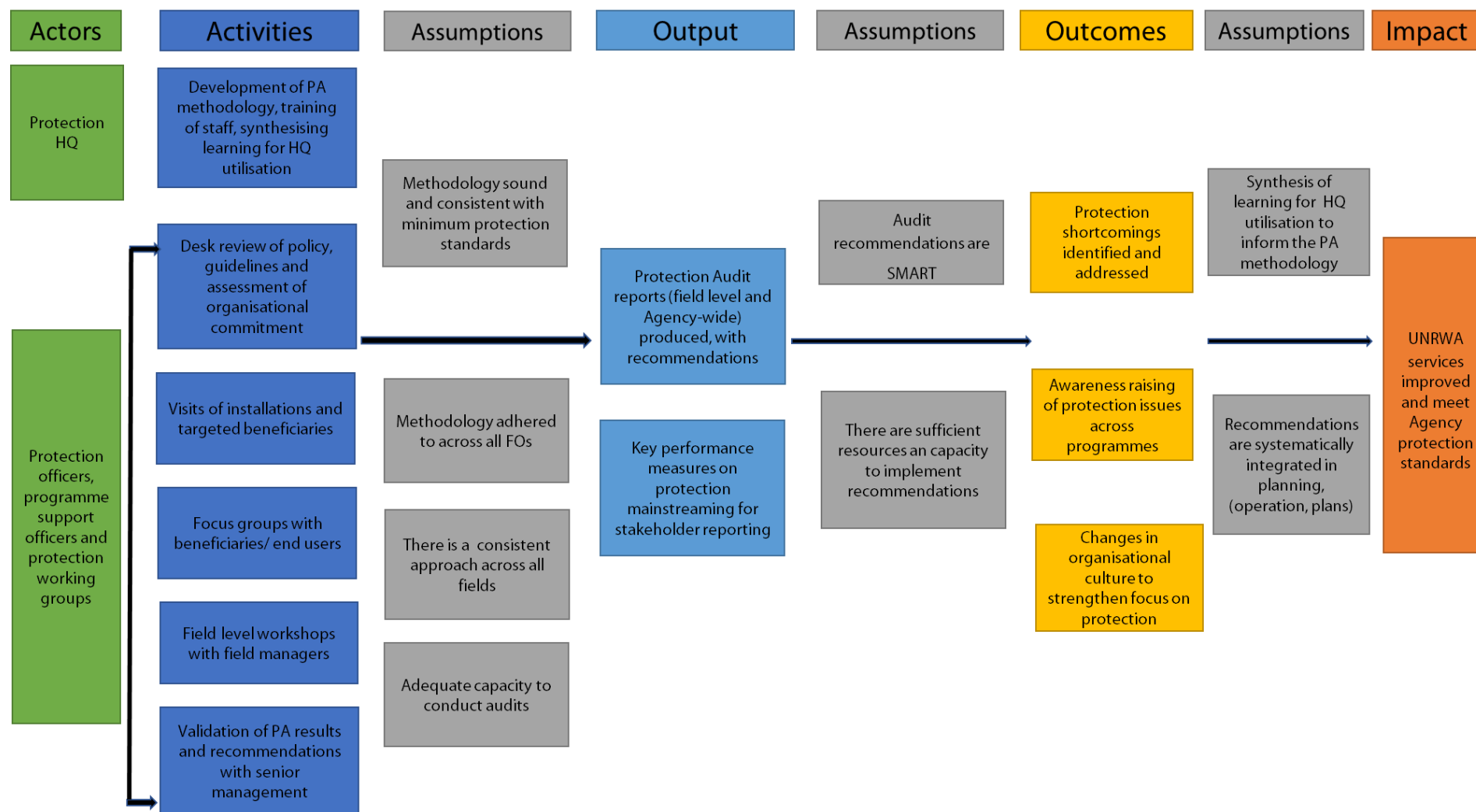
- **Relevance and coherence** – To what extent is the PA mechanism responsive to the needs of its stakeholders, and coherent to relevant global and Agency frameworks?
 - Is the Agency's approach to PAs and their focus (scope) sufficiently aligned to the Agency's policies and approach to protection mainstreaming, as well as global frameworks?
 - Is the methodology for PAs providing sufficient assessment of the integration of gender, disability, and human rights considerations?
 - How compatible and interlinked is the PA methodology with other Agency methodologies and tools?
- **Efficiency** – How efficiently have PAs been delivered, taking account of management, co-

- ordination, capacity, and financial resources?
 - To what extent are resources adequate and appropriate to implement PAs?
 - How relevant and sufficient is the Agency's support and guidance in the implementation of PAs at installation level?
 - What factors influence the implementation fidelity (implementation quality and adherence to PA framework including recommendations follow up) of PAs?
 - **Effectiveness and Impact** – How effective has the PA mechanism been in meeting its objectives, and what results have PAs contributed to, considering intended, unintended, positive, and negative effects?
 - To what extent have PAs contributed to the strengthening of protection mainstreaming within programmes (with attention to women, girls, persons with disabilities persons with disability and other vulnerable groups)?
 - What specific outcomes can be linked to PA recommendations (with attention to women, girls, the persons with disability and other vulnerable groups)?
 - What has been the impact of PAs on the Agency's policies and programmes?
 - **Sustainability** – To what extent are the effects of the PA sustainable, and how viable are PAs in the future?
 - Is there evidence of sustained systemic or attitudinal changes in approaches to protection across the programme areas?
 - Has there been sufficient focus and support to facilitate 'ownership' across relevant stakeholders (within UNRWA and externally) to mainstream protection, including related capacity-building?
 - Given the changing context of UNRWA (specifically restructuring of Protection Division) are there sufficient financial and human resources for PAs to be viable and effective in the future?
21. Annex 1 provides the full evaluation matrix with criteria, evaluation questions, indicators, and data sources.

Evaluation Approach

22. The evaluation is a theory-based evaluation, drawing upon a Theory of Change that supports the identification of key elements that should be evaluated, a frequently used starting point for identifying evaluation questions. The Theory of Change describes what results an intervention is aiming to achieve, how the intervention works towards those results, and the assumptions that underpin the intervention's logic.
23. A retrospective Theory of Change (ToC) was developed during the inception period. The logic of the ToC is that activities are undertaken by the PD to develop the PA methodology; and protection staff in fields conduct the process to develop the (output) of PAs with a set of recommendations. The underlying assumptions are that if recommendations are formulated appropriately and sufficient resources are in place, then the PAs should lead to protection shortcomings in programmes being addressed, and a change in attitude and culture in addressing protection within programmes. This in turn, if integrated within wider organizational systems can lead to improvements in UNRWA meeting internal protection standards. The Theory of Change is shared below in Fig 1.

Figure 1: Theory of Change of Protection Audits



Evaluation Methods

24. 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 system³⁸. The evaluation will adopt a mixed-method approach to respond to the evaluation questions outlined above. The following methods and data sources will be used to inform the evaluation:

- **Structured desk research:** A structured desk review will explore all relevant background information, including related Agency-wide documents, protection mainstreaming guidance, programme documentation, field level protection documents, relevant reviews and external literature (such as Global Protection Cluster documentation). These will be coded against evaluation criteria. In addition to the general document review, there will also be a specific focus on reviewing implementation progress of selected recommendations, referred to as 'recommendation tracking', which is discussed further below.
- **Key stakeholder interviews:** A primary tool of the evaluation, interviews will be conducted with key stakeholders at the HQ-level including the Executive Office, and the Departments of Planning, Education, Health, ICIP, RSS and the Protection Division. At the field-level, a broad set of interviews will be completed in two fields of operation (case study fields, see below), and a select set of stakeholders will be interviewed across the other three fields. In addition, external stakeholders will be engaged including relevant donors and experts from key international organisations such as the Global Protection Cluster. Interviews will examine the effectiveness, efficiency and sustainability of the oversight and management mechanisms of the PA, as well as their technical contributions. It will consider the extent to which the PAs and their recommendations have led to broader ownership and protection mainstreaming across the organization and any 'cultural' changes.
- **Online survey:** An online survey will be developed and administered (in English and Arabic) targeted to staff involved in PAs across the Agency. Staff involved in various phases of the PAs will provide rich and diverse perspectives on the relevance, efficiency, effectiveness, and impact of the PA mechanism. The survey will collect quantitative data that can speak to issues that span across all the evaluation criteria to: i) provide additional triangulation during data analysis; and ii) provide quantitative data to support evaluation findings across the evaluation criteria.
- **Case studies of PAs at the Field Level:** Case studies of two field offices (FOs) will be developed to consider in-depth the approach, implementation, and perspectives of the PAs. The case studies will focus on: relevance of the PAs to the field context; coherence with other tools and methods used by fields and/or programmes; efficiency of the implementation of the PAs; co-ordination at all levels; the enabling and constraining factors for recommendations implementation; and the contribution of the PAs to effecting change. Gaza and West Bank FOs have been selected for the case studies. The sampling strategy is provided in Annex 1. The case studies will be developed through a desk review to explore the responsiveness of PAs to the contexts for fields and programmes; as well as remote interviews with staff from across Protection, programmes and operational levels (field management, area and installation) that are engaged in PA implementation. To gain an external perspective of tools for protection mainstreaming by other agencies, interviews will also be conducted with members of the Inter-Agency Protection Working Groups (for example with UNHCR, UNICEF and IRC) in each field. If feasible, some discussions may go ahead with beneficiaries to understand their role and engagement in the process.
- **Recommendation tracking and impact assessment (field and Agency-level):** To deepen the analysis of relevance, efficiency and effectiveness, an analysis of PA recommendations will be completed to assess their relevance, appropriateness, uptake, and enabling/ constraining factors. A sample of the recommendations will be selected, across the two case study field offices and all programmes and will include for each programme one recommendation for each stage of implementation i.e. 'not started', 'partially completed' and 'completed'. The 'owner' or

³⁸ <http://www.unevaluation.org/document/detail/1914>

staff member responsible for the recommendation will be interviewed (staff may be responsible for multiple recommendations) to explore: the context and rationale for the recommendation; the decision-making process in formulating and agreeing recommendations; the current status of implementation of the recommendation; facilitating and constraining factors affecting implementation; whether, and if so how the recommendation has contributed to change.

- **Process Review:** As a complementary activity, the DIOS Audit and Advisory Services Division will assess the adequacy and effectiveness of PA process steps and recommend actions to mitigate the risks and improve the overall process. The Audit approach will focus on identifying and rating risks that could prevent achievement of PAs objectives and assessing the existing controls linked to the planning, the five-step implementation, reporting and recommendation follow-up phases of PAs.

Limitations

25. There are a number of limitations that the team anticipates based on initial discussions with key stakeholders. The principal challenge being that many staff that have been involved in the management and implementation of the PA over the review period no longer work for UNRWA. Staff turnover has been significantly influenced by financial cut-backs and the elimination of field and HQ positions in the protection function. This turnover may limit team access to key participants, and information and data about the PA activities for the period of review; however, the team will aim to source project documentation from all periods, and where possible reach out previous post holders who are no longer with the Agency.
26. The team also expects a potential challenge in collecting survey responses from staff in Syria due to restrictions imposed by the Syrian Government. The team will collaborate with the Syria Management Team to ensure adequate inclusion of field staff in the evaluation research.

Organization of the Evaluation

27. The evaluation will be conducted by the Evaluation Division of DIOS. The evaluation will be carried out by a core team composed of the Chief of the Evaluation Division who will serve as the evaluation manager and provide overall guidance and quality assurance. An external evaluation consultant will serve as the technical lead and have overall responsibility for the evaluation conduct and reporting.
28. A small reference group composed of key stakeholders, including Protection, DIOS, and representatives of Agency programme and fields will be established to foster a participatory and consultative approach for the exercise. The reference group will be asked to review and provide input to the key evaluation products including these terms of reference and the draft report.
29. The evaluation will be conducted in accordance with United Nations Evaluation Group Ethical Guidelines, Code of Conduct for Evaluation in the UN System³⁹, and the United Nations norms and standards for evaluation in the UN System.

Evaluation Phasis and Timeframe

30. The evaluation will be conducted in three phases:
 - **Inception:** The key tasks of the inception phase involve initial desk review, scoping interviews with internal stakeholders, developing the evaluation matrix, Theory of Change (ToC) and design the methodological approach. The primary output is the Terms of Reference (ToR). The approach and methods will be presented to the Evaluation Reference Group for comments.
 - **Data Collection and Analysis:** The main evaluation will be carried out during this phase and will include a literature review, stakeholder interviews and a survey. A more detailed description of the evaluation framework and methodology is shared below.
 - **Reporting:** the findings, conclusions and draft recommendations will be shared with the ERG

³⁹ United Nations Evaluation Group, UNEG Ethical Guidelines, accessible at: http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=102 and UNEG Code of Conduct for Evaluation in the UN system, accessible at: http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=100

through a formal briefing presentation for factual corrections and comments. Subsequently, a draft report will be shared with the PD and programmes for comment. Once finalized the evaluation report will be shared with the Executive Office and relevant programmes for a management response and action plan. The final report will be shared with the UNRWA Commissioner General, the Harmonized Reporting Working Group, and published on the Agency's website.

Annex 1 from the Evaluation Terms of Reference: Sampling strategy

The field offices selected for in-depth case studies are the Gaza and West Bank operational areas.

The Gaza Field Office (GFO) is the largest field of operation and constitutes over 40 per cent of UNRWA overall expenditure, with education and health programmes in Gaza alone comprising 33 per cent of overall spend by UNRWA. The GFO will therefore provide an opportunity to understand how the PAs are being administered in the largest field of operation, and in a context of political and socio-economic instability (and thus PA's sensitivity to beneficiary safety and dignity). In terms of resourcing, the last PA conducted in 2018 was conducted in a lower coverage of 9 per cent of installations, by 11 staff members. Critically for the assignment currently, no data limitations are foreseen.

The West Bank Field Office (WBFO) is one of the smaller fields of activity (with 13 per cent of total spend on a par with Syria) with military occupation, challenging socioeconomic conditions and high levels of poverty and food insecurity. The PA has historically been more highly resourced than other fields, and within the last PA in 2018 had the highest ratio of staff to coverage of installations.

Table 4. The sampling criteria for selection of the Field Offices for the case studies, sourcing reflected in footnotes

Field	Situation and protection issues, number of PRs, sourced from 2019 Annual Operational Report	Programme Expenditure (% of UNRWA)	Detail expend % Programme ⁴⁰	PA 2018, # of staff involved ⁴¹	#installations visited (% FO installations)	Resourcing Ratio ⁴²
Gaza	Highly unstable political, security and socioeconomic context; crisis has been driven by the Israeli land, air and sea blockade that began in 2007. Compounded by an energy crisis that hinders the delivery and availability of essential services and undermines economic activity. 1,460,315 PRs.	\$ 489,337 (41%)	Education 28% Health 5% RSSP 1% ICIP 1%	11	25 (9%)	0.44
Jordan	Relative beacon of stability within a fragile region. Majority of PRs have Jordanian citizenship; approx.158,000 PRs who fled Gaza in 1967 do not have Jordanian nationality and face restricted access to public services and other restrictions. A proportion of PR from Syria are particularly vulnerable as they face restrictions on employment, limited access to the courts. 2,272,411 PRs. 17,750 PRs from Syria	\$168,312 (14%)	Education 13% Health 3% RSSP 1% ICIP 1%	11	30 (20%)	0.37
Lebanon	Host to highest number of refugees in world. Syria crisis adversely affected Lebanon's socioeconomic climate, affecting public service delivery. PRs vulnerable legal status and limited employment opportunities. Camps in poor conditions. 476,033PRs (Also 914,648 UNHCR-registered refugees from Syria, and 27,248 PRS recorded by UNRWA)	\$177,297 (15%)	Education 6% Health 3% RSSP 1% ICIP1%	9	49 (29%)	0.18
Syria	Conflict zone since 2011, economic disruption, destruction of infrastructure, decrease in the provision of public services and social security programmes. 438,000 PRs.	\$160,662 (13%)	Education 4% Health 1% RSSP <1% ICIP <1%	6	37 (36%)	0.16

⁴⁰ The programme areas expenditures is based on 2018 figures given that it was the period of the previous PA, and are drawn from the UNRWA Annual Operational Report 2018

⁴¹ Number of staff involved and installations visited extracted from PA reports from 2018

⁴² The resourcing ratio is calculated with consideration of the ratio of staff by the number of installations visited

West Bank	Israeli military occupation continues to impact all aspects of the daily lives of PRs. Socioeconomic conditions are difficult, high levels of poverty and food insecurity amongst PRs. 858,758 PRs.	\$156,822 (13%)	Education 9% Health 3% RSSP 1% ICIP 1%	18	41 (24%)	0.44
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Annex 2 from the Evaluation Terms of Reference. Evaluation Matrix

Evaluation Questions	Sub-Questions	Indicators/Measures	Data sources/ Data collection
Relevance and Coherence – To what extent is the PA mechanism responsive to the needs of its stakeholders, and coherent to relevant global and Agency frameworks?	To what extent is the PA methodology (objectives and design) aligned to global frameworks and standards for protection mainstreaming?	1. Evidence of alignment of PAs to global frameworks and standards for protection mainstreaming (from 2015 onwards)	1. Stakeholder interviews 2. Review of documents 3. Interagency and Global Protection Cluster gender mainstreaming commitments and requirements
	To what degree is the PAs methodology (objectives and design) aligned to the Agency's policies and approach to protection mainstreaming?	1. Evidence of alignment of PAs to Agency's policies, approach to protection mainstreaming over time 2. Inclusiveness in design, planning and implementation of PAs (stakeholder engagement and involvement)	1. Stakeholder interviews 2. Review of documents
	How compatible is the PAs methodology with other relevant tools across UNRWA? (Are tools complementary? Is there any duplication?)	1. Evidence of compatibility (and limited overlap) with other relevant tools for programme areas	1. Stakeholder interviews 2. Review of documents
	To what extent does the PA tool (objectives and design) respond to the needs and priorities of beneficiaries/ end users? Is there flexibility to respond to changing realities and priorities?	1. Evidence of appropriateness of content of the PAs to beneficiaries/ end users' needs 2. Evidence of responsiveness to changing beneficiaries/ end users' needs within the process of implementation of PAs	1. Stakeholder interviews 2. Beneficiary / end user feedback survey (as available from FOs)
	Does the methodology for PAs sufficiently integrate gender, disability, age, and human rights considerations?	1. Evidence of sensitivity of the PAs methodology to gender, disability, and human rights aspects 2. Consideration/reflection of the most meaningful	1. Stakeholder interviews 2. Review of documents

		<p>protection needs of vulnerable groups (women and children, disabled) in PAs</p> <p>3. Consistency in implementation of PAs tools, guidance & principles across all areas of operation, sensitive to gender and human rights needs</p>	
Efficiency – How efficiently have PAs been delivered, taking account of management, co-ordination, capacity, and financial resources?	<p>Are governance and management arrangements appropriate and sufficient for efficient implementation of PAs?</p>	<p>1. Appropriateness and clarity of staff roles and responsibilities involved in the implementation and follow up on PAs (HQ Protection Division Governance, Programme Directors, Field Directors, Implementing Staff)</p> <p>2. Evidence of effective oversight and 'ownership' by senior management</p> <p>3. Evidence of coordination, consultation, efficient communication between HQ and fields during planning of PAs and field staff perceptions on the strength of coordination</p> <p>4. Adequacy of Agency's policies, guidelines, tools in the implementation of PAs at field level</p>	<p>1. Review of documents</p> <p>2. Stakeholder interviews</p> <p>3. Survey</p>
	<p>To what extent are resources (financial and human) adequate and appropriate to implement PAs? Is sufficient support provided to field and installation levels to enable implementation?</p>	<p>1. Evidence of adequate financial resources to implement PAs</p> <p>2. Evidence of adequate human resources to implement PAs and <u>implications of resource fluctuations</u> on the ability to implement high standard PAs</p> <p>3. Evidence of capacity building frameworks to identify address capacity needs</p>	<p>1. Stakeholder interviews</p> <p>2. Review of documents</p> <p>3. Survey</p>

	To what degree is the availability of resources (and efficiency of disbursement) influencing the implementation of PAs recommendations?	1. Evidence of adequate resource allocation 2. Financial reporting that demonstrate timely management for efficient delivery	1. Stakeholder interviews 2. Review of documents and financial systems 3. Survey 4. Recommendation implementation analysis
	What factors influence the implementation fidelity (implementation quality and adherence to PA framework including recommendations follow up) of PAs, including guidance and support?	1. Clarity of staff roles and responsibilities in staff involved in the implementation and follow up on PAs 2. Consistency in implementation of PAs across the agency in line with internal guidance 3. Evidence of coordination, consultation, efficient communication between HQ and fields during planning of PAs and field staff perceptions on the strength of coordination 4. Evidence of appropriate and sufficient guidance and tools for implementing the methodology	1. Audit of protection audits 2. Document review 3. Stakeholder interviews
	Are the findings and recommendations of PAs integrated adequately and efficiently in wider UNRWA systems (planning, monitoring and others)?	1. Planning systems that adequately integrate PA findings, recommendations, and indicators	1. Stakeholder interviews 2. Review of documents 3. Survey
Effectiveness and Impact – How effective has the PA mechanism been in meeting its objectives, and what results have PAs contributed to, considering intended,	To what extent have PAs achieved their objectives (as defined within the methodology document/s)?	1. Extent to which PAs achieved their objectives as outlined in the guidance (i.e. degree of alignment with protection principles, measurement of actions taken to mainstream protection and identification of specific protection challenges)	1. Stakeholder interviews 2. Analysis of documents 3. Recommendation tracking 4. Survey

unintended, positive, and negative effects?		2. Stakeholder perceptions highlighting change in protection mainstreaming within programmes related to implementation of PAs	
	Is there evidence to suggest that the PAs have contributed to the strengthening of protection mainstreaming within programmes? What factors have constrained or facilitated this?	1. Stakeholder perceptions highlighting change in protection mainstreaming within programmes related to implementation of PAs 2. Evidence illustrating the contribution of PAs in enhancing the ability of UNRWA services to meet minimum international protection standards (safety and dignity, meaningful access, AAP, and participation) & risks mitigation 3. PA recommendations tracking showing evidence of change	1. Stakeholder interviews 2. Analysis of documents 3. Recommendation tracking 4. SMART analysis of recommendations 5. Survey 6. End user feedback surveys (as available)
	Have there been any unintended effects (positive or negative?)	1. Stakeholder perceptions highlighting change in protection mainstreaming within programmes related to implementation of PAs 2. Evidence illustrating the contribution of PAs in enhancing the ability of UNRWA services to meet minimum international protection standards (safety and dignity, meaningful access, AAP, and participation) & risks mitigation 3. PAs recommendations tracking showing evidence of change	1. Stakeholder interviews 2. Analysis of documents 3. Recommendation tracking 4. SMART analysis of recommendations 5. Survey 6. End user feedback surveys (as available)
Sustainability – To what extent are the effects of the PA sustained, and how viable are PAs in the future?	Is there evidence that PA has contributed to sustainable systemic or attitudinal changes in approaches to	1. Evidence of institutional and capacity changes in protection within policies and programming 2. Stakeholder perceptions of PAs contributions to systemic	1. Stakeholder interviews 2. Analysis of documents 3. Recommendation tracking 4. SMART analysis of

	protection across the programme areas?	and/ or attitudinal changes across programme areas	recommendations 5. Survey 6. End user feedback surveys (as available) 7. Field installation visits
	Has there been sufficient focus and support to facilitate 'ownership' across relevant stakeholders (within UNRWA and externally) to mainstream protection, including related capacity-building?	1. Evidence of championing of protection mainstreaming by those outside of Protection Division 2. Stakeholder perceptions	1. Stakeholder interviews 2. Survey 3. Analysis of documents
	Given the changing context of UNRWA (specifically restructuring of Protection Division) are there sufficient financial and human resources for PAs to be viable and effective in the future?	1. Evidence from documentation of sufficient financial and human resources going forward 2. Stakeholder perceptions of the viability of PAs going forward	1. Stakeholder interviews 2. Survey 3. Analysis of documents

Annex E: Historic Overview of the Protection Audits prepared by the Protection Division

In 2010, UNRWA published a “Tool for Incorporating Minimum Standards on protection into UNRWA Programming and Service Delivery” which intended to guide UNRWA programmes in interiorizing key protection principles in their work, including “the right of all Palestine refugees and UNRWA personnel to safety and dignity in the provision of UNRWA services, the right of all Palestine refugees to equitable and impartial access to UNRWA services and the right of all groups of Palestine refugees to be meaningfully engaged as partners in the provision of UNRWA services”.

Five principles were monitored back then: Safety and dignity, Targeting of services, Accessibility, Equitably and impartiality, Participation of beneficiaries, Coordination and reporting of incidents.

In 2013, the idea of assessing the Agency degree of alignment with the protection standards began to take form although there was no Agency-wide detailed methodology but a “Tool for assessing alignment with minimum protection standards”. Partial assessments were undertaken in JFO and WBFO using a self-analysis approach. In fact, only UNRWA staff were consulted and therefore the protection audits included neither feedbacks from the beneficiaries of UNRWA services nor direct observation.

Key recommendations of the 2013 assessments included the need for the Agency to adopt a methodology, to involve beneficiaries and to undertake the exercise every two years instead of every year.

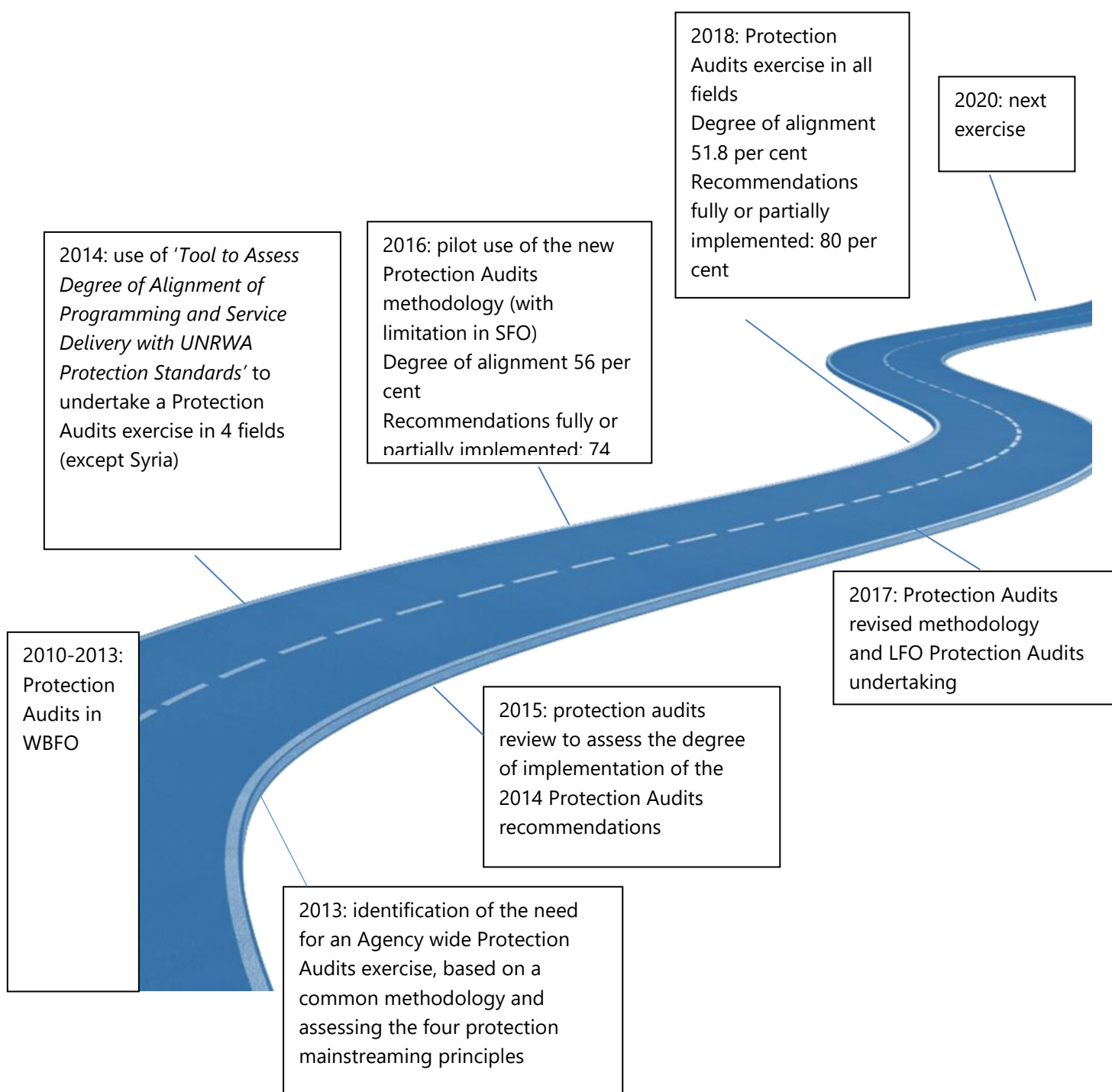
In 2014, all fields but the Syria one undertook the protection audit, while in 2015 all fields undertook a review of the 2014 audits’ recommendations, hence not a fully-fledged assessment. These assessments confirmed that a new methodology was needed, which was actually tested in 2016 and finalized as “methodology of the Protection Audits revised version” in 2017. The Protection Audit of 2016 was conducted in all fields, although Syria was limited by access and resources constraints. The 2016 Protection Audit inaugurated the two-year cycle, included installation visits and focus groups discussions with beneficiaries and focused on four principles: safety, dignity and do no harm, meaningful access, accountability and participation and empowerment. Lebanon undertook an interim PA using the same methodology also in 2017.

In 2018 a Protection Audit was undertaken in all Field Offices covering the biennium 2017-2018. Fields were given more flexibility to undertake the exercise to counter delays and limitations in the use of the methodology due to emergencies in some fields and other human resources constraints.

The graph below features the dynamic progression of the Protection Audits over time; its polishing and improvements as well as its achievement in becoming “the institutional tool in UNRWA to identify positive transformations prompting an improved alignment with protection mainstreaming principles in the provision of services to Palestine refugees over a biennial cycle”⁴³.

⁴³ Protection Audits summary report 2017-8

A graphic visualization of the various Protection Audits undertook over the years



Annex F: List of Current Agency-wide Challenges From the 2018 PA Cycle

Key Outstanding Challenges Identified in the 2018 Protection Audit	
Prioritize Safety and Dignity and Avoid Causing Harm	<ul style="list-style-type: none"> Separate spaces or equipment (cabinets with locks to store files, laptops) are not usually available for staff such as school counsellors, health staff and social workers/community development to conduct confidential discussions in UNRWA installations with beneficiaries experiencing protection cases and to be able to store data confidentially. Often staff members resort to dual use of rooms, corridors and even open spaces outside the building to conduct interviews, which are not conducive to full privacy, safety and dignity. Clarify the procedure as to how to prioritize installations for the rehabilitation work ensuring the direct participation of beneficiaries and not just of installation staff. Take necessary measures to enhance safety of UNRWA beneficiaries in particular by enabling the safe use of toilets and the safe counselling in schools and by undertaking risks assessments. Implement key activities as detailed in the AVAC Strategic Framework and in relevant action plans.
Meaningful Access	<ul style="list-style-type: none"> A number of older UNRWA installations remain less accessible with limited or no standard ramps, few elevators, lack of handrails, lack of signage for visual impairment, playground with sand, and non-accessible high drinking fountains. There is a need to support UNRWA staff in upgrading their skills and competencies in interacting with persons with disabilities. Case management and referrals and the lack of clear systems has been an on-going observation in previous Protection Audits with no recorded improvements in the 2018 Protection Audits. Enhance consideration of vulnerabilities in the planning and/or approaches to the delivery of services (i.e. beneficiaries with specific needs, those who face obstacles to reach installations, those in hard to reach areas). Ensure prioritization of inclusive access for those most vulnerable, even in the event of reduction of services due to funds constraints.
Accountability	<ul style="list-style-type: none"> Some UNRWA installations have anonymous complaints boxes, however, the boxes are often not used or not emptied out and recommendations not followed up. The presence of boxes requires an adequate number of dedicated staff to collect and handle the messages as well as a coherent and harmonious procedure to deal with feedbacks; a system to handle the complaints has yet to be set up and made operational. Develop confidential and safe complaint mechanisms across all Field Offices based on an inclusive system defining the modalities of submissions, processing, and feedback to the community. UNRWA programmes act on the feedback and complaints provided by beneficiaries. Programmes should implement periodic client satisfaction surveys, including mechanisms which allow results of surveys to inform programming.

	<ul style="list-style-type: none"> ▪ Women and children are not empowered by the most frequently used accountability mechanisms and generally feedback is not provided due to a number of reasons, including disbelief of getting any positive overarching improvement as well as perceived corruption, particularly for eligibility to services, job opportunities, shelter rehabilitation, and the sense of routine in-person type of complaint. ▪ Managers approached by beneficiaries can only act upon the feedbacks if within their role and responsibilities. The utility of a process to scale up feedbacks that prompt the accountability of higher responsibilities should be prioritized by the Agency.
Participation and Empowerment	<ul style="list-style-type: none"> ▪ Field Offices and Programmes should establish more platforms, community groups and working task forces where inclusive beneficiary representative groups can positively interact with the Agency. They should also create and implement Agency-wide guidelines for programmes to act upon the feedback received and improve their performance.

Annex G: Evaluation Survey

Introduction

As part of the Centralized Evaluation of UNRWA Protection Audit, two online surveys were circulated to selected UNRWA staff who have been involved in Protection Audit activities or are a key internal stakeholder to its outputs. The goal of both surveys was to gather views on the PA mechanism – its utility, the adequacy of its governing framework and its impact on protection mainstreaming in service delivery.

The first survey was sent to Protection and Programme staff at HQ and field level, as well as to Field and Area managers/directors.

The second survey targeted heads of installations that were inspected during the 2018 Protection Audit cycle.

Survey population and response rate

Both surveys were conducted during the period 19 to 29 November 2020. Three email reminders were sent during this period.

The first survey was circulated to 144 staff members: 123 respondents opened the survey link, 20 did not and one email bounced back. A total of 109 responses were received (6 staff members started but did not complete the survey). This represents a 75 per cent response rate. The survey included a disqualifying question, this reduced the total number of completed responses to 68 and resulted in a full set of survey responses from 47 per cent of the sample population.

The second survey was circulated to 189 installation heads: 125 respondents opened the survey link, 51 did not and 13 emails bounced back. Despite being viewed over 600 times, a total of 73 responses were received (60 staff members started but did not complete the survey). This represents a 38 per cent response rate. This second survey also included a disqualifying question, which resulted in only 29 respondents (15 per cent of the sample population) providing a full set of survey responses. No ICIP staff was among this last group.

Survey 1 (HQA, Field and Area staff):

Demographics

A series of demographic-related questions were asked to understand the final survey sample in more detail and to facilitate comparative analysis across respondent subgroups.

In what location do you work?				
	% of respondents	n	survey population (SP)	% of n vs SP
Gaza	19.13%	22	26	84.6%
Lebanon	13.04%	15	29	51.7%
Jordan	20.87%	24	28	85.7%
Syria	14.78%	17	18	94.4%
West Bank	25.22%	29	31	93.5%
Headquarters	6.96%	8	12	66.7%

Total	100%	115	144	
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Please indicate the programme, division, or area of operations in which you work?				
	% of respondents	n	survey population (SP)	% of n vs SP
Protection	30.43%	35	41	85.4%
Education (e.g. for each programme area – the Chief and Protection Focal Point)	12.17%	14	18	77.8%
Health	10.43%	12	14	85.7%
Relief and Social Services	12.17%	14	16	87.5%
Infrastructure and Camp Improvement	6.96%	8	12	66.7%
Role at area level (e.g. Chief Area Officer and Deputy Chief Area Officer)	24.35%	28	33	84.8%
Role at field management level (e.g. Field Director, Field Deputy Director)	3.48%	4	10	40.0%
Total	100%	115	144	

Have you actively participated in the conduct of a Protection Audit? <i>(only shown to programme staff)</i>			
	%	n	max n
Yes	62.50%	30	60
No	37.50%	18	

What is your gender?		
	%	n
Female	54.78%	63
Male	42.61%	49
Prefer not to say	2.61%	3
Total	100%	115

For the periods below, please indicate if you have had any involvement in the Agency's Protection Audits (e.g. recipient of information, oversight, conduct, implementation, and / or recommendation follow-up)		
	%	n
2016 Protection Audit Cycle	35.65%	41
2018 Protection Audit Cycle	61.74%	71
I have not been involved in any PA cycle as a process participant or key stakeholder	35.65%	41

Please note: This is a disqualifying question and the 41 respondents who stated that they were not involved in any PA activity were not able to continue the survey.

This reduced the total number of completed responses to 68, resulting in a full set of survey responses from 47% of the sample population.

Assessing the PA mechanisms

The main section of the survey consisted of a set of statements relating to the PA mechanisms. Respondents were asked to rank the extent to which they agreed with each statement using a 4-point scale ranging from Strongly Agree to Strongly Disagree. In the following tables, the distribution of scores along the 4-point scale will be presented together with a weighted average score, whereby average marks are calculated. The highest possible score is nine (Strongly agree) and the lowest is zero (Strongly disagree); the average (median) score was then calculated. The median score was also calculated by programme and field office for each response so that comparisons could be made, and any outlier identified.

The weighted average was colour coded as follows:

Strongly agree (9)	8	7	Agree (6)	5	4	Disagree (3)	2	1	Strongly disagree (0)
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The first set of statements related to the evaluation criteria of relevance and coherence and assessed the extent to which the PA mechanism is responsive to the needs of its stakeholder and coherent to relevant frameworks.

Please rate the extent to which you agree with the following statements about the scope and objective of the Protection Audit mechanism	n	Strongly agree (9)	Agree (6)	Disagree (3)	Strongly disagree (0)	I do not know (n/a)	Average score
Key UNRWA internal stakeholders have been adequately engaged in the design of the Protection Audit methodology and tools	74	5.41%	56.76 %	24.32%	5.41%	8.11%	5.03
The Protection Audit methodology and tools sufficiently cover the protection mainstreaming needs of all vulnerable groups (i.e. women, children, disabled, elderly)	74	5.41%	71.62 %	17.57%	2.70%	2.70%	5.46
Protection Audits provide a significant source of Palestine Refugee feedback to UNRWA	74	9.46%	52.70 %	27.03%	5.41%	5.41%	5.10

Assessing relevance and coherence by programme area

Please rate the extent to which you agree with the following statements about the scope and objective of the Protection Audit mechanism	All responses	Prote ction	Educa tion	Health	RSS	ICIP	Role at area level	Role at field mgmt level
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Key UNRWA internal stakeholders have been adequately engaged in the design of the Protection Audit methodology and tools	5.03
The Protection Audit methodology and tools sufficiently cover the protection mainstreaming needs of all vulnerable groups (i.e. women, children, disabled, elderly)	5.46
Protection Audits provide a significant source of Palestine Refugee feedback to UNRWA	5.10
n	74

5.13	4.67	4.88	5	6	5.00	4.50
5.46	5.33	5.00	6.27	6	5.00	4.50
5.04	4.88	5.00	4.91	6	6.00	4.00
28	9	9	12	4	9	3

Assessing relevance and coherence by field office

Please rate the extent to which you agree with the following statements about the scope and objective of the Protection Audit mechanism	All responses
Key UNRWA internal stakeholders have been adequately engaged in the design of the Protection Audit methodology and tools	5.03
The Protection Audit methodology and tools sufficiently cover the protection mainstreaming needs of all vulnerable groups (i.e. women, children, disabled, elderly)	5.46
Protection Audits provide a significant source of Palestine Refugee feedback to UNRWA	5.10
n	74

GFO	LFO	JFO	SFO	WBFO	HQA
4.36	6.38	4.29	5.73	5.29	4.29
5.79	6.38	5.14	5.18	5.50	4.71
5.08	5.63	4.71	6.55	4.83	3.50
14	8	15	11	19	7

The second set of statements related to the evaluation criteria of efficiency and assessed how efficiently PAs were delivered.

Protection and Programme staff who actively participated in an audit exercise were asked to give a rating to the following statements. After completing the question, they were given the possibility to provide inputs on how PAs and its activities could be improved.

Please rate the extent to which you agree with the following statements about the adequacy of the structures and tools supporting the implementation of the Protection Audits

n

Strongly agree (9)	Agree (6)	Disagree (3)	Strongly disagree (0)	Average score
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I am fully aware of my roles and responsibilities in the implementation activities of PAs	47	42.55%	57.45%	0.00%	0.00%	7.28
I have adequate skills and knowledge to conduct PAs	47	38.30%	55.32%	6.38%	0.00%	6.96
The guidance and tools provide sufficient support to staff conducting PAs	47	10.64%	72.34%	14.89%	2.13%	5.74
The implementation of PAs (from planning to recommendation follow-up) is well coordinated	47	6.38%	63.83%	27.66%	2.13%	5.23
There are sufficient quality assurance reviews to ensure credible and consistent results	47	4.26%	55.32%	29.79%	10.64%	4.60
There are adequate guidelines and tools to efficiently track and report on the status of recommendations	47	2.13%	55.32%	36.17%	6.38%	4.60

Assessing efficiency by programme area

Please rate the extent to which you agree with the following statements about the adequacy of the structures and tools supporting the implementation of the Protection Audits	All responses	Protection	Education	Health	RSS	ICIP
I am fully aware of my roles and responsibilities in the implementation activities of PAs	7.28	7.82	6.50	6.60	6.50	6.00
I have adequate skills and knowledge to conduct PAs	6.96	7.71	6.00	4.80	6.50	6.00
The guidance and tools provide sufficient support to staff conducting PAs	5.74	6.11	6.00	4.20	5.50	4.50
The implementation of PAs (from planning to recommendation follow-up) is well coordinated	5.23	5.25	5.50	4.80	5.00	6.00
There are sufficient quality assurance reviews to ensure credible and consistent results	4.60	4.29	5.00	3.60	6.00	6.00
There are adequate guidelines and tools to efficiently track and report on the status of recommendations	4.60	4.61	4.00	4.80	5.00	4.50
n	47	28	6	5	6	2

Assessing efficiency by field office

Please rate the extent to which you agree with the following statements about the adequacy of the	All responses	GFO	LFO	JFO	SFO	WBFO	HQA

structures and tools supporting the implementation of the Protection Audits	
I am fully aware of my roles and responsibilities in the implementation activities of PAs	7.28
I have adequate skills and knowledge to conduct PAs	6.96
The guidance and tools provide sufficient support to staff conducting PAs	5.74
The implementation of PAs (from planning to recommendation follow-up) is well coordinated	5.23
There are sufficient quality assurance reviews to ensure credible and consistent results	4.60
There are adequate guidelines and tools to efficiently track and report on the status of recommendations	4.60
n	47

7.09	8.00	6.75	8.00	7.15	7.00
6.82	8.00	6.38	7.50	6.69	7.00
5.18	6.00	4.50	7.00	6.00	7.00
5.45	5.50	4.88	5.00	5.31	5.00
4.09	5.50	4.50	5.00	4.62	4.00
3.55	6.00	4.13	5.00	5.08	4.00
11	6	8	6	13	3

All other staff were asked to give a rating to the following (more general) questions relating to efficiency:

Please rate the extent to which you agree with the following statements about the adequacy of the activities and tools supporting the implementation of the PAs	n	Strongly agree (9)	Agree (6)	Disagree (3)	Strongly disagree (0)	I do not know (n/a)	Average score
I feel sufficiently consulted during the planning phase of PAs	23	4.35%	34.78%	43.48%	4.35%	13.04%	4.35
The implementation of PAs (from planning to recommendation follow-up) is well coordinated	23	4.35%	56.52%	26.09%	4.35%	8.70%	5.00
Based on my role, I feel adequately involved in results discussion	23	4.35%	65.22%	26.09%	4.35%	0.00%	5.09
Based on my role, I feel adequately involved in formulating recommendations	23	4.35%	52.17%	34.78%	4.35%	4.35%	4.77
I am fully aware of my roles and responsibilities in the implementation of the recommendations	23	21.74%	56.52%	17.39%	4.35%	0.00%	5.87
I have sufficient support from the Protection team to deliver on the recommendations	23	8.70%	60.87%	21.74%	4.35%	4.35%	5.32

Assessing efficiency by programme area

Please rate the extent to which you agree with the following statements about the adequacy of the activities and tools supporting the implementation of the PAs	All responses
I feel sufficiently consulted during the planning phase of PAs	4.35
The implementation of PAs (from planning to recommendation follow-up) is well coordinated	5.00
Based on my role, I feel adequately involved in results discussion	5.09
Based on my role, I feel adequately involved in formulating recommendations	4.77
I am fully aware of my roles and responsibilities in the implementation of the recommendations	5.87
I have sufficient support from the Protection team to deliver on the recommendations	5.32
n	23

Education	Health	RSS	ICIP	Role at area level	Role at field mgmt level
3.00	3.00	3.75	6.00	4.88	4.00
no responses	4.00	4.80	6.00	5.63	4.00
4.50	4.00	6.00	6.00	4.88	5.00
3.00	4.00	6.00	6.00	4.29	5.00
4.50	4.00	6.60	6.00	6.00	7.00
3.00	4.00	5.40	6.00	6.38	4.50
2	3	5	2	8	3

Assessing efficiency by field office

Please rate the extent to which you agree with the following statements about the adequacy of the activities and tools supporting the implementation of the PAs	All responses
I feel sufficiently consulted during the planning phase of PAs	4.35
The implementation of PAs (from planning to recommendation follow-up) is well coordinated	5.00
Based on my role, I feel adequately involved in results discussion	5.09
Based on my role, I feel adequately involved in formulating recommendations	4.77
I am fully aware of my roles and responsibilities in the implementation of the recommendations	5.87
I have sufficient support from the Protection team to deliver on the recommendations	5.32
n	23

GFO	LFO	JFO	SFO	WBFO	HQA
5.00	3.00	3.00	6.00	4.20	3.00
5.00	3.00	3.60	6.60	5.50	3.00
6.00	3.00	4.80	5.40	5.50	4.00
6.00	3.00	4.80	4.50	5.50	3.00
9.00	6.00	6.00	6.00	5.00	4.00
7.00	3.00	3.75	6.60	6.00	3.00
3	1	5	5	6	3

At what frequency would PAs ideally be implemented?

	%	n
Annually	30.00%	21
Bi-annually	47.14%	33
On a triennial basis	22.86%	16
Total	100%	70

The last set of statements related to the evaluation criteria of effectiveness and impact and assessed how effectively the PA mechanism was able to meet its objectives and what results PAs have contributed to.

Concerning the effectiveness and impact of Protection Audits, please rate the extent to which you agree with the following statements:	n	Strongly agree (9)	Agree (6)	Disagree (3)	Strongly disagree (0)	I do not know (n/a)	Average score
PAs deliver credible and reliable results	68	8.82%	73.53%	11.76%	1.47%	4.41%	5.82
PAs sufficiently inform decision making	68	8.82%	58.82%	27.94%	1.47%	2.94%	5.32
PAs have increased staff awareness of protection mainstreaming principles	68	14.71%	63.24%	11.76%	1.47%	8.82%	6.00
PAs support programmes in identifying opportunities to improve protection mainstreaming activities.	68	16.18%	69.12%	8.82%	2.94%	2.94%	6.05
PAs have resulted in change and contributed to improving protection mainstreaming within programmes	68	5.88%	70.59%	11.76%	4.41%	7.35%	5.52
The findings from PAs are systematically integrated into annual planning and service delivery approaches.	68	1.47%	54.41%	38.24%	4.41%	1.47%	4.61
There is sufficient 'ownership' of recommendations by the responsible programmes to support implementation	68	7.35%	45.59%	32.35%	8.82%	5.88%	4.64

Assessing effectiveness and impact by programme area

Concerning the effectiveness and impact of Protection Audits, please rate the extent to which you agree with the following statements:	All responses	Protection	Education	Health	RSS	ICIP	Role at area level	Role at field mgmt level
PAs deliver credible and reliable results	5.82	5.77	5.50	5.63	6.27	6.00	6.00	4.50
PAs sufficiently inform decision making	5.32	5.19	5.50	4.88	5.73	6.00	5.63	4.00
PAs have increased staff awareness of protection mainstreaming principles	6.00	6.24	6.00	4.50	6.60	6.00	6.43	5.00
PAs support programmes in identifying opportunities to improve protection mainstreaming activities.	6.05	6.00	6.00	5.63	6.82	6.00	6.00	5.00

PAs have resulted in change and contributed to improving protection mainstreaming within programmes	5.52
The findings from PAs are systematically integrated into annual planning and service delivery approaches.	4.61
There is sufficient 'ownership' of recommendations by the responsible programmes to support implementation	4.64
n	68

5.64	4.80	5.63	5.18	6.00	6.00	4.50
4.04	5.25	4.88	4.09	6.00	5.63	4.50
4.08	4.50	4.71	5.18	6.00	5.25	4.00
26	8	8	11	4	8	3

Assessing effectiveness and impact by field office

Concerning the effectiveness and impact of Protection Audits, please rate the extent to which you agree with the following statements:	All responses
PAs deliver credible and reliable results	5.82
PAs sufficiently inform decision making	5.32
PAs have increased staff awareness of protection mainstreaming principles	6.00
PAs support programmes in identifying opportunities to improve protection mainstreaming activities.	6.05
PAs have resulted in change and contributed to improving protection mainstreaming within programmes	5.52
The findings from PAs are systematically integrated into annual planning and service delivery approaches.	4.61
There is sufficient 'ownership' of recommendations by the responsible programmes to support implementation	4.64
n	68

GFO	LFO	JFO	SFO	WBFO	HQA
5.77	6.00	4.91	6.00	6.32	5.40
5.77	6.50	4.50	5.45	5.37	4.20
6.00	6.50	5.25	6.00	6.18	6.75
6.46	8.00	5.25	5.45	6.00	6.00
5.77	6.50	4.64	5.45	5.83	4.50
4.15	5.50	4.25	4.91	4.74	4.50
5.50	3.50	4.85	4.09	4.83	3.75
13	6	13	11	19	6

Analysis of qualitative feedback

Four qualitative, open-ended questions were asked:

1. In what ways could Protection Audits, or any of its activities be improved? [32 responses; 21 from protection team members] (*only visible to protection staff and programme staff who actively participated in an audit exercise*)
2. If relevant, please provide an example of a change or improvement in protection mainstreaming that was influenced by the PA mechanism. [41 responses; 19 from protection team members]
3. What are the main weaknesses of the Protection Audit mechanism? [51 responses; 24 from protection team members]
4. What are the main strengths of the Protection Audit mechanism? [46 responses; 21 from protection team members]

The second to last question solicited the richest data set. Responses were analyzed to identify the most frequently raised issues, then responses were categorized against each of these issues.

For further clarity, the quantities of responses received are tabulated below:

In what ways could Protection Audits, or any of its activities be improved?	Quantity of responses received
Increase collaboration on tools and processes	14
Increase resources	7
Increase beneficiary engagement	6
Enhance staff training	6
Improve recommendation implementation approach	6
Better methodology	5
Better understanding of protection issues	4
Enhance accountability	3
Strengthen the role of PMO and support from senior staff members	3
Better consideration of field specific circumstances	2

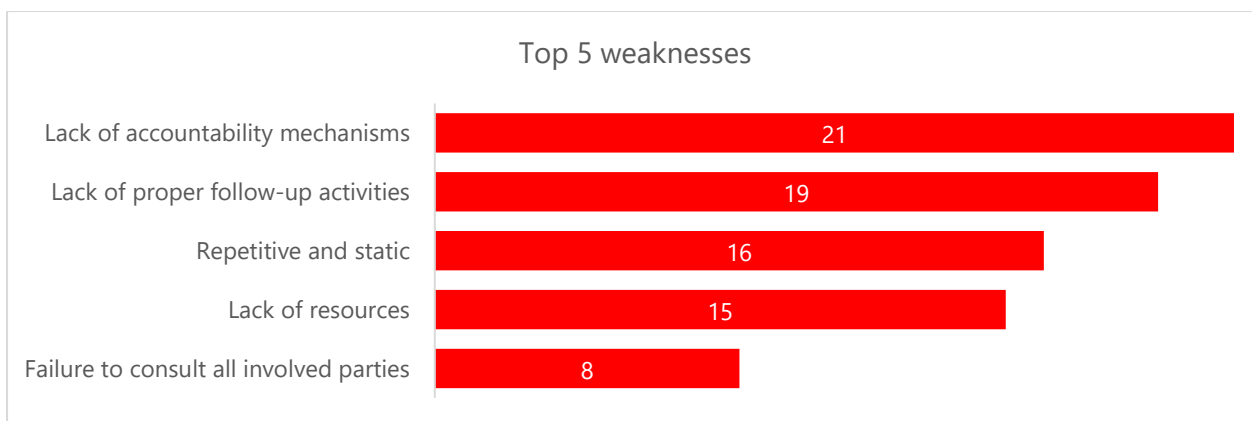
If relevant, please provide an example of a change or improvement in protection mainstreaming that was influenced by the PA mechanism	Quantity of responses received	Quantity of responses received from installation staff	Total
Increase awareness of protection issues in UNRWA service delivery	17	3	20
Improvements to the life of (vulnerable) women	14		14
Improvements to schools and students	8	4	12
Improvements to the life of people living with a disability	7	-	7
Increased awareness of protection issues among beneficiaries	4	4	8
Improvements to RSS offices	5	-	5
Improvements to health offices	5	-	5
General improvement to UNRWA installations	-	2	2
Improvement to the life of elderly beneficiaries	-	1	1

What are the main weaknesses of the Protection Audit mechanism?	Quantity of responses received	Quantity of responses received from installation staff	Total
Lack of ownership by programmes / accountability mechanisms	19	2	21
Lack of proper follow-up activities / failure to embed audit results in service delivery	15	4	19

Repetitive and unable to innovate and capture the beneficiaries' needs	13	3	16
Lack of resources	14	1	15
Failure to comprehensively include and consult all involved parties	6	2	8
Lack of (audit) staff training	7	-	7
Insufficient and unclear methodology	6	1	7
Lack of support for programmes	5	2	7
Lack of coordination with programmes	3	4	7
Lack of support for protection team	6	-	6
Issues with ActivityInfo	2	-	2
Too resource intensive	2	-	2
Unreasonable recommendations	2	-	2
Failure to tackle staff protection needs	1	-	1

What are the main strengths of the Protection Audit mechanism?	Quantity of responses received	Quantity of responses received from installation staff	Total
Increase awareness of protection mainstreaming	22	1	23
Consistent / systematic / scientific approach to identify protection issues and measure protection mainstreaming	14	6	20
Increase staff engagement	10	1	11
Provide beneficiary feedback	9	1	10
Improve overall service delivery and increase accountability	7	1	8
Recommendation follow-up activities	3	4	7
Results presentation	2	1	3
Enhance cooperation between programme stakeholders and protection team	2	-	2
Commitment of the protection team	2	-	2
Protection staff capacities and skills	-	2	2
Improve strategic planning and decision making	1	-	1
Methodology	1	-	1

Top 5 weaknesses of the Protection audit mechanism



Top 5 Strengths of the Protection Audit Mechanism



Survey 2 (Installation staff):

Demographics

A series of demographic-related questions were asked to understand the final survey sample in more detail and to facilitate comparative analysis across respondent subgroups.

In what location do you work?				
	% of respondents	n	survey population (SP)	% of n vs SP
Gaza	9.68%	9	26	34.6%
Lebanon	15.05%	14	38	36.8%
Jordan	29.03%	27	43	62.8%
Syria	21.51%	20	38	52.6%
West Bank	24.73%	23	44	52.3%
Total	100%	93	189	

Please indicate the programme, division, or area of operations in which you work?				
	% of respondents	n	survey population (SP)	% of n vs SP
Education	58.06%	54	98	55.1%
Health	15.05%	14	41	34.1%
Relief and Social Services	20.43%	19	39	48.7%
Infrastructure and Camp Improvement	6.45%	6	11	54.5%
Total	100%	93	189	

What is your gender?		
	%	n
Female	43.01%	40
Male	56.99%	53
Prefer not to say	0.00%	0
Total	100%	93

Please indicate the periods your installation was involved in or the subject of an Agency Protection Audit.		
	%	n
2016 Protection Audit Cycle	17.20%	16
2018 Protection Audit Cycle	41.94%	39
My installation was never involved in or the subject of an Agency Protection Audit	47.31%	44
Please note: This is a disqualifying question and the 44 respondents who stated that they were not involved in any PA activity were not able to continue the survey.		
This reduced the total number of completed responses to 29, resulting in a full set of survey responses from 15% of the sample population.		

Assessing the PA mechanisms

The main section of the survey consisted of a set of statements relating to the PA mechanisms. Respondents were asked to rank the extent to which they agreed with each statement using a 4-point scale ranging from Strongly Agree to Strongly Disagree. In the following tables, the distribution of scores along the 4-point scale will be presented together with a weighted average score, whereby marks out of 4 are calculated. The highest possible score is nine (Strongly agree) and the lowest is zero (Strongly disagree); the average (median) score was then calculated. The median score was also calculated by programme and field office for each response so that comparisons could be made, and any outlier identified.

The weighted average was colour coded as follows:

Strongly agree (9)	8	7	Agree (6)	5	4	Disagree (3)	2	1	Strongly disagree (0)
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The first set of statements related to the evaluation criteria of relevance and coherence and assessed the extent to which the PA mechanism is responsive to the needs of its stakeholder and coherent to relevant frameworks.

Thinking about the Protection Audit visit to your installation, please rate the extent to which you were given sufficient opportunity to express concerns about the following	n	Strongly agree (9)	Agree (6)	Disagree (3)	Strongly disagree (0)	I do not know (n/a)	Average score
Concerns about beneficiary access to our services	29	13.79%	65.52%	17.24%	3.45%	0.00%	5.69
Concerns about beneficiary safety in our installations	29	17.24%	65.52%	13.79%	0.00%	3.45%	6.11
Concerns about beneficiary feedback mechanisms	29	10.34%	68.97%	17.24%	0.00%	3.45%	5.79
Concerns about the protection needs of beneficiaries	29	13.79%	65.52%	17.24%	0.00%	3.45%	5.89

Assessing relevance and coherence by programme area

Thinking about the Protection Audit visit to your installation, please rate the extent to which you were given sufficient opportunity to express concerns about the following	All responses	Education	Health	RSS	ICIP
Concerns about beneficiary access to our services	5.69	5.57	6.00	5.67	no responses
Concerns about beneficiary safety in our installations	6.11	6.00	6.60	6.00	no responses
Concerns about beneficiary feedback mechanisms	5.79	6.00	5.50	5.67	no responses
Concerns about the protection needs of beneficiaries	5.89	5.77	6.00	6.00	no responses

n	29
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14	6	9	0
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Assessing relevance and coherence by field office

Thinking about the Protection Audit visit to your installation, please rate the extent to which you were given sufficient opportunity to express concerns about the following	All responses
Concerns about beneficiary access to our services	5.69
Concerns about beneficiary safety in our installations	6.11
Concerns about beneficiary feedback mechanisms	5.79
Concerns about the protection needs of beneficiaries	5.89
n	29

GFO	LFO	JFO	SFO	WBFO
6.00	5.00	5.40	6.00	6.00
6.00	6.00	5.25	6.75	6.27
5.00	5.40	5.40	5.25	6.55
5.00	5.40	5.40	6.75	6.27
3	6	5	4	11

The second and last set of statements related to the evaluation criteria of effectiveness and impact and assessed how effectively the PA mechanism was able to meet its objectives and what results PAs have contributed to.

Please rate the extent to which you agree with the following statements about the Protection Audits	n	Strongly agree (9)	Agree (6)	Disagree (3)	Strongly disagree (0)	I do not know (n/a)	Average score
Protection Audits have resulted in progress in protection mainstreaming	29	6.90%	93.10%	0.00%	0.00%	0.00%	6.21
Protection Audits helped my staff to better integrate protection principles into their daily work	29	17.24%	75.86%	3.45%	0.00%	3.45%	6.43
I feel sufficiently involved in the audit process	29	13.79%	72.41%	13.79%	0.00%	0.00%	6.00
I am adequately informed of the results	29	10.34%	58.62%	17.24%	6.90%	6.90%	5.33

Assessing effectiveness and impact by programme area

Please rate the extent to which you agree with the following statements about the Protection Audits	All responses	Education	Health	RSS	ICIP
Protection Audits have resulted in progress in protection mainstreaming	6.21	6.21	6.00	6.33	no responses
Protection Audits helped my staff to better integrate protection principles into their daily work	6.43	6.21	6.50	6.75	no responses
I feel sufficiently involved in the audit process	6.00	6.00	6.00	6.00	no responses

I am adequately informed of the results	5.33
n	29

5.36	6.00	4.71	no responses
14	6	9	0

Assessing effectiveness and impact by field office

Please rate the extent to which you agree with the following statements about the Protection Audits	All responses
Protection Audits have resulted in progress in protection mainstreaming	6.21
Protection Audits helped my staff to better integrate protection principles into their daily work	6.43
I feel sufficiently involved in the audit process	6.00
I am adequately informed of the results	5.33
n	29

GFO	LFO	JFO	SFO	WBFO
6.00	6.50	6.00	6.00	6.27
6.00	6.00	6.60	7.00	6.55
5.00	5.50	6.00	5.25	6.82
4.50	4.50	6.00	5.25	5.73
3	6	5	4	11

Analysis of qualitative feedback

Three qualitative, open-ended questions were asked:

1. Please provide an example of a change or improvement in protection mainstreaming that was influenced by the Protection Audit mechanism. [20 responses; 9 from education staff]
2. What are the main weaknesses of the Protection Audit mechanism? [18 responses; 7 from education staff]
3. What are the main strengths of the Protection Audit mechanism? [20 responses; 9 from education staff]

The first and last questions solicited the richest data set. Responses were analyzed to identify the most frequently raised issues, then responses were categorized against each of these issues.

See above for details on the quantities of responses received.