

REPORT 6, 2023

Evaluation of the interaction between Norwegian humanitarian aid, development cooperation and peace efforts

Country report: Lebanon

Department for Evaluation



Disclaimer This report is the product of its authors, and responsibility for the accuracy of data included in this report rests with the authors. The findings, interpretations, and conclusions presented in this report do not necessarily reflect the views of the Evaluation Department of the Norwegian Agency for Development Cooperation.



The report is commissioned by the Department for Evaluation in Norad.

The Department for Evaluation is responsible for conducting independent evaluations of activities funded over the ODA budget. The department is governed under a separate mandate and associated strategy issued by the Norwegian Ministry of Foreign Affairs and the Ministry of Climate and Environment. The department reports directly to the Secretary Generals of these two ministries.

This report has been prepared by ADE.

Team

Vincent Coppens (Team Leader)
Dr Edward Rackley (Country Lead DRC)
Martine Van de Velde (Country Lead Lebanon)
Erik Toft (Country Lead Ethiopia)
Grace Rubambura (National Expert DRC)
Dr Chaza Akik National (Expert Lebanon)
Ambachew Amare (National Expert Ethiopia)
Dr Maria Gabrielsen Jumbert, PhD (Senior Advisor)
Bassam Bechara, Théo Mercadal (Evaluation Experts)
Edoardo Pittola, Lea Matthaei, Paul May (Research Assistants)
Dr Edwin Clerckx (Quality Assurance Expert))

December 2023

ISBN: 978-82-8369-183-2

Coverphoto: **Dalia Khamissy** | UNDP | Flickr

Photo: **Espen Røst** | Panorama →





Preface

As the Director of the Department for Evaluation at Norad, it is with great anticipation that I introduce the culmination of our extensive evaluation of the coherence of Norwegian humanitarian, development and peace efforts in the Democratic Republic of the Congo, Ethiopia, and Lebanon.

Our journey in this evaluation began with a foundational geospatial country analysis, conducted by Devstat. This quantitative analysis set the stage for the subsequent analysis presented here, led by ADE, with a focus on implementation and policy coherence.

At the heart of our evaluation lies the exploration of the nexus between humanitarian efforts, development aid, and peace initiatives. This concept, which has gained prominence since the World Humanitarian Summit in 2016, challenges us to bridge the operational, organizational, and financial divides that have historically separated these crucial sectors. Addressing this issue is crucial as the fulfillment of humanitarian needs, development, and peace cannot be achieved without one another.

The ongoing multidimensional crises have led to a reversal in progress on human development, an increase in the number of people living in crisis-affected contexts and escalated humanitarian needs. A coherent response between humanitarian, development, and peace efforts is crucial. It ensures that the crisis-affected individuals, the rights holders, receive the necessary support to overcome the challenges they face.

In each country, the evaluation aimed to observe and analyze the real-world manifestations of this nexus, examining how these interactions unfold in practice and their implications for Norwegian development policy and the broader Norwegian development aid system.

ADE's evaluation team has addressed these questions and provides insightful analysis in this report. The insights gleaned here have the potential to inform and improve Norway's engagement not only in the DRC, Ethiopia, and Lebanon but also in other regions grappling with similar challenges.

Helge Østveiten
Director, Department for Evaluation

December 2023





Table of contents

Executive summary	7
1. Introduction	9
Objectives and scope of this Country Report	10
Approach and limitations	11
2. Context	13
3. Findings	16
Implementation Coherence	17
Policy Coherence	24
Implementation and policy coherence at sector level: Health and Peace	28
4. Conclusions	30
5. Recommendations	33
List of annexes	35
Annex 1: Terms of Reference	36
Annex 2: Stakeholders consulted	45
Annex 3: Bibliography	47





List of figures

Figure 1. Overview of the evaluation approach	12
Figure 2. Overview of Norwegian funded projects in Lebanon	18
Figure 3. Disbursement by Norway to Humanitarian, Development and Peace projects in Lebanon (in mill NOK)	21





Abbreviations and acronyms

EQs	Evaluation Questions
GCFF	Global Concessional Financing Facility
GDP	Gross Domestic Product
HDP	Humanitarian Development Peace
IFRC	International Federation of Red Cross and Red Crescent Societies
LCRP	Lebanon Crisis Response Plan
LHF	Lebanon Humanitarian Fund
LHSP	Lebanon Host Communities Support
M&E	Monitoring and Evaluation
MFA	Ministry of Foreign Affairs (of Norway)
NGOs	Non-governmental organizations
Norad	Norwegian agency for development cooperation
NORWAC	Norwegian Aid Committee
NPTP	National Poverty Targeting Programme
OECD-DAC	Organization for Economic Cooperation and Development - Development Assistance Committee
PSEA	Protection from Sexual Exploitation and Abuse
SGBV	Sexual and Gender-Based Violence
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNRWA	United Nations Relief and Works Agency
USD	United States Dollar
WFP	World Food Programme





Executive summary

Introduction and methodology

The Department for Evaluation of Norad commissioned ADE to conduct an independent assessment of the interaction between Norwegian humanitarian aid, development cooperation, and peace efforts in Lebanon. The assessment, spanning from 2016 to 2021, focuses on implementation and policy coherence, with a specific exploration of the connection between health and peace initiatives.

The evaluation comprises two phases: a geospatial country analysis (Phase 1) and the current implementation and policy coherence analysis (Phase 2). This report, emphasizing Phase 2, builds on insights from Phase 1. It applied a theory-based approach in line with OECD-DAC standards, primarily including a Theory of Change and a set of structured evaluation questions. The evaluation process drew its findings mainly from a review of Norwegian policy documents, and HDP-related research literature, from remote interviews with stakeholders based in Oslo, from an incountry mission in Lebanon from 24 to 30 August 2023, and from a survey to relevant stakeholders, both at country and global levels.

Limitations of this country report include: (i) availability of certain partners, partially compensated by the survey, and (ii) institutional memory as staff turnover in Lebanon was significant over the period evaluated, partially compensated by project document reviews.

Conclusions

C1. The evaluation underscores the need for a more comprehensive and context-specific understanding of the “Peace” component within the Triple Nexus framework. Partners lacked clarity on the definition of the HDP Nexus, with partners and its implications within the Lebanese context. There was a limited exchange of experiences regarding the HDP Nexus, with partners engaging based on their own perceptions rather than within a well-understood contextual framework. This has led to inconsistent comprehension of the Nexus in the country.

While the Nexus was integrated into high-level policy documents like the Humanitarian Response Plans or the United Nations Sustainable Development Cooperation Framework for Lebanon, this understanding did not permeate down to the partner or community levels. There has not been adequate consultation on formulating a jointly

owned HDP understanding for the country. Interlocutors found that existing documents did not sufficiently encompass crucial elements such as social cohesion, tension reduction, and stabilization efforts. In Lebanon and the broader region, the term “Peace” may also not readily resonate. The Triple Nexus was integrated into Norwegian government efforts, emphasizing conflict sensitivity and Do No Harm, rather than explicitly using the term “Peace”.

C2. There has been active information sharing among Norwegian actors. However, this has not translated into strong collaboration, complementary programming strategies, or joint analysis of underlying conflict and fragility drivers. Consequently, it has not significantly contributed to seeking HDP synergies.

C3. Alignment with key coordination structures and government engagement did not automatically lead to strong joint planning or implementation. Nevertheless, Norway’s flexibility in funding allocation and a strategic shift towards addressing vulnerabilities for both the Lebanese and refugee populations reflected its adaptability in responding to the evolving Lebanese context.





C4. Norway's interventions in Lebanon demonstrated a commitment to conflict sensitivity, localisation, and rights-based approaches. While there was room for improvement, particularly in refining the localisation approach and enhancing accountability and transparency, Norway's active role as a donor, along with its flexible funding mechanisms, positively contributed to addressing Lebanon's complex challenges.

C5. Norway's strong emphasis on localisation made a significant difference in ensuring a profound understanding of needs and priorities, resulting in programmes that were highly relevant to these needs. The combination of localisation and flexibility empowered partners to respond effectively to changing circumstances.

C6. Currently, Norway lacked guiding documents to clarify its views on the incorporation of rights-based approaches. Norway in the country relied on existing guidance documents produced by multilateral agencies. However, specific guidance documents for rights-based approaches and localisation would provide an essential foundation. It is essential that these guidelines developed by Norway are applied flexibly and contextually to account for the unique circumstances and needs of different country contexts.

C7. Norway's health interventions in Lebanon effectively responded to the pressing needs of the healthcare sector. Given the Lebanese situation characterized by a significant refugee population and a deepening economic crisis, these interventions proved well-suited and relevant addressing these challenges. Furthermore, Norway's focus on addressing Sexual and Gender-Based Violence (SGBV) through local partners underscored its commitment to tackling critical issues beyond traditional health concerns.

C8. Visits to communities where health projects were implemented revealed a positive impact, underscoring these interventions as exemplary instances of the HDP nexus. They addressed clear medical and health needs in vulnerable areas, contributing to equity in access to healthcare services and reducing tensions among diverse communities. Community feedback highlighted the transformative effects of these health projects, fostering unity and cohesion among right-holders from different backgrounds.

Recommendations

Three main recommendations for this evaluation emerge from this country report:

R1. Maintain flexible multi-year funding to allow flexibility in response based on needs and enable transitioning from humanitarian assistance to development interventions where feasible and relevant.

R2. Continue to support a country-specific contextualised approach on how HDP should be understood and operationalised. A one-fit-all approach is not appropriate. However, within this contextualised approach provide clarity on important parameters for Norway including how localisation should be understood.

R3. Ensure sufficient support to engage in-country in the nexus debates or platforms that are happening and advocate for the operationalisation of nexus in the coordination networks. Sufficient resources would also support identification of synergies among interventions supported by Norway.





1

Introduction





Objectives and scope of this Country Report

The Department for Evaluation in Norad commissioned ADE to conduct an independent assessment of the interaction between Norwegian humanitarian aid, development cooperation and peace efforts, centred on implementation and policy coherence. It is based on three country cases: the Democratic Republic of the Congo, Ethiopia, and Lebanon. This report relates to Lebanon.

This report seeks to understand the coherence of Norway's Humanitarian, Development and Peace (HDP) efforts in practice, within its specific national context, and over the period 2016-2021. This report is not aiming at looking at the global understanding of the Nexus but considers inherent dilemmas within HDP efforts in the country. The evaluation further puts specific emphasis on dynamics between health and peace interventions¹.

While Lebanon was a significant recipient of Norwegian funding, with around NOK 3.0 billion received in 2016-2021, it was also a pilot country for the New Way of Working – as outlined in the UN Secretary General's report for the 2016 World Humanitarian Summit.



Photo: **Dalia Khamissy** | UNDP | Flickr

¹ 'Intervention' in this context and throughout this report is used interchangeably with 'project'.





Approach and limitations

General evaluation approach

The evaluation followed a two-phased approach: a geospatial country analysis (Phase 1), already completed by Devstat, and the current phase of implementation and policy coherence analysis led by ADE (Phase 2). The geospatial country analysis, completed at the end of February 2023, provided a quantitative review of Norwegian aid in the three countries, focusing on interventions between 2015 and 2021, and evaluating their coherence relative to each other, relative to evolving contexts, and relative to interventions through multilateral aid or by other OECD-DAC countries. The present report's primary goal is to draw on the findings from Phase 1 and complements them with a quantitative (survey) and qualitative assessment, with the aim of elaborating conclusions and actionable recommendations for relevant Norwegian stakeholders.

The present evaluation for Phase 2 followed a theory-based approach, based on OECD-DAC criteria, notably consisting of (i) a Theory of Change (ToC) with regard to coherence between Norwegian humanitarian, development and peace efforts (annex 4), and (ii) structuring data collection and analysis around an evaluation matrix with evaluation questions (EQs) and sub-questions, and a series of possible indicators and data collection methods (annex 6). The several steps of the evaluation process were conducted as per Figure 1.

Limitations of this country report include: (i) availability of certain partners, partially compensated by the survey, and (ii) institutional memory as staff turnover in Lebanon was significant over the period evaluated, partially compensated by project document reviews.

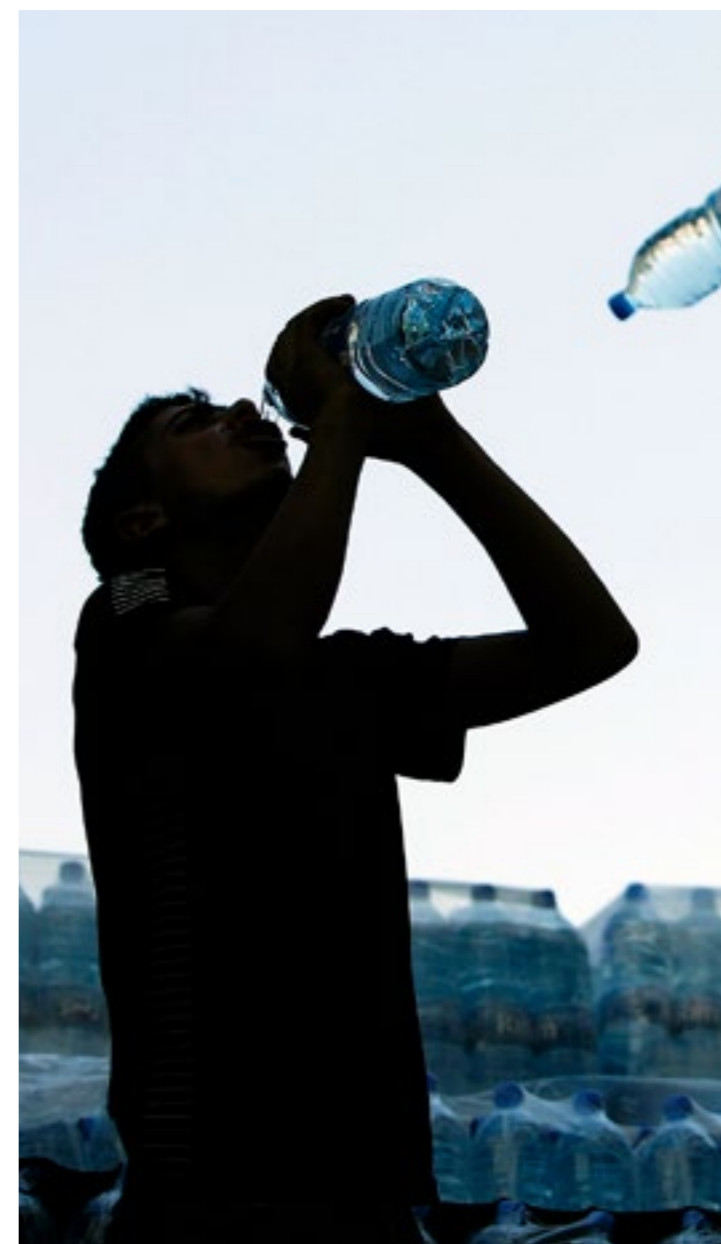
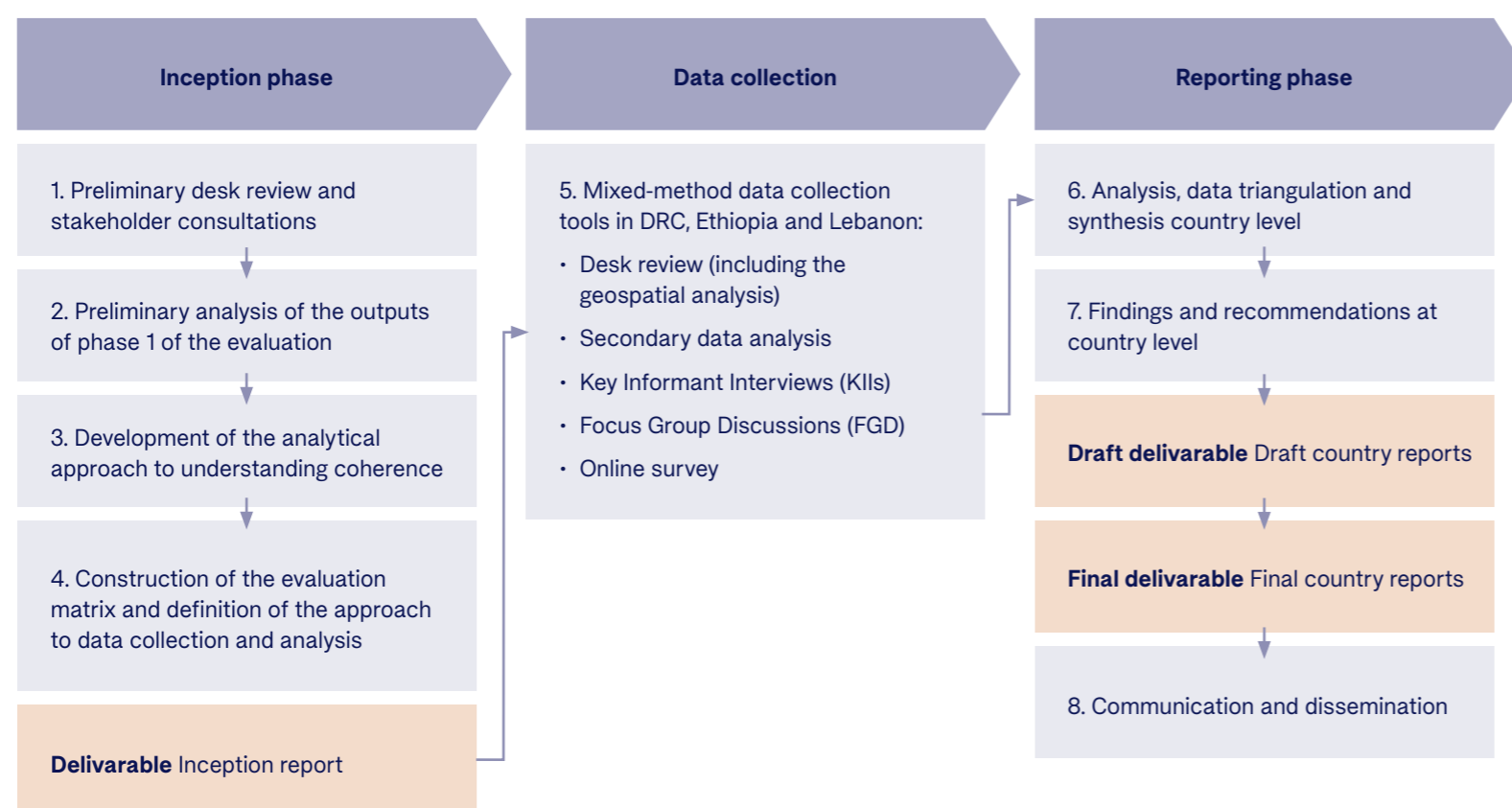


Photo: **Mark Garten** | UN Photo | Flickr





FIGURE 1
Overview of the evaluation approach



Country approach

The country approach included:

- A desk review of Norwegian policy documents, agreement and implementing partners documentation and HDP research literature (Annex 3).
- Remote interviews with stakeholders based in Oslo from the Ministry of Foreign Affairs (MFA), Norad and Agreement partners (Annex 2).
- A data in-country mission occurred between Thursday, 24 August and Wednesday, 30 August 2023 (Annex 2).

The Lebanon case study was conducted by an international evaluation expert with extensive experience in Lebanon and a senior national health and evaluation expert. The data collection in-country combined interviews with key stakeholders (Embassy staff, multilateral agencies, agreement and implementing partners) and community members (see Annex 2). The data collection focused on health interventions supported by Norway, with a strong emphasis on engaging local partners and involving community consultations. Following the data collection phase, the information and data gathered in-country was triangulated with findings from the document review. A debriefing session was held with the Embassy and the Norad Department for Evaluation. Additional interviews were conducted to address any gaps identified during the data analysis.





2

Context





Twelve years into the Syria crisis, Lebanon remained at the forefront of one of the worst humanitarian crises of our time. It continued to host the highest number of displaced persons per capita and per square kilometre in the world.² The situation in the country has been portrayed as a multi-layered crisis offsetting development gain and with acute humanitarian consequences. In January 2023, it was estimated that 3.9 million people were in need.³ After four years of a crippling economic crisis, over 80% of the population has been impoverished.⁴

Lebanon was a highly economically and politically stressed host country, having faced the devastating impact of the last two years' unprecedented economic, financial, social and health crises. The Government of Lebanon estimated that the country hosts 1.5 million Syrians who have fled the conflict in Syria, including 844,056 registered as refugees with the United Nations Refugee Agency (UNHCR), along with 211,400 Palestine refugees in

Lebanon and from Syria.⁵ These populations live across all governorates in Lebanon. Since 2015, Lebanon has received over USD 8.2 billion in support for displaced Syrians, vulnerable Lebanese, and Palestinian refugees under the Lebanon Crisis Response Plan (LCRP).⁶ The Government of Norway was one of the top donors to the country.⁷

Lebanon's dire economic situation was a critical trigger to the civil unrest that erupted in October 2019.

The worsening financial crisis was caused by very high levels of public debt (one of the largest debt-to-GDP ratios in the world), a significant deficit in current accounts due to trade deficits in goods and soaring inflation rates associated with a shortage of US dollars and the collapse of the Lebanese pound.⁸ Lebanon has also been faced with a presidential vacuum since the beginning of November 2022, was headed by a caretaker government and was therefore unable to enact the reforms needed to receive assistance from the international donor community to stabilise the country's financial crisis.

The refugees' presence in the poorest parts of Lebanon has put extra strain on local economies and led to tensions with host communities. The price of essential items and services has skyrocketed by over 700% since June 2022.⁹ The increased difficult situation for vulnerable populations has contributed to increased negative inter-communal relations.¹⁰

Multi-dimensional poverty has doubled from 42% to 82%.¹¹ In Lebanon, nearly 4 million people lived in multidimensional poverty, including approximately 745,000 Lebanese national households. A Human Rights Watch survey found that 40% of Lebanese households earned approximately USD 100 or less per month, and 90% earned less than USD 377 per month.¹² Refugees living in poverty were accumulating debt and making tough choices to reduce costs.

2 UNOCHA, Lebanon Emergency Response Plan, 2023. (<https://reliefweb.int/report/lebanon/lebanon-emergency-response-plan-2023>)

3 OCHA, Increasing Humanitarian Needs in Lebanon. 2022.

4 ECSWA, Multidimensional poverty in Lebanon, (2019-2021), 2021 (https://www.unescwa.org/sites/default/files/news/docs/21-00634-multidimensional_poverty_in_lebanon_policy_brief_en.pdf) General assembly UN Human Rights Council Olivier De Schutter, Report of the Special Rapporteur on extreme poverty and human rights, 2022 (<https://lebanon.un.org/sites/default/files/2022-05/FINAL%20SR%20Report%20on%20his%20visit%20to%20Lebanon-ENG-Published%20May2022.pdf>)

5 UN Lebanon, Lebanon Crisis Response Plan, 2022-2023. (https://lebanon.un.org/sites/default/files/2022-02/LCRP%202022_FINAL.pdf), Lebanon Emergency Response Plan 2023. (<https://reliefweb.int/report/lebanon/lebanon-emergency-response-plan-2023>)

6 UNOCHA, Lebanon Crisis Response Plan (LCRP), (2022-2023) <https://reliefweb.int/report/lebanon/lebanon-crisis-response-plan-lcrp-2022-2023>)

7 UNOCHA, Overview of the humanitarian response in Lebanon, 2023(<https://www.unocha.org/lebanon#:~:text=Lebanon%27s%20Emergency%20Response%20Plan%20aims,to%20the%20most%20eligible%20recipients>)

8 Human Rights Watch, World Report, Lebanon chapter, 2023 (<https://www.hrw.org/world-report/2023/country-chapters/lebanon>)

9 OCHA, Vulnerability Assessment of Syrian Refugees in Lebanon. VASyr, 2022. (<https://reliefweb.int/report/lebanon/vasyr-2022-vulnerability-assessment-syrian-refugees-lebanon>)

10 UNHCR, Protection Monitoring Survey Findings, Lebanon second quarter, 2022 (<https://reporting.unhcr.org/lebanon-protection-monitoring-findings-2nd-quarter-2023>)

11 ECSWA, Multidimensional poverty in Lebanon (2019-2021) Painful reality and uncertain prospects, 2021 (https://www.unescwa.org/sites/default/files/news/docs/21-00634-multidimensional_poverty_in_lebanon_policy_brief_en.pdf)

12 Human Rights Watch, Lebanon: Rising Poverty, Hunger Amid Economic Crisis, 2022 (<https://www.hrw.org/news/2022/12/12/lebanon-rising-poverty-hunger-amid-economic-crisis#:~:text=Lebanon%20has%20a%20population%20of,economic%20crisis%20started%20in%202019.>)





Even before the crisis, social services, infrastructure, and livelihood opportunities were inadequate.

Increased refugee populations were putting enormous pressure on water, sanitation, education and health care systems, livelihood, and job competition, with critical consequences for Lebanon's natural and environmental resources. Public services were overstretched, with demand exceeding the capacity of institutions and infrastructure to meet needs. The conflict in Syria has significantly impacted Lebanon's social and economic growth, caused deepening poverty and humanitarian needs, and exacerbated pre-existing development constraints in the country.



Photo: **Joe Saade** | UN Women | Flickr





3

Findings





Implementation Coherence

EQ1

To what extent are Norwegian humanitarian, development and peace interventions coherent at the implementation level (i.e. the relationship between interventions)?

Summary of findings: Norway's funding allocation had shown flexibility, with a decrease in humanitarian funding and an increase in development funding since 2019. The increased focus of Norway on long-term interventions was identified as late in the process, given the onset of the Syrian crisis in 2011 and its prolonged status as a protracted refugee crisis over an extended period. This shift reflected a strategic response to Lebanon's prolonged crisis and an effort to address the root causes of instability. Norway's interventions aligned with Lebanon's coordination structures, such as the Humanitarian Response Plans and were coordinated with the government when necessary and feasible. While strong coordination structures were in place, they had not significantly contributed to coordinated joint efforts at the implementation level. Among Norwegian actors,

information sharing had not translated either into strong collaboration or complementary programming or joint conflict analysis. The definition of "Peace" within the Triple Nexus framework required further adaptation to the Lebanese context, as it lacked coverage of crucial elements like reduction of tensions. It was crucial to define the concept or understanding of 'peace' based on specific contextual realities of each country where interventions were implemented.

I.a. To what extent has there been spatial (geographic) and longitudinal (sequential) coherence in Norwegian HDP programming?

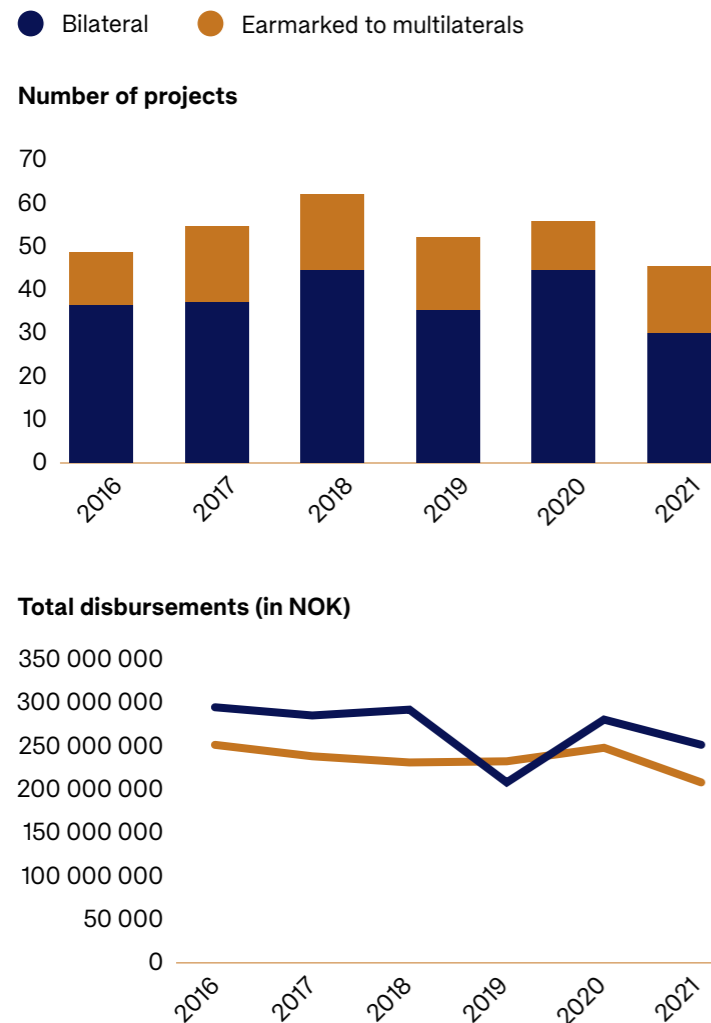
Finding 1: The definition of 'Peace' was currently not sufficiently adapted to the context, did not encompass elements such as social cohesion, lowering tensions, stabilisation efforts, in addition to the more formal peacebuilding and conflict transformation efforts. A first finding important for this evaluation was that while there has been significant reflection and learning regarding the Humanitarian-Development Nexus, the third component, 'Peace', remained less defined and clear by Norway. It should be noted that this has been also the case for other actors. A study on advancing Nexus in the MENA region revealed that while *'actors are relatively well informed about HDP nexus; (...) an additional operational awareness is needed'*.¹³

¹³ Advancing Nexus in the MENA region. Breaking the silos. July 2022. <https://www.icvanetwork.org/uploads/2022/07/Advancing-NEXUS-MENA-Report.pdf>





FIGURE 2
Overview of Norwegian funded projects in Lebanon



Source: DevStat, Geospatial analysis, 2023.

As explained in the Terms of Reference, for Norway the peace dimension of the HDP nexus referred to local peacebuilding, understood as context-specific efforts at the national or sub-national level or as actions to engage local civil society. These efforts might aim to create infrastructures for peace at all levels (peace committees, national peace platforms and similar) or to improve inter-community relationships and social cohesion. Moreover, peace was also related to understanding and navigating the dynamics of conflict. Conflict sensitivity called for the use of regular conflict analysis.¹⁴ This definition of peace, as explained in the TORs, aligned more closely with how peace was defined by stakeholders on the ground and how it was implemented within the context of the triple nexus. There existed a multitude of concepts and interpretations surrounding 'Peace', including its association with supporting reconciliation processes, stabilization efforts, social cohesion, social justice, and addressing tensions.

In the geospatial analysis presented during the initial phase of this evaluation, 'Peace' was treated as an independent pillar, primarily identifying standalone 'Peace' projects, including support for structured dialogues to address causes of tensions linked to the Palestinian refugee presence in Lebanon. However, the approach of presenting 'peace' as an independent pillar, was considered by those interviewed as not fully

representative of how Peace interventions were generally understood. Hence, the geospatial analysis did not provide a complete and accurate picture of the extent to which Norway supports 'peace' effort within its country portfolio. An example illustrating this point was the characterization of the National Red Cross, which was primarily labelled as humanitarian and development focused. However, this organization significantly contributed to 'peace' in the country by facilitating access to healthcare, basic services to all population groups, and tension reduction.

For other partners, 'peace' was recognized as a fundamental aspect in the geospatial analysis when the supported project explicitly outlined a 'peace' or 'social cohesion' objective. An illustration of this is United Nations Development Programme (UNDP), supported by Norway. UNDP implemented the Lebanon Host Communities Project (LHSP) supporting the most vulnerable Lebanese communities. It targeted municipalities that were impoverished and that have received a high number of Syrian refugees.¹⁵ The project has been supported by the Norwegian Ministry of Foreign Affairs. The aim of LHSP was to increase social stability, build the abilities of host communities, address tensions, prevent conflict, and ensure peaceful co-existence through improving livelihoods and service provision.¹⁶

¹⁵ K4D. Donor response to refugee tensions in Lebanon.

¹⁶ UNDP, Lebanon Host Communities Support LHSP, 2023 (<https://www.undp.org/lebanon/projects/lebanon-host-communities-support-lhsp>)

¹⁴ Terms of Reference. P.6-7.





Consequently, the operationalisation of the Triple Nexus framework varied according to the unique country context, such as the case of Lebanon, necessitating an adaptation of the definition of “Peace’ accordingly.

In practice, agreement and implementing partners understood and operationalised ‘Peace’ in a broader sense, encompassing elements such as social cohesion and lowering tensions, in addition to more formal peacebuilding and conflict transformation components. All stakeholders interviewed considered peacebuilding as inherently intertwined with development and humanitarian programmes when working in fragile country contexts.

The perspective that Peace should be understood in a broader sense was not only held by Agreement and Implementing partners. It was also shared by representatives of the Norwegian development administration in Beirut and Oslo. The limited number of peace projects identified in the geospatial analysis did not sufficiently reflect the multifaceted definition/ interpretation of peace as understood by relevant stakeholders in Lebanon. Based on feedback from Norwegian stakeholders in the country, the Triple Nexus was deeply integrated into all aspects of Norwegian government efforts, emphasising conflict sensitivity and Do No Harm rather than explicitly using the term “peace”. This reflected what is incorporated in the TORs as the definition for ‘peace’.

In summary, the evaluation highlights the need for a more comprehensive and context-specific understanding of the ‘Peace’ component within the Triple Nexus framework. It also underscored the potential for a wide range of approaches, from broad definitions encompassing social cohesion and economic opportunities to more focused definitions emphasising conflict transformation, indicating the need for continued exploration and clarification of the Triple Nexus’ role in peacebuilding and humanitarian-development efforts.

Finding 2: Regular information sharing did not contribute to collaborative efforts in developing complementary or joint programming strategies or have joint analysis concerning underlying drivers of conflict and fragility. Based on feedback received from Norwegian and national partners in-country, there was not sufficient formal information sharing between Norwegian NGOs or actors receiving funding from Norway. The Embassy acknowledged this and indicated that moving forward, the intention was to call for more regular joint programmatic meetings with the organisations receiving funding from Norway.

While there were no formal structured meetings set up in-country, information sharing happened regularly at different levels, including:

- Regular bilateral engagement between the partners based in-country and the Embassy. This information sharing and close coordination between multilateral, Norwegian and national actors was confirmed in-country.
- Close collaboration and consultation between Embassy staff and MFA based in Oslo.
- Close coordination between staff in Oslo of MFA and Norad, especially at the desk level.

Beyond information sharing between the Embassy and the Norwegian actors at a bilateral level, there was no evidence of Norwegian NGOs coordinating together in terms of geographic focus or learning. Although there was bilateral information sharing – confirmed through the survey results - between the Agreement Partners and either the Embassy, MFA or Norad, there was no exchange of knowledge or cross-learning among the various organisations receiving funding. This represented a missed opportunity for learning on the operationalisation of the HDP nexus.





The survey results indicated that around from 65% to 70% of respondents that expressed an opinion agree or strongly agree that Norway supports regular and structured information sharing during the planning and implementation phases. It was expected that this has contributed to the view of respondents that the programmes funded by Norway were found to be working towards common outcomes¹⁷. Strong information sharing did not lead to developing complementary or joint programming strategies or working plans. Survey results also indicated a lack of collaboration between the three pillars under the HDP nexus, with limited collaboration or joint analysis around drivers of conflict and fragility.¹⁸ These survey results aligned with what was highlighted in the ICVA report on limited joint analysis and indicating that information shared with clusters or technical working groups are less often used to support or guide planning or programmatic decision-making.¹⁹

Based on consultations with UN agencies, MFA and Embassy staff, Norway as a donor collaborated with other donors and humanitarian actions to pursue a harmonized approach to humanitarian assistance.

17 18 respondents agreed or strongly agreed to this statement out of 26 that expressed an opinion.
18 15 respondents agree or strongly agree that HDP programmes funded by Norway share a common analysis around drivers of conflict and fragility, out of 22 respondents that expressed an opinion. As shown in the annex, this ratio is among the lowest score regarding the section on Internal Coherence.
19 <https://www.icvanetwork.org/uploads/2022/07/Advancing-NEXUS-MENA-Report.pdf>

Similarly, Norway aligned its development assistance with national governments to ensure that was harmonized with government priorities.

Finding 3: Norwegian assistance to Lebanon for longer-term interventions was limited until 2020, hindering the establishment of a stronger connection between humanitarian and long-term aid efforts.

Documentary evidence indicated that Norwegian aid to Lebanon had a limited focus on longer-term interventions until 2020. The shift toward an increased focus on longer-term and stabilisation efforts only gained momentum in 2020.^{20 21} The documents and interviews did not clearly articulate the motivation behind this shift within the Norwegian aid administration. It should be noted that the international aid community had called in its consecutive Humanitarian Response Plans for an escalation in longer-term interventions and funding due to the prolonged nature of the refugee crisis in Lebanon spanning multiple years. This limited focus was also evident in the allocation of support to key development organisations. Between 2016 and 2021, UNDP, responsible for long-term development initiatives, received less than two percent of the Norwegian support in both Jordan and Lebanon as part of the response to the Syrian crisis in neighbouring countries.²²

20 Riksrevisjonen 2023, p.12.
21 Devstat, Geospatial Analysis, 2023
22 Ibidem, p.13.

Lebanon, grappling with a larger influx of Syrian refugees, compounded by economic crises and political instability, faced significant challenges in receiving long-term development aid. Furthermore, Lebanon struggled to access funds from the Global Concessional Financing Facility (GCFF), a fund offering favourable loans to nations impacted by refugee crises, due to Lebanon's political crises and the caretaker government status.²³ As a result, a significant portion of the long-term funds provided jointly by Norway and other donors to Jordan and Lebanon through the GCFF were allocated to Jordan, despite Lebanon's greater need. This indicated that Norwegian support to the GCFF has not been effectively tailored to meet Lebanon's specific requirements.²⁴

These findings, as documented in the Norwegian audit report assessing the Norwegian aid for the Syria crisis (2016-2021), are corroborated by the GCFF Annual Reports. Notably, the 2020 – 2021 Annual Report shows that USD 745 million was allocated to Lebanon while Jordan received USD 2.1 billion.²⁵

23 The GCFF was established in 2016 at the initiative of the UN, the Islamic Development Bank and the World Bank as a response to the Syrian refugee crisis. The GCFF provides concessional financing to Middle Income Countries – such as Jordan and Lebanon – hosting large number of refugees.
24 Riksrevisjonen 2023, pp.13-14.
25 Global Concessional Financial Facility, Annual report, 2020-2021 (https://globalcfff.org/wp-content/uploads/2021/10/FINAL_WBG-GCFF-2021-Annual-ReportPage.pdf)





I.b. To what extent (and eventually how) do humanitarian, development and peace interventions combine to respond to contextual changes?

Finding 4: Fluctuations in financial disbursements and renaming the in-country humanitarian portfolio reflected adaptation to contextual changes.

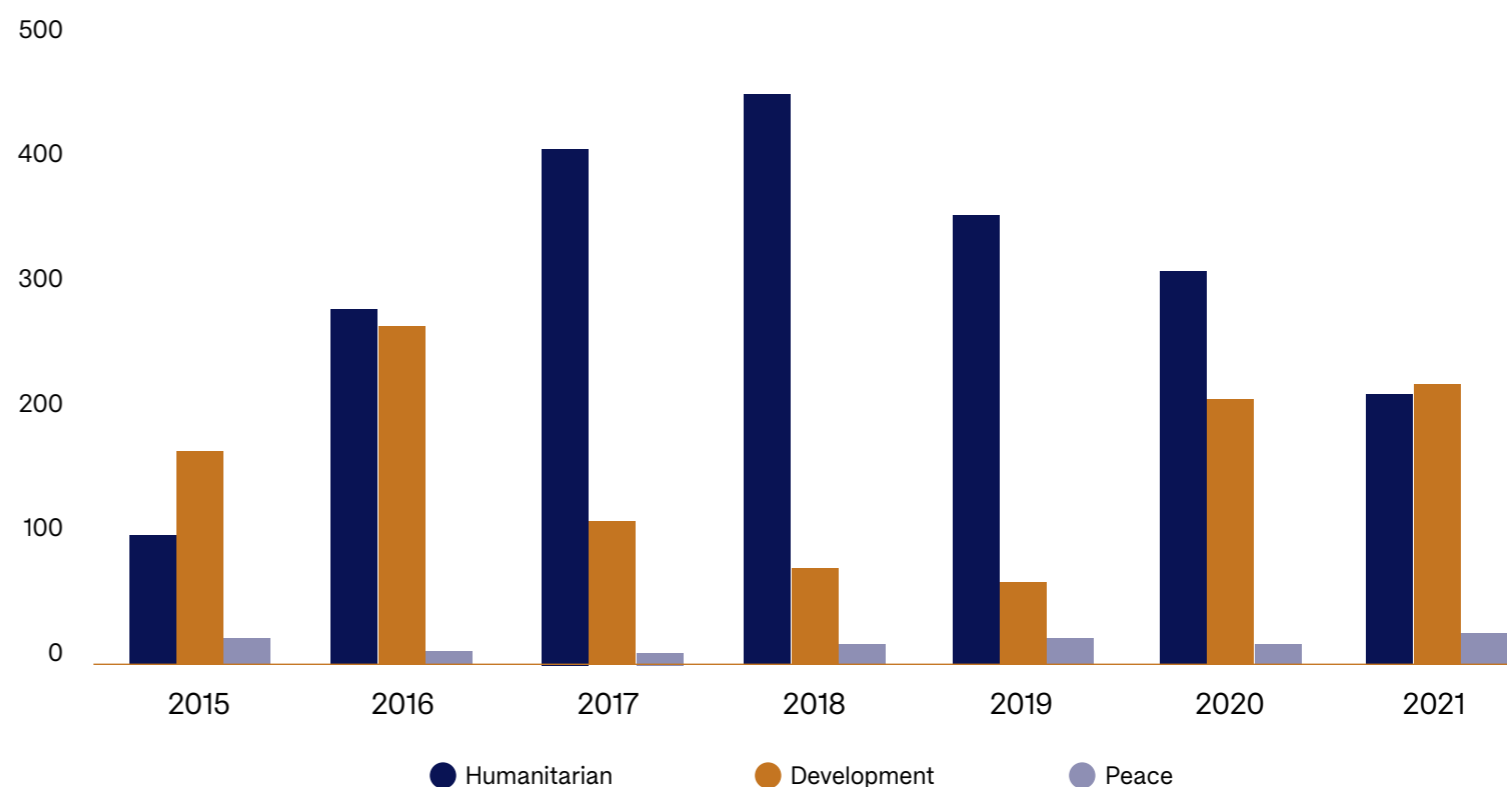
An observable trend in Norwegian assistance to Lebanon since 2019 was a notable decrease in Norway’s humanitarian funding, coupled with a simultaneous increase in development funding. Financial disbursement for peace interventions exhibited a degree of variability, fluctuating from year to year.²⁶ Agreement and implementing partners consulted overall agreed that Norway was a flexible donor, facilitating the process for partners to respond to changes in the context. Agreement partners also received sufficient flexibility to design and implement projects. Most of Lebanon’s funding was humanitarian, with the bulk going through multilateral agencies. Funding was primarily unearmarked, enabling partners to respond to the changes in the context or fill gaps in the response. Government stakeholders confirmed that Norway placed great importance on the trust it had in the partners with whom it worked.

This trend in funding allocations reflected a strategic adaptation addressing the challenges posed by the protracted crisis in the country. The increase in

²⁶ DevStat, Geospatial analysis, 2023. P.93.

FIGURE 3

Disbursement by Norway to Humanitarian, Development and Peace projects in Lebanon (in mill NOK)



Source: Devstat, Geospatial Analysis, 2023

development funding underscored Norway’s approach to supporting Lebanon in the face of contextual changes and challenges. Another development was the renaming of the Embassy’s humanitarian portfolio to “Durable Solutions – Stabilisation portfolio”, decided at the level of

the Ministry of Foreign Affairs (MFA), acknowledging the need to address the causes of instability and the need for sustainable solutions in a context of a protracted crisis. The change in the naming of the portfolio was decided at the ministry level in consultation with the Embassy.





Norway's funding has targeted areas where vulnerabilities are higher, in the country's north, east and south. The allocation aligned with identifying the most vulnerable regions in Lebanon identified by the inter-agency coordination unit. (See Annex 9 with vulnerability map)

The geospatial analysis also identified that Norway had a more extensive geographic coverage than other donors. The geospatial analysis indicated indeed that Norway's geographical alignment to other donors was mixed. The competition with other donors was high in the East of the country, Beqaa governorate. But whereas Norway seemed also to be very present in the North, the interventions funded by comparator donors were very limited. Likewise, Norway was present in the South whereas other donors had minimal intervention. The opposite was true for Beirut and the Mount Lebanon governorate. Norway had a broad spectrum of support for various rights holders, encompassing Syrian and Palestinian refugees, vulnerable host communities, underprivileged Lebanese communities, women, youth, and individuals with disabilities. Norway also extended its support to multilateral agencies with nationwide coverage, such as the World Food Programme (WFP), UNHCR or UNDP along with organisations such as the Lebanon Red Cross which also had a nationwide reach. Norwegian NGOs and UNRWA assisting Palestine refugees operated within the Palestinian refugee camps throughout the country.

I.c. To what extent (and eventually how) have these efforts been coordinated with those of other actors (e.g. other OECD DAC countries, national government, multilateral actors)?

Finding 5: Projects funded by Norway were aligned with the priorities and needs identified in the primary documents guiding the Humanitarian Country Team and were coordinated with the government where needed. Coordination with multilateral actors. All interlocutors confirmed that Lebanon has well set up coordination structures in response to the Syrian crisis, including Humanitarian Response Plans and Humanitarian Needs Overview²⁷ Norway-funded interventions aligned with the strategies and objectives included in these documents, including an increased focus on resilience. In-country stakeholders confirmed that while there was alignment and organisations meet in multiple forums, this did not lead to more joint planning or joint implementation.

In 2019, Norway's objectives included facilitating a smooth transition from short-term humanitarian efforts to a more predictable and stable refugee response, as well as establishing multi-year cooperation. These goals and objectives were maintained in the consecutive annual plans and reports.²⁸ This approach closely aligned with the goals of the national government and multilateral actors as outlined in the Humanitarian Response Plans.

²⁷ UNOCHA, Lebanon overview (<https://www.unocha.org/lebanon>)

²⁸ Norsk utenriksstasjon i Lebanon 2019.

However, a 2022 review of the Norwegian Humanitarian Strategy and Strategic Partnership Model found that the LCRP seemed to be primarily focused on emergency response, with insufficient emphasis on long-term, durable solutions.²⁹

However, Norway has continued taking steps to support the transition from humanitarian assistance to more long-term engagement in its interactions with multilateral agencies. In 2021, Norway established a three-year collaboration with UNICEF to ensure an efficient transition from humanitarian response in the education sector toward a more stable and predictable engagement. Norway played an active role in coordinating these efforts with other donors³⁰

Coordination with Government of Lebanon. In terms of coordination with the government, it was found that health interventions funded by Norway were coordinated with the Ministry of Health. This was the case for the Lebanon Red Cross and for the health infrastructure supported by NORWAC. Seen the financial and economic crisis in Lebanon, these interventions filled critical gaps in the health care provision. (See also EQ3 – Health and Peace).

²⁹ Midterm Review of the Norwegian Humanitarian Strategy and Strategic Partnership Model, Final Report 2022.

³⁰ Lebanon Embassy Report. 2021.





Weak joint programming efforts. The survey results indicated a lower external coherence than internal coherence. A vital survey result was that barely half of the survey respondents agreed or strongly agreed that there were common outcomes (15 respondents out of 24 that expressed an opinion), joint programming strategies (13 respondents out of 23), complementary strategies (16 out of 25), or work planning (10 out of 22).

When comparing the survey results for both internal and external coherence³¹, there were several similarities in both responses, indicating that both internally and externally, there were weak joint programming strategies, complementarity in work planning or joint implementation, meaning absent or weak synergies or interlinkages. The in-country data collection confirmed this data. While organisations met were part of the multiple coordination mechanisms that exist in Lebanon, this has not automatically contributed to joint planning or implementation.

³¹ As stated in the Inception report and Annex 5: Key concepts, Internal coherence can be understood as “the degree to which Norway’s humanitarian, development and peacebuilding intervention are coordinated, complementary and collaborative across the family of Norwegian actors in country”. External coherence can be understood as the degree to which “Norwegian institutions and their HDP programmes engage with other strategic actors and local dynamics through regular coordination meetings involving community actors, government counterparts and other aid agencies, as well as bilateral donors and multilateral institutions in country”.

Finding 6: Despite being regarded as an active donor, there was limited systematic evidence concerning the role of Norway and its specific areas of focus within the donor community in Lebanon. Based on the Embassy annual reports, it was clear that the Embassy has played an active role with the donor community in Lebanon. Norway’s engagement in Lebanon has centred around key priorities, notably addressing the return of Syrian refugees to Syria and the collaborating with Lebanese authorities to facilitate accesses to various occupational sectors for Palestinian and Syrian refugees.³²

Norway was an important donor in the Middle East with around one-third of Norwegian total funding allocated to the crises in Syria and Yemen and neighbouring countries, especially Jordan and Lebanon. The 2022 review of the Norwegian Humanitarian Strategy and Strategic Partnership Model concluded that more thematic prioritisation could help to get more leverage by engaging strongly on few specific

³² Norsk utenriksstasjon I Lebanon 2020.

technical areas and combining it with diplomatic engagement at the embassy level. Norway was clearly well-positioned across numerous humanitarian areas in Lebanon, but It remained unclear where its comparative advantage lied in the country’s complex refugee and humanitarian response architecture. The absence of a clear prioritisation made engaging effectively and in a coherent manner with other donors and in international fora more challenging.

Norway has been a contributor to the Lebanon Humanitarian Fund (LHF), a country-based pooled fund, managed by UN OCHA and providing funding to national and international aid organisations.³³ Norway did not have a multi-year contribution agreement with the LHF and provided funding annually.³⁴ Participating in the LHF supports multilateralism offered flexibility in resource allocation, provided access to information, and promoted coordination and collaboration among humanitarian actors and donors.

³³ UNOCHA, Lebanon Humanitarian Fund at a glance, 2023 (<https://www.unocha.org/publications/report/lebanon/lebanon-humanitarian-fund-glance-enar#:~:text=The%20Lebanon%20Humanitarian%20Fund%20responds,be%20allocated%20efficiently%20and%20accountably>)

³⁴ UNOCHA, Lebanon Humanitarian Fund Overview, 2023 (<https://www.unocha.org/publications/report/lebanon/lebanon-humanitarian-fund-overview-january-august-2023>)





Policy Coherence

EQ2

To what extent are Norway's humanitarian, development, and peace interventions coherent at the policy level (i.e., the relationship between interventions and Norway's normative commitments)?

Summary of findings: Policy coherence was robust, although it was not solely directed by Norway. Norwegian NGOs, multilateral agencies, and local partners all demonstrated a commitment to these principles and have incorporated them into their organisational values. HDP interventions demonstrated a good commitment to conflict sensitivity and a willingness to adapt to changing contexts. While the localisation approach was prioritised, challenges regarding reporting requirements, equality in partnerships and visibility for local partners persist. Norway also placed importance on rights-based approaches and conflict prevention – Do No Harm – in its funding decisions and operations. Both Agreement and Implementing partners integrated rights-based approaches in their operations.

Overall, the survey results indicated a stronger performance in terms of policy coherence than internal or external coherence at the implementation level. This was in line with feedback from the in-country data collection.

II.a. To what extent (and eventually how) are Norway's humanitarian, development, and peace interventions consistent with its commitment to conflict sensitivity?

Finding 7: Both agreement and implementing partners regarded the principles of "Do No Harm" and mitigation of tensions as essential components of conflict sensitivity in Lebanon. More systematic conflict analysis was primarily carried out by multilateral agencies with more financial and organisational capacity and resources. Agreement partners demonstrated strong awareness of the Do No Harm principle and a strong commitment to conflict sensitivity, reflecting a clear understanding of the importance of avoiding actions that could exacerbate tensions and conflict dynamics. Norwegian government interlocutors confirmed that this awareness was evident at higher levels of engagement. During the in-country data collection mission this was confirmed both at the level of multilateral agencies, Norwegian NGOs, and International NGOs. Consultations with national organisations confirmed that this understanding and commitment was shared and owned at the national and local level. This was also confirmed in the survey results. At the policy coherence level, around two third of the respondents that expressed an opinion indicated that conflict analysis and conflict sensitivity inform (12 out of 21) and influence (17 out of 27) programme changes.





Throughout the in-country data collection process, it was evident that both Agreement and Implementing Partners have demonstrated an ability to adapt and evolve their operations in response to the deteriorating context for Syrian and Palestinian refugees, as well as Lebanese host communities impacted by the economic decline and the presence of refugees putting a strain on services provision in communities with a high refugee presence. Through consultations with various partners during the data collection process, it became evident that the flexibility embedded in Norway's funding mechanisms played a pivotal role in enabling partners to effectively adapt to shifts in the operating context and evolving tension dynamics. This flexibility was widely recognized as a critical asset, empowering partners to respond proactively to emerging challenges and uncertainties, ultimately enhancing the impact of Norway's interventions in dynamic environments.

A notable illustration of this adaptability was seen in the actions taken by WFP, which has increased its support for the National Poverty Targeting Programme (NPTP). This shift in focus involved a balanced approach that allocates support to both Syrian refugees and vulnerable Lebanese populations. It was essential to acknowledge that this conflict-sensitive approach, aimed at mitigating rising tensions and recognizing the vulnerability of the Lebanese population, heavily relied on financial assistance from donor countries. Norway's active role as a donor was particularly noteworthy in this context, as it engaged in the NPTP, supporting social safety

nets. A prime example of this sustained engagement was Norway's long-term multi-year commitment to the school feeding programme of WFP in collaboration with the Ministry of Education.

II.b. To what extent (and eventually how) are Norway's humanitarian, development, and peace efforts consistent with Norway's commitments to the localisation agenda?

Finding 8: There is no unified definition of "localisation". For many agreement partners, it involves working in collaboration with local actors. The effectiveness of localization efforts is greatly influenced by the duration of the partnership between these parties.

Comparing survey results across internal/external coherence with policy coherence, it was evident that conflict analysis was increasingly taking place, but not yet done at a sufficient level. Localisation: More than 70%³⁵ of the respondents that expressed an opinion highlighted a strong focus on capacity building of national and local partners. However, others indicated a more moderate focus on capacity building. It was important to consider the feedback on capacity building with other responses. Only half respondents³⁶ found that there was a shared approach

35 17 out of 23 survey respondents for Lebanon indicated 'very much' or 'completely' on capacity building of local actors being a priority.

36 10 out of 21 survey respondents for Lebanon indicated an agreement on a shared approach to localisation across the Norwegian aid administration.

to localisation, and only half of them³⁷ indicated a strong implementation by local actors. These results also aligned with the feedback gathered during the in-country data collection, highlighting that there was no joint solid understanding of what localisation meant in Lebanon. Capacity building was highlighted as an important factor, but implementation by local actors varied. The latter also varied in quality, between being a 'sub-contractor for implementation' and 'equal partners'.

The concept of localisation, particularly in the context of Norway's approach, placed a strong emphasis on working with local implementing partners, primarily local civil society organisations. However, feedback from stakeholders suggested that the role of the government in the localisation approach was not as clearly understood. Stakeholders consulted acknowledged the critical importance of engaging with national and local government institutions in the HDP nexus. True localisation efforts could not sideline government involvement. In instances where such engagement was overlooked, it has been recognized that the process of reinstating government participation can be complex and costly, underscoring the significance of involving government entities from the outset to enhance the effectiveness and sustainability of interventions.

37 14 out of 24 survey respondents for Lebanon indicated 'very much' or 'completely' on the fact that HDP programmes funded by Norway were implemented by local actors.





While localisation was a priority by Norway and was perceived as a bottom-up approach, challenges arose as local organisations often struggled to meet Norway's reporting requirements. The Norwegian Embassy faced resources limitation in providing adequate capacity support. Consequently, partnering with UN agencies or Norwegian NGOs to work with local partners was viewed as a viable solution, though there was a recurring issue of insufficient visibility, particularly from some multilateral agencies, regarding the work carried out these local implementing partners.

During the data collection mission, the evaluation team observed that when Norwegian partners had collaborated with the same local organisations over an extended period, the arrangement between both the Norwegian NGOs and the local partners could be identified as a partnership, with both partners providing clear added value. Local partners indicated that for them it was important not to feel inferior, to have transparency in budget allocations.³⁸

There was unanimous agreement among all consulted NGOs that localisation held significant importance when operating in fragile contexts. Local organisations, particularly those deeply rooted in communities, possessed a strong grasp of needs and the underlying factors contributing to tensions.

³⁸ Key Informant Interviews with Norwegian and Lebanese NGOs.



Photo: **Dalia Khamissy** | UNDP | Flickr





II.c. To what extent (and eventually how) are Norway's humanitarian, development, and peace efforts attuned to rights-based approaches, especially in connection to accountability, transparency, voice and participation, and non-discrimination?

Finding 9: Rights-based approaches were incorporated to varied degrees. All partners receiving Norwegian funding focused their efforts on the most vulnerable communities and geographic areas. Among the principles, participation and non-discrimination were the most emphasized, while accountability and transparency to the affected communities were relatively less developed. Feedback from Norwegian government stakeholders indicated that rights-based approaches were critical aspects for Norway in the appraisal of any proposals submitted for funding. Rights-based approaches were found to be well integrated in the operations of both agreement and implementing partners. For well-established humanitarian organisations mechanisms to support protection, community feedback, and accountability were well operationalised. These aspects were considered crucial in humanitarian operations, particularly in fragile contexts with heightened tensions and increased needs but dwindling financial resources. This was also confirmed in the survey results with 25 out of 25 survey respondents that expressed an opinion indicating that Norway was strongly committed to Human Rights-Based Approach in humanitarian contexts.

Every agreement and implementing partner consulted and visited during the in-country data collection mission emphasized their commitment to supporting transparency and accountability in their interactions with the communities they served. Examples of these approaches were shared with the evaluation team and where possible the evaluation team confirmed these approaches with rights-holders.

Examples of inclusion of rights-based approaches:

- United Nations World Food Programme: WFP's longer-term support to conflict-affected communities has contributed to peace.³⁹ WFP's operations included support and feedback mechanisms for rights-holders to reach out to WFP and report violations of assistance.⁴⁰
- UNHCR: UNHCR sought regular feedback from refugees on their concerns and needs, as well as their views on current and foreseen interventions. UNHCR has set up feedback and complaints systems and strong community-based structures for refugees to participate in implementing effective solutions in their communities.⁴¹

During in-country consultations, it was emphasized that humanitarian partners should incorporate rights-based approaches into their operations. However, in a context where the rights of refugees were being threatened, it became crucial to supplement these efforts with advocacy at the government level to ensure the protection of the rights of all individuals and communities, as stipulated by various international frameworks. Donor countries, including Norway, played a significant role in undertaking advocacy efforts.

³⁹ SIPRI. The World Food Programme's contribution to improving the prospects for Peace in Lebanon.

⁴⁰ WFP. Disability Inclusion Survey Results. May 2023.

⁴¹ UNHCR. Accountability to Affected People. UNHCR Lebanon 2022-2023.





Implementation and policy coherence at sector level: Health and Peace

EQ3

To what extent has Norway's funding promoted equitable access to resilient health services (physical and mental health) for vulnerable and/or conflict affected communities?

Summary of findings: The Lebanese context, marked by a significant refugee population and economic challenges, has strained healthcare services. Norway's support has enabled healthcare actors to adopt a combined humanitarian and development approach, strengthening local capacity while providing healthcare services. Overall, healthcare projects supported by Norway in Lebanon have promoted equity in healthcare access for vulnerable populations. Common characteristics of these projects included a commitment to healthcare access regardless of nationality, flexibility, coordination with relevant ministries, conflict mitigation efforts, and the promotion of social justice and unity transcending identity boundaries.

Finding 10: Health projects have supported equity in access to health services for the most vulnerable population groups. This support did have a health benefit but also had an impact on social cohesion and feelings of social justice. Norway financially supported a significant healthcare portfolio in Lebanon, and the healthcare interventions have been deemed well-suited and pertinent to the Lebanese situation by partners and right-holders. The Lebanese context was characterised by a substantial refugee population, resulting in strain on services provision and exacerbated by the country's economic collapse. This economic downturn has led to a sharp rise in vulnerability among the Lebanese population, causing families to rely on public health facilities instead of the previously preferred private ones. Additionally, healthcare personnel have suffered income losses due to the currency devaluation, further exacerbating understaffing issues within the healthcare sector.

Several healthcare actors have adopted an approach that combines humanitarian and development efforts. This approach involved providing access to health care services while concurrently strengthening the capacity of local organisations and structures. A noteworthy example of such collaboration was evident in the partnership between the Norwegian Red Cross, the IFRC and the Lebanese Red Cross. Norway's support

played a pivotal role in enabling this programme approach (versus project approach previously), as it provided funding for five years from humanitarian funds, allowing for the allocation of resources to development-oriented actions, including capacity building for the Lebanese Red Cross.

In the realm of healthcare, Norway has also demonstrated a strong focus on addressing Sexual and Gender-Based Violence. The evaluation team conducted visits to various communities where healthcare projects were implemented. In both southern Lebanon and Beirut, these projects targeted vulnerable areas with clear medical and health care needs in localities that were underserved. Community feedback highlighted the positive impact of these healthcare initiatives. They contributed to greater equity in healthcare access and helped reduce tensions within the communities. In southern Lebanon, partners even provided financial support for families unable to afford transportation costs to reach healthcare centres. These centres welcomed individuals of all nationalities. Right-holders expressed the sentiment that within these centres, distinctions based on nationality, such as 'Lebanese', 'Palestinian' or 'Syrian' were transcended and there was a sense of unity. One community member, who had experienced the civil war, conveyed the message to younger generations visiting the centre that 'war is not an option'.





Common characteristics observed across healthcare projects supported by Norway include:

- Ensuring access to healthcare for all individuals in need, regardless of nationality and gender.
- Focusing project activities in vulnerable areas with high healthcare demand.
- Providing sufficient flexibility to adapt implementation based on evolving needs.
- Coordination with Ministry of Social Affairs and Ministry of Health.
- Aiming to avoid contributing to tensions or actively working to mitigate tensions.
- Capacity-building initiatives beyond health, including Protection from Sexual Exploitation and Abuse, protection.
- Recognizing peace as a form of social justice.
- Promoting a mindset that transcends religious or national identity, which is particularly significant in Lebanon.





4

Conclusions





Conclusion 1: The evaluation underscores the need for a more comprehensive and context-specific understanding of the “Peace” component within the Triple Nexus framework. Partners lacked clarity on the definition of the HDP Nexus, with partners and its implications within the Lebanese context. There was a limited exchange of experiences regarding the HDP Nexus, with partners engaging based on their own perceptions rather than within a well-understood contextual framework. This has led to inconsistent comprehension of the Nexus in the country.

While the Nexus was integrated into high-level policy documents like the Humanitarian Response Plans or the United Nations Sustainable Development Cooperation Framework for Lebanon, this understanding did not permeate down to the partner or community levels. There has not been adequate consultation on formulating a jointly owned HDP understanding for the country. Interlocutors found that existing documents did not sufficiently encompass crucial elements such as social cohesion, tension reduction, and stabilization efforts. In Lebanon and the broader region, the term “Peace” may also not readily resonate. The Triple Nexus was integrated into Norwegian government efforts, emphasizing conflict sensitivity and Do No Harm, rather than explicitly using the term “Peace”.

Conclusion 2: There has been active information sharing among Norwegian actors. However, this has not translated into strong collaboration, complementary programming strategies, or joint analysis of underlying conflict and fragility drivers. Consequently, it has not significantly contributed to seeking HDP synergies.

Conclusion 3: Alignment with key coordination structures and government engagement did not automatically lead to strong joint planning or implementation. Nevertheless, Norway’s flexibility in funding allocation and a strategic shift towards addressing vulnerabilities for both the Lebanese and refugee populations reflected its adaptability in responding to the evolving Lebanese context.

Conclusion 4: Norway’s interventions in Lebanon demonstrate a commitment to conflict sensitivity, localisation, and rights-based approaches. While there was room for improvement, particularly in refining the localisation approach and enhancing accountability and transparency, Norway’s active role as a donor, along with its flexible funding mechanisms, positively contributed to addressing Lebanon’s complex challenges.

Conclusion 5: Norway’s strong emphasis on localisation made a significant difference in ensuring a profound understanding of needs and priorities, resulting in programmes that were highly relevant to these needs. The combination of localisation and flexibility empowered partners to respond effectively to changing circumstances.

Conclusion 6: Currently, Norway lacked guiding documents to clarify its views on the incorporation of rights-based approaches. Norway in the country relied on existing guidance documents produced by multilateral agencies. However, specific guidance documents for rights-based approaches and localisation would provide an essential foundation. It was essential that these guidelines developed by Norway were applied flexibly and contextually to account for the unique circumstances and needs of different country contexts.





Conclusion 7: Norway's health interventions in Lebanon effectively responded to the pressing needs of the healthcare sector. Given the Lebanese situation characterized by a significant refugee population and a deepening economic crisis, these interventions proved well-suited and relevant addressing these challenges. Furthermore, Norway's focus on addressing SGBV through local partners underscored its commitment to tackling critical issues beyond traditional health concerns.

Conclusion 8: Visits to communities where health projects were implemented revealed a positive impact, underscoring these interventions as exemplary instances of the HDP nexus. They addressed clear medical and health needs in vulnerable areas, contributing to equity in access to healthcare services and reducing tensions among diverse communities. Community feedback highlighted the transformative effects of these health projects, fostering unity and cohesion among right-holders from different backgrounds.





5

Recommendations





Three main recommendations for this evaluation emerge from this country case:

Recommendation 1: Maintain flexible multi-year funding to allow flexibility in response based on needs and enable transitioning from humanitarian assistance to development interventions where feasible and relevant.

Recommendation 2: Continue to support a country-specific contextualised approach on how HDP should be understood and operationalised. A one-fit-all approach is not appropriate. However, within this contextualised approach provide clarity on important parameters for Norway including how localisation should be understood.

Recommendation 3: Ensure sufficient support to engage in-country in the nexus debates or platforms that are happening and advocate for the operationalisation of nexus in the coordination networks. Sufficient resources would also support identification of synergies among interventions supported by Norway.



Photo: **Jorge Aramburu** | UN Photo | Flickr





List of annexes

Annex 1: Terms of Reference

Annex 2: Stakeholders Consulted

Annex 3: References

Annex 4: Theory of Change

Annex 5: Key concepts

Annex 6: Evaluation Matrix

Annex 7: General context

Annex 8: Survey

Annex 9: Country map

Annexes 4 – 9 can be found as a separate document together with the report at norad.no/evaluation.





Annex 1:

Terms of Reference

Implementation and policy coherence analysis: Evaluation of the interaction between Norwegian humanitarian aid, development cooperation and peace efforts

Background

The Humanitarian, Development and Peace (HDP) nexus

After the World Humanitarian Summit in 2016 and the UN Secretary-General's push for a 'New Way of Working', the Humanitarian, Development and Peace (HDP) nexus has been a term high on the agenda in international development cooperation. The term is linked to debates concerning the persistent divide between humanitarian, development and peace programmes. This divide is characterised by operationally, organisationally and financially differences between such programmes. Earlier debates and recent research and policy documents suggest that better collaboration, coherence and complementarity between these sectors may enhance the quality of the aid to crisis-

affected populations and increase their resilience, and pave the way to durable solutions.¹

Twenty-five countries serve as pilots for the 'New way of working' and a related undertaking established by the European Union calling for better collaboration, most of which in sub-Saharan Africa, the Middle East, and North Africa. Joint planning and programming are being used to address several thematic areas, the most common being peace and human security.

¹ See e.g. UN Secretary-General's High-Level Panel on Internal Displacement (2021), "Shining a Light on Internal Displacement: A Vision for the Future"; Center on International Cooperation (CIC), "The Triple Nexus in Practice: Toward a New Way of Working in Protracted and Repeated Crises" (New York: Center on International Cooperation, 2019); OECD (2019) DAC Recommendations on the Humanitarian Development Peace Nexus; OECD (2017). Humanitarian Development Coherence. World Humanitarian Summit. Putting Policy into Practice; Redvers, L. and B. Parker (2020). 'Searching for the nexus: Give peace a chance'. The New Humanitarian. 13 May 2020; United Nations and World Bank (2018). Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict. Washington, DC: World Bank.





Other joint efforts focus on food security and economic resilience, access to basic social services, forced displacement, and strengthening the coping capacity of local systems and the resilience of communities in the face of climate change or other risk factors.²

Humanitarian assistance, development aid and peace efforts are all needed at the same time to reduce needs, risk and vulnerability³. Organisations have committed to aligning short-, medium-, and long-term objectives with their respective contexts, striving for collective outcomes such as addressing humanitarian needs, addressing the drivers of violent conflict, and developing institutions, resilience, and capacities in a complementary and synergistic manner⁴. OECD DAC countries including Norway have explicitly outlined specific positions and ways of working to enhance the coherence of their humanitarian, development and peace efforts.⁵ Coherence between these interventions supports the prevention of crises and their resolution. It helps to better meet immediate humanitarian needs of the most vulnerable (the realm of humanitarian

aid) while also addressing the longer-term drivers of vulnerability and root causes of crises coming under the development aid and peace umbrellas.

In some contexts, tensions may arise between the different humanitarian, development, and peace objectives. For example, efforts to uphold humanitarian principles may strain collaboration with national and local actors in achieving peace and long-term development goals in conflict settings, while the opposite could be the case in other contexts.

Evaluation of the interaction between Norwegian humanitarian aid, development cooperation and peace efforts

The Department for Evaluation in Norad is governed under a separate mandate⁶ from the ministries of Foreign Affairs and Climate and Environment, whereby the Department is tasked with planning, initiating, and carrying out of independent evaluations of activities financed by the Norwegian aid budget, which totalled about 40 billion NOK in 2021.

The Department for Evaluation has a mandate to initiate and perform independent evaluations of development cooperation. Other policy areas will be included in evaluations carried out by the Department for Evaluation to the extent they are relevant to development cooperation and from a Norwegian

development aid policy perspective.

The Department for Evaluation has started an evaluation of the interaction between Norwegian humanitarian aid, development cooperation and peace efforts. The main purpose of the evaluation is to contribute to learning through the provision of knowledge on the interlinkages between Norwegian humanitarian, development and peace efforts. The evaluation findings might also provide useful insights for other donors.

Coherence

In the evaluation coherence is understood as the compatibility of humanitarian, development and peace interventions with other humanitarian, development and peace interventions in a given country. Coherence can be broken further down into two sub-types of coherence: implementation coherence, which pivots around the relation between interventions; and policy coherence, understood as coherence between interventions and the overall policy level or normative commitment.

² OECD (2022). The Humanitarian-Development-Peace Nexus Interim Progress Review, OECD Publishing, Paris,

³ IASC (Inter-Agency Standing Committee) (2020). Exploring the Peace within the Humanitarian-Development-Peace Nexus (HDPN). Issue paper. IASC Results Group 4 on Humanitarian-Development Collaboration.

⁴ The peace promise (Agenda for Humanity). Commitments to more effective synergies among peace, humanitarian and development actions in complex humanitarian situations. 23 May 2016.

⁵ OECD (2022), pp.22-23.

⁶ Available here (in Norwegian): <https://www.norad.no/globalassets/filer-2015/evaluating/evalueringsinstruks-januar-2022.pdf>





From an implementation perspective, a HDP response would be coherent when:

1. There is coherent subnational aid targeting. The same target population can be reached by very different humanitarian and development programmes.⁷ Geographic separation of humanitarian and development aid within countries impedes complementary of action.⁸ Studies have pointed out the existent geographic dispersion between development and humanitarian aid⁹, with development aid not always reaching the most conflict-affected areas.¹⁰ It is thus vital to improve the mapping of HDP assistance at subnational levels in crisis contexts.¹¹
2. Development actors engage in the crisis early on and/or continue to be engaged throughout¹².
3. The linkages between humanitarian efforts, development aid and peace interventions are reinforced, to the benefit of affected populations, without undermining the humanitarian principles.

7 OECD, 2017.

8 CIC, 2019.

9 Mowjee, Garrasi and Poole, 2015.

10 Briggs (2021). Why does aid not target the poorest? *International Studies Quarterly*, 65(3), 739–752; Briggs, R.C. (2018). Poor targeting: A gridded spatial analysis of the degree to which aid reaches the poor in Africa. *World Development*, 103, 133–148; Briggs, R.C. (2017). Does foreign aid target the poorest? *International Organization*, 71(1), 187–206; CIC, 2019; Desai and Greenhill, 2017.

11 DI (Development Initiatives) (2020). *Development actors at the nexus: Lessons from crises in Bangladesh, Cameroon, and Somalia*.

12 DI, 2020; OECD, 2017.

4. International actors operating in a given country seek to work towards collective outcomes by coordinate their efforts and make use of respective complementarities and comparative advantages in a multiyear perspective.¹³
5. Humanitarian actors seek to move beyond implementing short term efforts, to enable longer term perspectives in their operations¹⁴.

In addition, from **a policy perspective**, a HDP response should respect humanitarian principles and deliver on commitments related to¹⁵:

1. Conflict sensitivity to avoid unintended negative consequences and maximise positive effects across HDP actions.
2. Engagement of national and local actors and institutions and strengthening their existing capacities, with a view toward a (gradual) transition between internationally- and nationally/locally-led approaches.¹⁶
3. Accountability, transparency, non-discrimination, and participation.

13 OECD, 2019; CIC 2019.

14 CIC 2019; United Nations (2016)

15 OECD 2017, 2019; United Nations (2016). *One humanity: shared responsibility*. Report of the Secretary-General for the World Humanitarian Summit. A/70/709. 2 February 2016.

16 *The localisation agenda empowering local actors in decision-making and their control over resources became part of the humanitarian reform agenda after the 2016 World Humanitarian Summit.*

These issues are key to create a coherent HDP response and are considered important for aid to be able to reach the goal of alleviating people's needs and risks and to contribute to resilience and more peaceful societies.

Context

This evaluation is focused on how Norwegian development, humanitarian and peace efforts are coherent within a context. Other studies have looked at how the nexus is being understood within aid systems or amongst donors broadly, but this analysis aims to analyse how this is done in practice by Norway within a given country context. The various degrees of humanitarian, development, and peace efforts supported by Norway, as well as their combinations, should be assessed against the specific context conditions and changes over the evaluation period, taking into consideration the inherent dilemmas. The human rights situation in the countries, and its potential contribution to risks for conflicts, should also be considered.





For this evaluation we have chosen to look at three countries, all of them pilots for the New Way of Working;

- *The Democratic Republic of the Congo (DRC):* The DRC suffers from one of the most complex and prolonged humanitarian crises in the world¹⁷. At the end of 2021, there were more than 5.5 million internally displaced people in the DRC, the third highest figure in the world. The north-east of the country has been continuously experiencing intercommunal tensions and conflicts, with a sharp increase in targeted attacks on displacement camps since November 2021¹⁸. DRC ranks among the countries that are considered extremely fragile contexts on several dimensions¹⁹ and has a UN peacekeeping mission task to protect civilians and support the Government of the DRC in its stabilization and peace consolidation efforts. The 'New Way of Working' approach in the DRC focuses on five provinces in Greater Kasai and Tanganyika and is guided by four collective outcomes in the areas of food insecurity, access to basic social services, forced displacement and gender-based violence²⁰. Between 2015 and 2021, NOK 1.6 billion in Norwegian earmarked development aid funds were disbursed to DRC, 64.7% channeled through

Norwegian non-governmental organisations and 28.9% through multilateral organisations²¹.

- *Ethiopia:* Ethnic tensions and conflicts flared in Ethiopia at various points in time in the 2015 – 2021 period. Reforms that altered Ethiopia's vulnerable ethnic-based federalism in 2018 led to an armed conflict in Tigray and neighboring regions by November 2020.²² In 2021, the conflict in the north was compounded by instability and violence in several other regions and a drought – leaving almost 4.2 million people internally displaced²³. Between 2015 and 2021, NOK 4.0 billion in Norwegian earmarked development aid funds were disbursed to Ethiopia. 34.8 % channelled through Norwegian non-governmental organisations, 29.5% through multilateral organisations and 22.4% through public sector in the recipient country²⁴.
- *Lebanon:* The situation in the country in the past years has been portrayed as a multi-layered crisis offsetting development gains and with acute humanitarian consequences. It is estimated that 2.5 million people are in need²⁵. According to OECD Lebanon's fragility increased in five of the six dimensions between 2019 and 2021, most markedly in the economic and political dimensions. Lebanon is not categorised as fragile in the 2022 edition

due to its still-relatively strong performance in the environmental, human and societal dimensions.²⁶ Between 2015 and 2021, NOK 3.3 billion in Norwegian earmarked development aid funds were disbursed to Lebanon, 52.2% channelled through multilateral organisations and 39.6% through Norwegian non-governmental organisations²⁷.

The evaluation questions will be responded to in an evaluation report that builds on the following two phases:

- A geospatial country analysis (Phase 1 of the evaluation), focusing on implementation coherence. The analysis is expected to be completed in February 2023, and its findings should be a key input to Phase 2. Its purpose is to provide the necessary overview of humanitarian, development and peace interventions funded by Norwegian aid in the three chosen countries. Its scope is restricted to implementation coherence. It assesses the spatial and longitudinal distribution of humanitarian, development and peace interventions receiving Norwegian earmarked development aid (1) relative to each other; (2) relative to crisis dynamics and needs; and (3) relative to other interventions.²⁸ It also considers Norwegian partners implementing humanitarian, development and peace interventions

17 OCHA (2021). République démocratique du Congo: Aperçu des besoins humanitaires 2022. December 2021.

18 NRC (2022). The world's most neglected displacement crises in 2021.

19 OECD (2022), States of Fragility 2022, OECD Publishing, Paris.

20 IASC Results Group 4, undated. Country Brief on the Humanitarian-Development-Peace Nexus Democratic Republic of the Congo.

21 Norad, Norwegian development aid. Statistics and results.

22 Protection Cluster Ethiopia. Protection Analysis Update June 2022.

23 NRC (2022). The world's most neglected displacement crises in 2021.

24 Norad, Norwegian development aid. Statistics and results.

25 OCHA (2022). Increasing Humanitarian Needs in Lebanon. April 2022.

26 OECD (2022), States of Fragility 2022, p.28.

27 Norad, Norwegian development aid. Statistics and results.

28 Interventions funded either by other OECD DAC countries or by Norway through multilateral aid.





– i.e coherence between types of interventions they implement, their locations and changes over time. This analysis is exclusively quantitative, based on both internal data sources on Norwegian aid and external data sources.

- Implementation and policy coherence analysis (Phase 2 of the evaluation). This deliverable will use mainly qualitative research methods and a participatory process to capture the expertise and experiences within Norwegian aid administration and Norway's partners. It will contextualize and explain findings on implementation coherence from the geospatial country analysis, while addressing evaluative interests (e.g., how different parts of the Norwegian aid administration work together) that were not or only partially covered by the geospatial country analysis. Additionally, it will cover all policy coherence analysis questions that were out of scope for the geospatial country analysis.

This Terms of Reference refers exclusively to phase 2, the implementation and policy coherence, which is further described below.

Purpose and objective of the implementation and policy analysis

This analysis shared the overall purpose of the evaluation as described above: to contribute to learning through the provision of knowledge on the interlinkages between Norwegian humanitarian, development and peace efforts. The objectives of both this analysis and the evaluation as whole are as follows:

1. To assess to what extent Norway's efforts have been coherent at country level to prevent, respond to, and recover from humanitarian crises.
2. To formulate lessons on how Norway can coherently link HDP interventions to reduce people's needs, risks and vulnerabilities.

Scope of the analysis

The **scope** of the implementation and policy analysis of Norwegian efforts is limited to one OECD DAC evaluation criterion - coherence. As described above, coherence is understood in this analysis as the compatibility of humanitarian, development and peace interventions with other humanitarian, development and peace interventions in a given country. It covers internal coherence (centred on Norway's efforts) as well as external coherence (synergies and interlinkages between Norway and other actors). On the former,

the analysis will consider both policy coherence and implementation coherence but give more weight to the latter. The focus on implementation is justified on two grounds: 1) while there are Norwegian policy references of different sorts to HDP, there is no unified HDP policy nor practical guidance specifically on HDP. 2) there is broad consensus on the need to see interventions in a relational manner, to avoid duplication of effort and maximise opportunities to achieve an overall goal.

The analysis will cover the period 2016 – 2021. Geographically, as noted above, it will focus on three countries:

- The Democratic Republic of the Congo
- Ethiopia
- Lebanon

Thematically, the analysis will approach the analysis questions in section 4, identified below, from a broader HDP perspective, considering the broader portfolio of HDP activities supported by Norway. However, due to limitations in how detailed and deep the analysis can be when considering the total Norwegian aid for each of the three countries, the evaluation will at a minimum focus on two sectors: health (including sexual and gender-based violence as a health issue) and peace, for greater analytical granularity and useful insights (for practical reasons, these interlinkages can hardly be studied in sufficient depth and the study generate findings of relevance unless they are concretised at a





sector level). Findings from this sectoral analysis are likely to reflect more than this sector, though²⁹. The analysis team may expand the analytical reach to other sectors deemed relevant for the analysis due to their interlinkages with the above-referred themes (such as GBV interventions beyond health-related ones) or due to its contextual significance.

The focus on health was chosen for several reasons; the sector is important for both humanitarian and development aid intervention; health interventions are funded by Norwegian development aid in all three countries; including SRHR and GBV in the health sector gives additional avenues for studying coherence.

The human rights situation in the country can fuel conflict, for example if there is unequal access to services, and conflict has severe effects on development and service provision. In this evaluation, the peace dimension of the HDP nexus refers to local peacebuilding, understood as context-specific efforts at the national or sub-national level or as actions that engage local civil society³⁰. These efforts might aim to create infrastructures for peace at all levels (peace committees,

²⁹ It was important to choose the health sector to allow for deeper and more detailed analysis. Other sectors that were considered for the evaluation were education and food security.

³⁰ At its core, this definition is aligned with the Peacebuilding Support Office (PBSO)'s definition. PBSO, PeaceNexus Foundation and UN Volunteers (2022). Thematic Review on Local Peacebuilding. May 2022. Local civil society as herein understood includes a broad range of actors, both formal organisations (e.g. NGOs) and informal groups, traditional structures and religious institutions.

national peace platforms and similar) or to improve inter-community relationships and social cohesion. Moreover, peace is also related to understanding and navigating the dynamics of conflict - that is, being conflict sensitive in health programming. Conflict sensitivity calls for the use of regular conflict analysis.

The evaluation focuses exclusively on official development assistance funded through the budget of the Norwegian Foreign Affairs (budget area 03 International aid³¹)

Analysis questions

Against the backdrop of the definition of implementation and policy coherence provided in Section 1, this analysis will aim to answer the following **core questions**:

1. To what extent are humanitarian, development and peace interventions funded by Norway coherent at the implementation level (i.e. the relationship between interventions)?
 - a. To what extent have there been spatial and longitudinal coherence?
 - b. To what extent (and eventually how) do humanitarian, development and peace interventions combine to respond to contextual changes?

³¹ From Norwegian: budsjettområdet 03 Internasjonal bistand.

- c. To what extent (and eventually how) have these efforts been coordinated with those of other actors (e.g. other OECD DAC countries, multilateral actors)?
2. To what extent are Norway's humanitarian, development and peace interventions coherent at the policy level (i.e. the relationship between interventions and Norway's normative commitments)?
 - a. To what extent (and eventually how) are Norway's humanitarian, development and peace interventions consistent with its commitment to conflict sensitivity?
 - b. To what extent (and eventually how) are Norway's humanitarian, development and peace efforts consistent with Norway's commitments related to the localisation agenda?
 - c. To what extent (and eventually how) are Norway's humanitarian, development and peace efforts attuned to rights-based approaches, especially in connection to accountability, transparency, voice and participation and non-discrimination?
 3. What are the lessons concerning the coherence of Norway's HDP efforts that might be relevant for other ongoing or future work in this realm? What factors hinder or enable coherence?





The geospatial country analysis conducted in the first phase of the evaluation focused on and shed light on questions 1a-c, and its findings provide a solid starting point for this analysis. However, as described above, the geospatial analysis approached those questions from a quantitative method perspective and did not attempt to investigate the reasons behind a particular finding. Thus, this implementation and policy analysis will go beyond those findings, adding new perspectives (on, for example, the quality and use of coordination mechanisms, or overall perceptions of stakeholders) and explaining them.

Approach and methodology

The team will propose an outline of a methodological approach that maximizes the chance of producing evidence-based assessments. The team will follow rigorous research practices, documenting technical and methodological choices and steps to answer the analysis questions via a cross-section of data sources and mixed methods.

Analytical approach to coherence

The analysis will outline an analytical approach to understanding coherence, based on the definitions described in these terms of reference. The analytical approach shall be sensitive to the multidimensional definition of coherence, further developing it where necessary.

Coherence between interventions, or between interventions and policies, are described with notions such as capability, coordination, outcomes and synergies. The analytical approach should spell out what these notions entails. For example, coordination might refer to formal and informal structures and venues, both internal to the Norwegian aid administration and external to it, but also included the ability to produce and use joined analyses. Furthermore, coordination can refer to international, national and sub-national levels – for example, participation in local coordination mechanisms and following up overall efforts in central multilateral boards.

Some examples of furthering of the conceptual framework around coherence at implementation level might include an examination of the goal interaction (i.e. what the intervention aims to achieve and its change pathways) spectrum between interventions (and in some cases within interventions), from cancelling and counteracting goals to reinforcing and indivisible goals - and eventually the degree to which positive goal interaction is due to planning and coordination or serendipity. Another area that could be further unpacked in the analytical framework is communication (venues, forms, thresholds) and shared or joined analytical efforts (context, risk or conflict analyses).

Context

This evaluation emphasises how coherence is achieved, or not, within a specific country context. The design calls for a comparison between the Norwegian effort within a country, and its compatibility with events within the context. This refers to both various locations within the country, and to the timeline included in the scope of the analysis. Hence, it is important that the team spells out which elements in the context are to be analysed and how.

Analysing the health and peace sectors

There are numerous possibilities for analysing the interaction and coherence within health interventions and between health and peace interventions. The analysis of key interactions within the health sector is likely to require the identification of sub-sectors bridging the humanitarian and development divide – e.g. Reproductive, Maternal, Newborn, Child and Adolescent Health, Primary Health Care. As for synergies between health and peace, the analytical framework might theorise and explore areas such as social cohesion, mental health and psychosocial support or transformation of conflicts related to the provision of health services, to mention just a few.

Data collection methods

Data will be collected in Oslo, the DRC, Ethiopia and Lebanon, disaggregating it at the appropriate level. As mentioned above, the team will outline a rigorous methodological approach to answer the analytical





questions. Considering the scope of the evaluation, it is desirable to make use of both surveys and key informant interviews to gather data from a wide variety of stakeholders and to uncover deeper insights, respectively. The analysis is also expected to review documentation and may include other data collection methods such as focus groups. The analysis must be clear and explicit on how the proposed data collection methods will answer the evaluation questions, and how triangulations are being made.

Deep knowledge of the context is important in this analysis, and we encourage a team composition that prioritizes in-country presence for DRC, Ethiopia and Lebanon.

The evaluation process should take into consideration and be adapted to constraints and restrictions due to security and other concerns.

The composition of the field data collection teams will be critical to ensure the gender and diversity sensitivity of the evaluation.

Participation/engagement

In addition to Norwegian stakeholders, the analysis will actively seek input and promote participation from a wide range of local organisations, groups and individuals from the three analysis countries. The selection process, methodological choices and sampling strategy should consider the full list of both

Norwegian agreement partners and implementing partners in the given country and time period, expanding it to include other organisations, groups and individuals as relevant. It should make sure to include populations affected by interventions. It shall apply intersectional lenses, considering their areas of operation or place of residence (urban-rural divide), thematic focus of work and/or social categories such as ethnicity, religion, disability, sexual orientation and age. Strategies to promote meaningful participation of local organisations, groups and individuals in the process should be clearly defined by the team. Similarly, the analysis will account for and include relevant national and international actors, including formal coordination mechanisms and platforms (e.g. humanitarian clusters, development forums, Multi-Partner Trust Funds, etc.).

Ethical assessments and human rights-based approach to evaluation

The analysis shall adhere to recognised evaluation principles and the OECD DAC's quality standards for development evaluation in addition to their guidelines for evaluations in settings of conflict and fragility, as well as relevant guidelines from the Department for Evaluation. The analysis shall be utilization-focused, laying out a process that secures engagement of the primary intended users and increases the likelihood of the findings being used.

The process must follow and document a human rights-based approach (non-discrimination /equality; participation; accountability and transparency; interdependence of human rights)³², showing sensitivity and respect to all stakeholders. The assignment shall be undertaken with integrity and honesty and ensure inclusiveness of views. The rights, dignity, safety and security of participants in the analysis should be protected. An introductory statement to the analysis report should explain what measures were taken to ensure no harm from the analysis itself, as well as the security of the interviewees and their right to remain anonymous.

The evaluators should reflect upon and document their ethical judgements throughout the analysis process. Doing so, preferably with reference to recognized norms for evaluation and social science research³³.

³² See more on this in the literature study by Deval: I.Worm, M. Hanitzsch, L. Taube and M. Bruder (2022) Human Rights-Based Evaluation in German and International Development Cooperation: Literature Review, DEval Discussion Paper 1/2022, German Institute for Development Evaluation (DEval), Bonn.

³³ For instance the ethics embodied in the NESH guidelines: Guidelines for Research Ethics in the Social Sciences and the Humanities | Forskningsetikk (2022)





6. Organisation of the assignment

The analysis will be managed by the Department for Evaluation in Norad³⁴. The contractor will report to the Department for Evaluation through the team leader. The contractor will keep in regular contact with the Department for Evaluation throughout the process, to discuss progress - including any problems that may jeopardize the assignment - make adjustments to the research design when required and shed light on actions to be taken to guarantee the high quality of the deliverables. Such regular communication will be especially important in the early stages of the assignment, to iron out the details of the approach.

The team should consult widely with stakeholders (reference is made to section 5) and facilitate the dissemination of findings from the evaluation. In some evaluations, the Department for Evaluation participates in parts of the field work to gain a better understanding of the context of the evaluation - this will be the case for this evaluation.

The contractor should maintain the highest degree of integrity and honesty, and consider the potential direct and indirect negative effects tied to the research process and deliverables, formulating strategies to mitigate these.

Quality assurance shall be provided by the institution delivering the services prior to submission of all deliverables.

All decisions concerning the interpretation of these Terms of Reference, and all deliverables, are subject to approval by the Department for Evaluation.

Deliverables

1. An **inception report** with detailed description of the methodological approach (including the operationalisation of key concepts) of maximum 7,500 words (approx. 15 pages) excluding figures, graphs and annexes. The inception report will also lay out challenges, risks and limitations and possible strategies to mitigate those, and provide an outline of the structure for the country reports and the synthesis report. Similarly, the inception report will propose how the findings from the evaluation will be disseminated in the three countries. The inception report should also provide a preliminary desk review of relevant existing published materials and situate its methodological approach in reference to this literature (including any gaps it aims to fill). The inception report needs to be approved by the Department for Evaluation before proceeding further.

2. Draft analysis reports (one per country i.e. the DRC, Ethiopia and Lebanon, and a synthesis report). Each of the country analysis reports must stand alone and will not exceed 12,000 words (approximately 24 pages) excluding figures, graphs and annexes. The synthesis report will have a maximum length of 7,500 words (approx. 15 pages), and will primarily bring together key findings from the three country analyses and recommendations. Methodology will be annexed. Supplementary summary statistics, dynamic or static visuals, data files / datasets are to be submitted together with the draft analysis reports.
3. **Final analysis reports** of the same maximum length as the draft reports. Data files / Datasets are to be submitted, along with supplementary visuals (if any) and other visuals included in the report, as separate, high-resolution files.
4. Presentation of the final report in a seminar in Oslo with physical and digital participation from stakeholders.

All reports shall be written in English in an informative, clear and concise manner in accordance with the Department for Evaluation's guidelines³⁵ and shall be submitted in electronic form (searchable format).

³⁵ <https://www.norad.no/en/front/evaluation/about-evaluation-department/evaluation-guidelines/>

³⁴ For more information, see <https://www.norad.no/en/evaluation>





Annex 2

Stakeholders consulted

Organisation	Department/Unit/Function
Beit Atfal Summoud	Executive Director
Beit Atfal Summoud	Mental Health Programme Coordinator
Beit Atfal Summoud	Coordinator of Reproductive Health
Beit Atfal Summoud	FGDs, 6 right-holders
Common Space Initiative	Legal and Policy Consultant
Common Space Initiative	Executive Director
Common Space Initiative	Senior Consultant
Common Space Initiative	Researcher and Coordinator
Embassy of Norway in Beirut	Head of Development
Embassy of Norway in Beirut	Programme Officers
Embassy of Norway in Beirut	Ambassador
IFRC	Head of Delegation for Lebanon and Iraq
Imam Sadr Foundation	Head of Research and Development
Imam Sadr Foundation	11 right-holders (FGDs)
Imam Sadr Foundation	Deputy Director of Health
Imam Sadr Foundation	Director of services
Lebanese Red Cross	Chief of Staff and Director
Nabaa	Executive Director

Organisation	Department/Unit/Function
Nabaa	Donor and MEAL Coordinator
NCA	Country Director
NCA	Head of missions
NORWAC	Country Director
NORWAC	Project Advisor
Norwegian MFA	Desk Officer
NPA	Finance Manager
Red Cross Norway	Legal and Policy Consultant
Red Cross Norway	Country Programme Manager
Red Cross Norway	Researcher and Coordinator
UNHCR	Assistant Representative
UNHCR	Partnerships Officer
UNRWA	Affairs Director of UNRWA Affairs
UNRWA	Monitoring and Evaluation Officer
UNRWA	Chief Health programmes
WFP	Deputy Country Director
WFP	Head of Programmes
WFP	Head of Partnerships





Organisation	Department/Unit/Function
WFP	Head of Programme Support, Protection, AAP, Social cohesion
WFP	Emergency Response Unit
WFP	Programme Officer, Community Feedback Mechanisms
WFP	Programme Officer, PSEA
WFP	Head of School Feeding Unit
WFP	Policy Programme Officer – School feeding programmes
WFP	Policy Programme Officer – Social Safety Nets





Annex 3:

Bibliography

General level and country level

Author	Title	Year
Center on International Cooperation	A triple Nexus in Practice Toward a new way of working in protracted and repeated crisis	2019
Common Space initiative	Progress Report Dialogues for Lebanon	2022-2023
Common Space initiative	UNRWA and current and future challenges on the sidelines of the UNRWA Advisory Commission meeting in Beirut	2022
Department for Evaluation, Norad	Geospatial country analysis, Norwegian Humanitarian aid, development cooperation and peace efforts	2023
Eric Abitbol, Erin McCandless	Transforming our common crisis: Complexity, Climate change, and Humanitarian Development Peace Nexus	2022
European Commission	HDP Nexus: challenges and opportunities for its implementation	2022
Feinstain International Center Publication	Co investigators but with different power	2023
Food and Agriculture Organization, UN Development Programme	Financing the Nexus	2020
General Assembly UN Human Rights Council Olivier De Schutter	Report of the Special Rapporteur on extreme poverty and human rights	2022
Global Concessional Financial Facility	Annual Report	2020-2021

Author	Title	Year
Human Rights Council	Report of the Special Rapporteur on extreme poverty and human rights	2022
Human Rights Watch	Lebanon: Rising Poverty, Hunger Amid Economic Crisis	2022
Human Rights Watch	World Report, Lebanon chapter	2023
Human Rights Watch	Lebanon: Rising Poverty, Hunger Amid Economic Crisis	2022
International Council of Voluntary Agencies	Advancing Nexus in the MENA region – Breaking the Silos	2022
International Organization for Migration	A mapping and analysis of tools and guidance on the HP linkages in the HDP nexus	2022
Jaber Suleiman	e-Archive Project of Palestine refugees Family Files/UNRWA	2022
Mariam Hamad	Midterm Review of the Norwegian Humanitarian Strategy and strategic partnership model	2022
Momentum	The Humanitarian-Development Nexus	2022
Norwegian Ministry of Foreign Affairs	Mid-term review of Norway's Humanitarian Strategy and Strategic Partnership Model	2022





Author	Title	Year
Norwegian Ministry of Foreign Affairs	Final Report for grants from the Norwegian Ministry of Foreign Affairs (MFA)	2018-2020
Norwegian Ministry of Foreign Affairs - Norwegian Embassy in Beirut	Virksomhetsplan (annual activity plans)	2016-2021
Norwegian National Audit Office	Norwegian aid to the Syria Crisis 2016-2021	2023
Organization for Economic Cooperation and Development	DAC recommendation on the Humanitarian-Development peace Nexus	2023
OXFAM	The Humanitarian-Development-Peace Nexus	2019
Sida and Development Initiatives	Leaving no crisis behind with assistance for the triple nexus	2023
Stockholm International Peace Research Institute	The World Food Program's contribution to improving the prospects for peace in Lebanon	2021
United Nations	Outcome of the world humanitarian Summit	2016
United Nations Development Programme	Supporting Stability in Vulnerable host communities in Lebanon Annual Progress Report	2021-2023
United Nations Economic and Social Commission for Western Africa	Multidimensional poverty in Lebanon (2019-2021) Painful reality and uncertain prospects	2021
United Nations Office for the Coordination of Humanitarian Affairs	Increasing Humanitarian Needs in Lebanon	2022
United Nations Office for the Coordination of Humanitarian Affairs	Overview of the humanitarian response in Lebanon	2023
United Nations Office for the Coordination of Humanitarian Affairs	Vulnerability Assessment of Syrian Refugees in Lebanon	2022
United Nations Development Programme	Lebanon Host Communities Support LHSP	2023

Author	Title	Year
United Nations Economic and Social Commission for West Asia	Multidimensional poverty in Lebanon (2019-2021)	2021
United Nations High Commissioner for Refugees	Protection Monitoring Survey Findings	2023
United Nations High Commissioner for Refugees	Protection Monitoring Survey Findings, Lebanon second quarter	2022
United Nations Lebanon	Lebanon crisis response plan	2022-2023
United Nations Office for Disaster Risk Reduction	Evidence of positive progress on disaster risk reduction in the Humanitarian Development Peace Actions	2023
United Nations Office for the Coordination of Humanitarian Affairs	Lebanon Emergency Response Plan	2023
United Nations Office for the Coordination of Humanitarian Affairs	Overview of the humanitarian response in Lebanon	2023
United Nations Office for the Coordination of Humanitarian Affairs	Lebanon Humanitarian Fund Overview	2023
World Bank	Maximizing the impact of the World Bank Group in Fragile and Conflict Affected Situations	2018
World Food Programme	Disability Inclusion Survey Results	2022
World Food Programme	Lebanon Annual Country Reports	2018-2022
World Food Programme and UN High Commissioner for Refugees	Joint Report on Dual Currency Disbursement	2023
World Health Organization	A guide to implementing the Humanitarian Development Peace Nexus for Health	2021





Project level – Selected documents most useful for this study:

Project Code	Author	Title	Year
LBN-15/0013	Norwegian Aid Committee	Health and Education Projects in Lebanon (Project Report)	2015
LBN-16/0013	Norwac	Continued Health services for Syrian Refugees in Lebanon (Application Letter)	2016
LBN-18/0030	Norwegian Refugee Council	Cash Monitoring Evaluation Accountability and Learning Organisational Network (CAMEALEON) (Final report)	2020
MEU_16/00009-5	Norwegian People's Aid	Better livelihoods and Social cohesion in vulnerable communities in Lebanon (Application letter)	2017
MEU_17/0013-3	Norwegian People's Aid	Humanitarian Assistance to Vulnerable Communities in Lebanon projects (Final Report)	2017-2018
MEU_19/0003	UNRWA	UNRWA's Syria Regional Crisis Emergency Appeal 2019 (Annual operational Report)	2019
MEU_19/0005-3	NMFA	Improving Livelihoods and Protection for Vulnerable Communities in Syria and Lebanon (Final Report, Application)	2019-2020
QZA-16/0386-15	Norad	Lebanese Red Cross, health and National Society development (Funding Application)	2017

Project Code	Author	Title	Year
QZA-20/0058-3	Save the Children Norway	Protecting Lebanese and Refugee Children affected by a Multidimensional Crisis (Application letter)	2020
QZA-20/0183-2	Norad	Together for children in war and conflict (Progress report)	2021
QZA_160219-12	NMFA	Final Report for grants from the Norwegian Ministry of Foreign Affairs (MFA)	2018

In addition, a series of (more than 80) documents relating to numerous projects funded by Norway in the country were collected and screened. These are not listed here as they have limited use for this study.



Department for Evaluation