



MINISTRY FOR FOREIGN  
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# THE STATE OF RESILIENCE PROGRAMMING IN THE SYRIA CRISIS RESPONSE: **STRENGTHENING RESILIENCE CAPACITIES**





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# Foreword

In the response to the protracted Syria crisis, our collective approach as development and humanitarian agencies has evolved significantly with every passing programming cycle. Reflecting this trajectory, the Regional Refugee and Resilience Plan (3RP) has continuously exhibited increasing levels of coordination, efficiency and advocacy. While securing full funding remains a challenge, the generosity of the countries impacted by the Syria crisis, and the international community has been heartening and has enabled significant programming and results.

To be sure, the improvements in our approach have been driven by need - but they've been equally informed by constant analysis and dialogue. The purpose of this second State of Resilience report is to further inform discussions around the key question: how have our policies, practices and learning strengthened the resilience of the most vulnerable communities impacted by the Syria crisis? To explore this question we have examined lessons learned and movement forward on policy, identified policy and programmatic challenges that we have sought to address, and areas of improvement that can be put forward in the next phase of response.

Based on research and analysis, including interviews with key stakeholders in the response to the Syria crisis — donors, UN agencies, and NGOs — this report sheds light on trends in resilience programming and policy responses, with a particular focus on national resilience capacities and resilient institutions. From aid effectiveness; to substantive programming areas such as economic opportunity, social cohesion, and technological innovation; to new joint approaches such as consortia; to linking to the long-term development agenda of the impacted countries—the report analyzes progress on issues of central importance to donors, policymakers, and implementers seeking to support an ever-more-effective resilience response.

Importantly, the report also focuses on vulnerable groups, in particular women and youth. These two groups are often sidelined in decision-making processes and disaster management. However, as this report shows, crises provide an opportunity to transform the roles of women and youth in society, allowing them to play key roles in strengthening their resilience and the resilience capacities of their communities.

That a crisis becomes extended in duration must not be cause for fatigue. Rather, the protraction of crisis must strengthen our collective resolve to develop more impactful, innovative, and inclusive responses that are calibrated to the immediate needs of those we serve while also supporting a rapid and relevant return to development pathways. Together, in offering this practical publication, the Government of Finland and UNDP reinforce our commitment to resilience and redouble our efforts in sharing concrete lessons learned on resilience capacities. In doing so, our ultimate aim is to support a more resilient global community – first and foremost, by supporting increasingly effective resilience response to the Syria crisis, and by channelling lessons learned as well to the broader community of practice, so that stakeholders can be prepared to develop sustainable models of response to the most pressing challenges around the world, now, and, where needed, into the future.

The state of resilience programming offers cause for optimism. In the five years since the first State of Resilience report, we've seen not only advances in approaches to programming, implementation and monitoring of resilience support but also increasingly strong advocacy and engagement among national, regional and international partners.\*



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\*Whilst the research and analysis conducted for this report preceded the onset of the COVID-19 crisis, we trust that the findings and recommendations of the report remain of high significance for advancing the resilience response to the Syrian crisis in an ever more challenging context.

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***The findings, interpretations, and conclusions are strictly those of the author and do not necessarily represent the views of UNDP and institutions of the United Nations system that are mentioned herein, nor of the Government of Finland.***

# Abbreviations & Acronyms

<b>3RP</b>	Regional Refugee and Resilience Plan
<b>AAAA</b>	Addis Ababa Action Agenda
<b>ACTED</b>	Agency for Technical Cooperation and Development
<b>AHDR</b>	Arab Human Development Report
<b>B&amp;Z</b>	Basmeb & Zeytooneh (An NGO in Lebanon)
<b>CBO</b>	Community-Based Organization
<b>CCA</b>	Climate Change Adaptation
<b>CEB</b>	Chief Executives Board for Coordination
<b>CRRF</b>	Comprehensive Refugee Response Framework
<b>DFID</b>	United Kingdom Department for International Development
<b>DRC</b>	Danish Refugee Council
<b>DRM</b>	Disaster Risk Management
<b>DRR</b>	Disaster Risk Reduction
<b>ECHO</b>	European Civil Protection and Humanitarian Aid Operations
<b>ECOSOC</b>	United Nations Economic And Social Council
<b>ERW</b>	Explosive Remnants of War
<b>ESSN</b>	Emergency Social Safety Net
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>GDP</b>	Gross Domestic Product
<b>HLCP</b>	High-level Committee on Programmes
<b>HLM</b>	Hierarchical Linear Modeling
<b>HRS</b>	Household Resilience Score
<b>ICT</b>	Information and Communication Technology
<b>IFI</b>	International Financial Institutions
<b>IGAM</b>	Research Centre on Asylum and Migration
<b>ILO</b>	International Labour Organization
<b>INGO</b>	International NGO
<b>INTAJ</b>	Improved Networks, Training and Jobs (A Mercy Corps project in Lebanon)
<b>IRC</b>	International Rescue Committee
<b>JRP</b>	Jordan Response Plan (a stand-alone document, part of which is included in the 3RP)
<b>LAL</b>	Lebanese Alternative Learning (An NGO in Lebanon)
<b>LCRP</b>	Lebanon Crisis Response Plan (a nationally led chapter of the 3RP)
<b>LED</b>	Local Economic Development
<b>LNGO</b>	Local NGO
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MEL</b>	Monitoring, Evaluation and Learning
<b>MENA</b>	Middle East and North Africa (region)
<b>MF</b>	Malala Fund
<b>MK</b>	Mavi Kalem (An NGO in Turkey)
<b>MOSA</b>	Ministry of Social Affairs (Lebanon)
<b>MSME</b>	Micro, Small and Medium Enterprises
<b>NGO</b>	Non-Governmental Organization
<b>NRC</b>	Norwegian Refugee Council
<b>ODI</b>	Overseas Development Institute
<b>RUNDG</b>	Regional United Nations Development Group

<b>RBAS</b>	Regional Bureau for the Arab States (UNDP)
<b>RIMA</b>	Resilience Index Measurement and Analysis Model (Developed by FAO)
<b>RCA</b>	Recovery Context Analysis (A joint Initiative of UNDP/WFP in Lebanon)
<b>RTO</b>	Regional Technical Office
<b>SCI</b>	Social Capital Index (Developed by the Syrian Centre for Policy Research)
<b>SDG</b>	Sustainable Development Goals
<b>SES</b>	Social-Ecological Systems
<b>SME</b>	Small and Medium Enterprises
<b>SRC</b>	Syria Resilience Consortium
<b>SRF</b>	UNDP Sub-Regional Response Facility (for the Syria Crisis)
<b>SRRP</b>	Syria Refugee and Resilience Plan (Turkey)
<b>SWMR</b>	Solid Waste Management and Recycling
<b>ToC</b>	Theory of Change
<b>TRC</b>	Turkish Red Crescent
<b>UNCEB</b>	United Nations Chief Executive Board for Coordination
<b>UNDP</b>	United National Development Programme
<b>UNFPA</b>	United Nations Population Fund
<b>UNHCR</b>	United Nations High Commission for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UNISDR</b>	United Nations International Strategy for Disaster Reduction
<b>UNRWA</b>	United Nations Relief and Works Agency for Palestine Refugees in the Near East
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>WANA</b>	West Asia-North Africa (Institute in Jordan)
<b>WASH</b>	Water, Sanitation and Hygiene
<b>WEF</b>	World Economic Forum
<b>WFP</b>	World Food Programme
<b>WHO</b>	World Health Organisation
<b>WHS</b>	World Humanitarian Summit

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# EXECUTIVE SUMMARY

This report is the second edition of the “State of Resilience Programming in the Regional Refugee and Resilience Response Plan (3RP)” report, published in 2016. The previous report focused on translating the principles of resilience-based programming into the design of interventions in the Syria crisis response.

Since that time, the global and regional contexts have evolved rapidly, with resilience thinking and practice progressing substantially. This report identifies trends in these contexts and in resilience programming within the Syrian crisis and highlights lessons learned about strengthening and measuring resilience capacities.

Defining resilience is challenging as definitions vary considerably between sectors and stakeholders. However, this report will use the definition of the Chief Executives Board for Coordination, which identifies resilience as the capacity to anticipate, plan for, mitigate, respond to, recover from, learn from, adjust to, take advantage of, and to the extent possible, reduce the occurrence of shocks and stresses that affect individuals, communities and systems<sup>1</sup>.

## Global and Regional Context

The report shows that the three landmark agreements adopted in 2015 are closely interrelated and correspond largely to the transformative, absorptive and adaptive capacities of the resilience framework. These three agreements are the 2030 Agenda for Sustainable Development (with its enabling Addis Ababa Action Agenda), the Sendai Framework for Disaster Risk Reduction, and the Paris Climate Change Agreement. Resilience thinking and practice provide a powerful integrating framework for the processes initiated by these agreements, and these global agreements provide a strong normative, legal and moral foundation that supports resilience-building efforts.

At a more operational level, the London Conference on Supporting Syria and the Region, the Brussels conferences, the World Humanitarian Summit, the Conference on Social Protection in Contexts of Fragility and Forced Displacement, and the New York Declaration for Refugees and Migrants are enabling transformational changes in global donor and host country policies, strengthening efforts to boost the resilience of both refugees and host communities in the context of the Syrian crisis.

These trends are also reflected in the global, regional and country-level strategic plans of UN agencies that are more explicitly and urgently focusing on accelerating structural transformations for sustainable development, providing livelihoods, building resilience to crises and shocks, and promoting the agency of women and youth. The latter is of crucial importance in a region where they are systematically excluded from decision-making roles and where their agency is essential to the transformational processes that must take place.

## Resilience Capacities

This report suggests that strengthening resilience in practical terms requires the following:

- At the individual level, it means helping both refugees and host community members, by expanding both their livelihood and educational options, providing them with life skills and psychosocial support, building social capital, and engaging them in service to their communities. In order to seize opportunities for change, interveners must be aware of, committed to, and skilled in deriving the transformational dividend that can be gained by intentionally “wrapping” resilience-building interventions around concrete action;
- At the community level, direct and indirect social cohesion initiatives help strengthen social capital and social networks, leading to new partnerships and new approaches to collective decision making. By consciously addressing values, culture and perceptions through concrete activities, the resilience response provides opportunities for transformation, overcoming traditional prejudices, exclusions, and divisions that undermine community unity;
- At the institutional level, this involves equipping institutions to deal with shocks and stresses, facilitating interaction across different organizational levels and increasing cooperation amongst agencies and stakeholders. It also includes supporting diversity, inclusion, social and economic equity, as well as effective governance, fostering transparency, and dealing with issues of common concern. The social protection system can play a vital role in responding to humanitarian emergencies by making these social protection systems “shock responsive” and more resilient.

## Measuring Resilience

There has also been an important and growing need to ensure that resilience programming is built on strong, robust and agreed-upon resilience measurement. Resilience-centered programming must be able to demonstrate its impact on building and preserving the resilience of people through time. There has been an increased focus on this issue, with various agencies creating periodic surveys of progress in the field and measurement tools. Although measurements increasingly include aspects of social capital, and institutional capacity, the largest part of the recent effort has focused on household resilience in the context of food security.

There is now general agreement that measuring resilience requires measuring the role played by assets, safety nets, services and adaptive capacities in enabling individuals, households, communities and institutions to anticipate respond to and recover from shock and stress.



**Strengthening the resilience response to the Syria Crisis**

The trends described above are increasingly reflected in the response to the Syria crisis, both within Syria and in neighboring countries. They are reflected in improved levels and types of funding for resilience, greater adherence to the principles of resilience programming, emerging forms of programming, and the development of resilience measurement frameworks.

These trends are progressively converging towards a paradigm shift in how we respond to a protracted crisis and how the crisis is viewed in the context of long-term development processes. Much has been learned from other contexts that is being applied to the Syrian crisis. Similarly, what is being learned in the response to the Syrian crisis has the potential to be applied in many other settings and circumstances.

The evidence presented in this paper reaffirms some important features of resilience-building in the context of a protracted crisis. These include:

- **Adopting a changed mindset** for a more appropriate response that combines humanitarian and development approaches to build the resilience of both displaced and impacted communities in ways that promote self-reliance and sustainable livelihoods;
- **Focusing on strengthening resilience capacities** by clearly defining them and designing interventions that address them in an explicit Theory of Change (ToC);
- **Intentionally deriving the transformational dividend of resilience-building interventions** in order to alter the adaptive and transformative capacities of refugees, host communities, and countries in the protracted crisis;
- **Connecting interventions to the SDGs** by promoting education innovations arising from the crisis that strengthen and transform educational systems, and by addressing water issues more holistically;
- **Integrating action at many levels** including coherent results frameworks at the country level, integrated livelihood strategies at the national and sub-national levels, improved connections between policy level and local action, and integrated area-based programs at the urban, neighborhood and rural community levels;
- **Embracing a new kind of close collaboration and coordination**, which requires fundamental changes in existing attitudes and practices;
- **Supporting the agency of women and youth** by building their capacity, confidence and skills to enable them to become viable economic actors and drivers of positive change in their home and host communities;
- **Supporting the agency of local NGOs (LNGOs) and organizations**, enabling them to act and advance localization;
- **Developing a coherent measurement framework**, with clear, effective, and agreed-upon outcome measures of resilience that can advance resilience at the individual, household, community, and institutional levels.

## Recommendations

In light of the main lessons learned from this review, it is possible to identify some concrete recommendations that can be adopted to strengthen resilience capacities in the Syria crisis response and help scale up successful program elements.

These actions include:

1. **Making long term commitments and strategic plans.** This requires the sustained commitment of all relevant actors. International partners/donors to support governments to develop comprehensive national plans and align their support behind those plans in a coordinated manner and according to their comparative advantage;
2. **Considering the humanitarian and development aspects of the response as an integrated whole** and making the effort to communicate across sectoral and agency boundaries and agendas and engage in a **collective exploration of responses**;
3. **Substantially increasing support for multi-year programming with flexible financing** from both humanitarian and development budgets for resilience programs. This is a key requirement highlighted repeatedly by a variety of agencies, and although there is some progress, it is still far from what is required;
4. **Substantially expanding initiatives that strengthen the agency of women and youth.** This should become a cross-cutting component of all interventions, building on the emerging successful models described in the text;
5. **Integrating interventions at the local and sub-national levels**, including:
  - a. Systematic expansion of **area-based integrated programs**;
  - b. Recognizing the dynamic **links between rural and urban populations**;
  - c. **Coordination of local efforts at the sub-national level** (district or equivalent) through a strengthening of institutions at that level with clear leadership and authority for coordination;
  - d. **Linking programs concerning refugees outside of Syria** with programs in Syria so that both can benefit from cross-fertilization, harmonization of resilience thinking, and the preparation of refugees for the transformative tasks that lie ahead;
6. **Encouraging and supporting the use of consortia** to help implement integrated strategies.
  - a. For **INGO**, this also implies a changing role away from direct service delivery to supporting local actors;
  - b. For **LNGOs/civil society** such approaches can advance the localization agenda, with particular focus on building capacities to enable more direct funds transferred to local actors;
  - c. For the **UN**, this is part of the push for collective outcomes and increased joint programming;
  - d. From a **donor's perspective**, this would also imply the **pooling of funds** for collective intervention in selected target areas;
7. **Strengthening national coordination and the specific roles of national ministries to support the sub-national integrated program.** This requires:
  - a. **Coherence and close coordination and collaboration among UN and other multilateral agencies.**
  - b. **Increased transparency in planning**, allowing the participation of local NGOs and refugee-led NGOs to enhance collaboration and increase their effectiveness and agency;
  - c. **Strengthening the vertical links of national line ministries to sub-national entities**;
8. **Adopting a clear results framework at the outcome level for each country**;
9. **Defining a core set of resilience capacities and their measurement indicators** to encourage convergence in terms of definitions, objectives, measurement, and reporting;
10. **Holding regular learning events with specific topics at the national level and in the region** to exchange learning about strengthening resilience capacities and adjusting frameworks and strategies accordingly.

These recommendations are further elaborated upon in the Recommendations section at the end of this report.

# INTRODUCTION

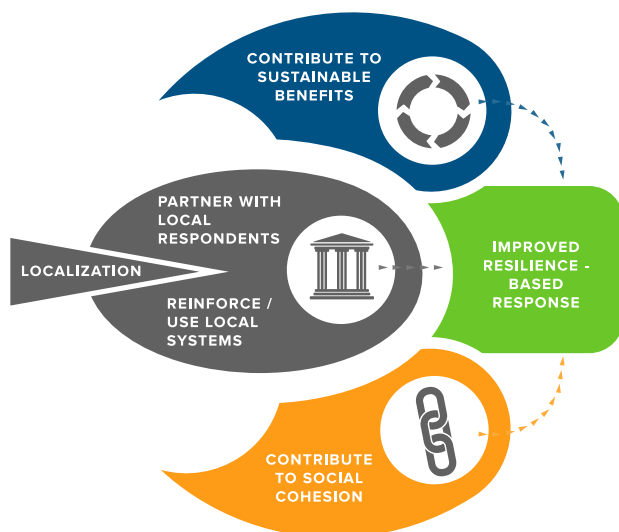
## 1.1 BACKGROUND

This report is the second edition of the “State of Resilience Programming in the Regional Refugee and Resilience Response Plan (3RP)”<sup>2</sup> report that was released regionally during Resilience Building Week<sup>3</sup> in October 2016 in Amman and globally at the Helsinki Conference for Supporting Syrians and the Region<sup>4</sup> in January 2017.

Considering that at the time resilience-based programming was still new to the 3RP, the original report focused on two key questions:

- The extent to which the partners in the 3RP were prepared to deliver on resilience-based programming;
- The extent to which resilience principles were applied in the 3RP.

**Figure 1: Pillars of Resilience-Based Programming**



As illustrated in Figure 1, the report used the three pillars of the “resilience lens” (contribution to sustainable benefits; localization; and contribution to social cohesion) as well as selected initiatives to illustrate how these principles can be applied in practice<sup>5</sup>.

The report clarified resilience programming concepts and illustrated their application within 3RP initiatives. While it noted that more progress was needed to prepare collective resilience programming, it highlighted the resilience-building features of existing initiatives, in both the refugee and resilience components of the 3RP. It called for the systematization of the collective learning process, an increased integration of programming, the refinement of the M&E framework, and the adoption of more flexible funding, adaptive design, and management processes.

Resilience-based programming in response to the Syria crisis has accelerated substantially over the last years, enabled by growing understanding and experience in the field, ground-breaking developments at the global level. The increased focus of national governments affected by the crisis on resilience-based programming, in order to raise funding interventions that support government efforts, has also led to its acceleration.

It is therefore important to pause and examine these trends and their impact on the resilience programming in response to the Syrian crisis and to assess what is being learned in terms of strengthening and measuring resilience capacities. That is the purpose of this report.

## 1.2 STRUCTURE OF THIS REPORT

The report is divided into four parts. The first part reviews the evolution of the global and regional contexts and defines key resilience concepts. The second part of the report deals with resilience capacities at the individual, community and institutional levels and provides examples of resilience programming from the Syria crisis response. The third part of the report highlights approaches for strengthening national, sub-national and local capacities. The final section addresses the measurement of resilience capacities with a few illustrations from promising practices in the field. This aims to further the existing conversation and lead to the development of a common, agreed-upon resilience measurement framework.

This report draws upon existing literature and interviews with partners in the Syria response (the list of interviews is available in Appendix A). At the time of the report's completion, it was not possible to interview government officials and local NGO (LNGO) partners. However, many insights from interviews of government partners and LNGOs in the first edition of the report and other similar assignments have been utilized in this report.

While the previous edition was limited to the 3RP in the five countries neighboring Syria, this report has expanded the scope to include some illustrations from the response within Syria itself.

This report does not provide a comprehensive review of all initiatives nor is it an attempt to quantify all the progress made in strengthening resilience capacities across the entire response. Rather, the expectation is that the observations derived from this small sample will resonate within the larger community and lead to a vibrant dialogue among all partners.

# EVOLUTION OF THE GLOBAL AND REGIONAL SCENE

Many important changes have taken place on the global scene over the past couple of years, all of which have significant implications for the response to the Syria crisis. It is important to place the response in this global context, as it is necessary to understand the dynamics of the larger region within which this protracted crisis response is unfolding. This section reviews some key events and processes that have impacted the response to the Syria crisis.

## 2.1 LANDMARK AGREEMENTS

2015 was marked by the adoption of three landmark UN agreements with particular relevance to framing the response to the Syria Crisis: the 2030 Agenda for Sustainable Development (with its earlier enabling Addis Ababa Action Agenda), the Sendai Framework for Disaster Risk Reduction, and the Paris Climate Change Agreement. Although they have major implications on the response to the Syrian crisis, these agreements all came about independently of it.

- On the 1st of January 2016, the 17 Sustainable Development Goals (SDGs) of the 2030 Agenda for Sustainable Development officially came into force. The SDGs provide not only a common set of goals for all development and humanitarian action, but also stipulate a set of core principles to guide such action. Since this is the transformative pathway in which all countries must engage, whether in crisis or not, it becomes the reference trajectory for all relief, recovery and development efforts. With the SDGs, all countries must develop a transformative capacity to engage in a sustainable path towards development. It is therefore not enough for crisis-affected countries to simply return to pre-crisis levels: they must also strive to transition into the improved trajectory defined by the SDGs. The crisis response should help steer countries toward this trajectory and should be clearly linked to the SDGs. As discussed further in this report, the transformation called for by the SDGs overlaps substantially with the transformative capacities called for by resilience thinking. In addition, the SDG agenda has a strong localization focus, which converges with the calls for the localization of humanitarian and developmental responses. Achieving the SDGs is increasingly seen as dependent on the ability of local and regional governments to promote integrated, inclusive and sustainable territorial development.
- The Addis Ababa Action Agenda (AAAA), adopted prior to the SDGs, established the foundation for the 2030 Agenda for Sustainable Development. The AAAA represented a new global framework for financing sustainable development by aligning all financing flows and policies with economic, social and environmental priorities. This was an important step towards overhauling global finance practices and generating the necessary investments. It had substantial implications for humanitarian and development funding, as it recognized the need to build coherence between Agenda 2030 and humanitarian responses.

Figure 2: Sustainable Development Goals



- The Sendai Framework for Disaster Reduction, also adopted in 2015, calls for integrated and inclusive institutional measures for preventing vulnerability with regards to disasters, increasing preparedness for response and recovery and strengthening resilience. The Secretariat of the United Nations International Strategy for Disaster Reduction (UNISDR) developed a number of tools for assessing and strengthening Disaster Risk Reduction's (DRR) institutional capacity at national and local levels, which are relevant to discussions of institutional resilience capacities in the Syrian crisis. Here again there is a substantial overlap between developing the DRR capacity and

absorptive resilience capacities. The substantial effort in implementing the Sendai Framework therefore directly supports resilience-based programming.

- At the end of 2015, the Paris Climate Change Agreement charted a new course in the global climate effort. It aims to limit the rise of global temperatures and strengthen the ability of countries to deal with the impacts of climate change. Furthermore, it seeks to put in place appropriate financial flows, a new technology framework, and an enhanced capacity-building framework. The agreement also provides guidelines for enhanced transparency and support through a more robust transparency framework.

These three landmark agreements are closely interrelated and correspond largely to the transformative, absorptive and adaptive capacities of the resilience framework. They provide a strong normative, legal and moral foundation that justify and lend support to resilience-building efforts.

## 2.2 RECENT STRATEGIC FRAMEWORKS FOR RESPONDING TO PROTRACTED CRISES

Another set of groundbreaking developments, which are more operational and more directly related to the Syrian crisis, took place in the last few years:

- The London Conference on Supporting Syria and the Region, held in February 2016, helped operationalize an element of the AAAA by changing the global financing landscape and paving the way for new policies and funding mechanisms to ensure more sustainable investments in the region. It addressed one of the most intractable problems of the Syrian response, refugee employment, and led the international community and host governments to commit to creating up to 1.1 million new jobs for refugees from Syria and host communities in the region by 2018. The Jordan Compact, which is currently being implemented, represents a new kind of commitment to expand access to markets, open up investment opportunities, and create the institutional frameworks necessary for the private sector to thrive in Jordan. Four Brussels Conferences on Supporting Syria and the region were held in 2017, 2018, 2019 and 2020 to collectively assess progress since the London conference and strengthen the commitments of the international community to support the Syrian people, host countries and communities most affected by the conflict. An important feature of Brussels II was the Partnership Papers, which focus on building resilience. The Brussels III Conference renewed the above sentiments and witnessed the highest financial pledge made to date, Pledges made at the Brussels IV conference in June 2020 totaled US\$ 5.5 billion for 2020, and multi-year pledges of close to US\$ 2.2 billion for 2021 and beyond<sup>6</sup>.
- The World Humanitarian Summit (WHS) held in May 2016, called for a shift “from delivering aid” to coherently addressing poverty, crises, and risks by bringing together humanitarian, development, and

peacebuilding approaches, supported by appropriate and well-resourced financing models. Donors and aid agencies agreed on a “Grand Bargain” that includes more efficient, multi-year, locally-driven crisis financing (the humanitarian “localization” agenda); changes in labor market policies to enhance refugee economic opportunities; changes in donor and International Financial Institutions (IFI) internal regulations to allow for resilience programming within the ongoing humanitarian crisis; and more investments for prevention and risk mitigation.

- Following the WHS, the World Bank expanded the scope of the new financing instruments (Global Concessional Financing Facility-GCFF) initiated at the London conference, under the umbrella of its new Global Crisis Response Platform. The platform is designed to focus on other crises and address fragility, conflict, and violence.
- In a related development, the Conference on Social Protection in Contexts of Fragility and Forced Displacement, organized by different UN agencies and donors in Brussels on 28-29 September 2017<sup>7</sup> shed new light on the prospects of using social protection systems in contexts of fragility and forced displacement to improve the operationalization of international commitments. Several hybrid funding streams are being created to support fragile and conflict-affected states to meet needs that are both humanitarian and developmental. The rapid deployment of such flexible and risk-tolerant funding supports the recovery from conflict, ensuring long-term sustainability through the capacity building of national systems.
- Finally, in a show of collective will to share responsibility on a global scale, the New York Declaration for Refugees and Migrants was adopted by all 193 Member States of the United Nations in September 2016, resulting in the Comprehensive Refugee Response Framework (CRRF). The CRRF has been described as a “game-changer”, “paradigm shift” and a “milestone for global solidarity and refugee protection”. The CRRF and the lessons drawn from its application informed the Global Refugee Compact, affirmed by all UN Member States in December 2018<sup>8</sup>.

## 2.3 RESILIENCE IN GLOBAL AND REGIONAL UN STRATEGIC PLANS

The above global trends are reflected in the analytic frameworks and strategic plans of agencies in the UN system, many of whom have realized the importance not only of putting resilience at the heart of their global strategic frameworks but also of combining their efforts to integrate resilience strengthening approaches<sup>9</sup>.

As part of a global United Nations initiative to bring greater coherence to UN resilience-building efforts at regional, country and local level the “Analytical Framework on Risk and Resilience”<sup>10</sup> was developed through a rigorous consultative process by a task team of the High-level Committee on Programmes (HLCP), led by the World

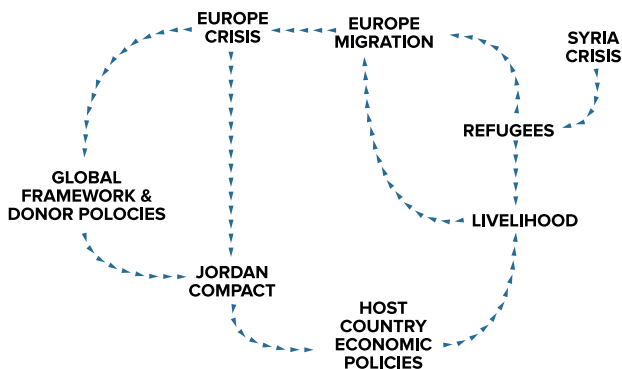


Food Programme (WFP). This was used to inform the development of a UN Common Guidance on Resilience.

The United Nations Development Program (UNDP) Strategic Plan 2018-2021, calls for “accelerating structural transformations for sustainable development and building resilience to crises and shocks”<sup>11</sup>. This theme is reflected in the evolving strategic plans, as structural transformation, institutional strength, and coordination at national and sub-national levels become increasingly understood as vital to resilience. The plans call for working across line ministries and development partners to promote “whole-of-government” and “whole-of-society” responses vital for transformational change. The plans also advocate for aligning national development strategies with the SDGs.

Increasingly, a core pillar of the Syria and 3RP strategies is calls for supporting the abilities of people, households,

**Figure 3: Multi-scale connections in the Syria Crisis**



and communities to proactively manage risk and strengthen resilience to future crises. Strengthening national crisis prevention capacities and resilience-building encompasses pursuing sustainable development pathways, climate change adaptation, risk reduction, and post-crisis recovery.

Other agencies have also developed new strategic plans that are aligned with the emerging global frameworks and more practically oriented towards strengthening capacities in crisis prevention, response, and recovery. For instance, FAO’s reviewed Strategic Framework (2017) increases the resilience of livelihoods to threats, reflecting the central importance of resilience across many of its programs. Similarly, the Ministerial Declaration at FAO’s 2018 Regional Conference for the Near East reiterates the importance of inclusive and sustainable development, that fully encompasses the agricultural and rural sectors. It highlights the need to provide equal job and development opportunities for youth, women, and vulnerable populations, in the framework of promoting peace and stability in the region.

Resilience, DRR, and social cohesion are also featured in UNICEF’s new “Strategic Plan 2018-2021”<sup>12</sup>. A vital aspect of resilience is strengthening the agency of women and youth, which is a core priority of the strategic plans of UN WOMEN<sup>13</sup> and UNICEF.

The “Regional Programme for Arab States 2018-2021”<sup>14</sup> provides a solid analysis of the regional dynamics and key strategic entry points to help the region undertake the necessary transformations towards the SDGs. It underscores the importance of placing the response to the Syrian crisis in the context of the dynamics of the region and align it with the identified transformative pathways.

According to the plan, addressing the region’s diverse challenges, steering the region towards the SDGs, and strengthening its resilience requires accelerating the structural transformation and the strengthening of institutions to promote inclusive participation, prevent conflict and promote social cohesion. This includes: supporting efforts towards regional economic integration; fostering accountability, transparency, and citizen trust in institutions; facilitating social cohesion and conflict prevention; strengthening crisis management; and nurturing cross-country and sub-regional collaboration for resilience-building across the region.

Three aspects of the regional program merit particular attention:

- The importance of supporting knowledge and capacity building, including knowledge-for-policy debates and evidence-based policymaking, knowledge-based economic transformations, knowledge for social innovations, as well as the fostering of a discourse of futures, visions and values. The necessary technological and social innovations, the human capacities needed to undertake the required actions, as well as the societal dialogues necessary for social transformation all require effective systems for the generation, application and diffusion of knowledge.
- The importance of strengthening regional institutions and networks as these can help bring about the required transformations at the national levels through regional dialogue, exchanging of experiences and applying collective pressure, as space for such dialogue may be limited nationally.
- The importance of strengthening gender equality and the agency and networks of women and youth and improve grassroots connections across the region by sharing knowledge and facilitating interaction.

## 2.4 REGIONAL CHALLENGES TO SUSTAINABLE DEVELOPMENT

The region is facing a variety of challenges and issues that have become exacerbated by the Syrian crisis.

### 2.4.1 BRIEF OVERVIEW

Whilst the situation across the countries varies, rising poverty, economic volatility, increasing demographic pressures, and growing urban-rural divides pose a great challenge for many of the region’s countries. Additionally, rising water scarcity, natural resource challenges, worsening food security, and increasing climate-related threats also undermine the countries’ development and worsen their humanitarian situation.

Aside from these issues, common governance deficits across countries and weakened social cohesion caused by conflicts and crises make the countries affected by the Syria crisis increasingly more vulnerable to the combined effects of multiple types of economic, environmental, energy, and socio-political shocks and stresses.

## 2.4.2 WOMEN AND YOUTH SPECIFIC CHALLENGES

A further issue that warrants particular attention is the continuous exclusion of women and youth. The context within which the Syria crisis is evolving is one of traditional exclusion of women and youth from decision-making processes at all levels.

The latest World Economic Forum (WEF) Global Gender Gap Report 2020<sup>15</sup>, which analyzed the progress of 153 towards gender equality. It is striking to note that the countries affected by the Syria crisis are all in the bottom 25 of the 153 countries included in the assessment (see Figure 4).

It is increasingly accepted that there can be no resilience without the empowerment of women. In the context of the crisis, women have to take new roles, such as provider to her family, in addition to traditional roles, such as caregiver. It is particularly true for female-headed households. In Lebanon for instance, an estimated 19% of the Syrian refugee households are female headed<sup>16</sup>.

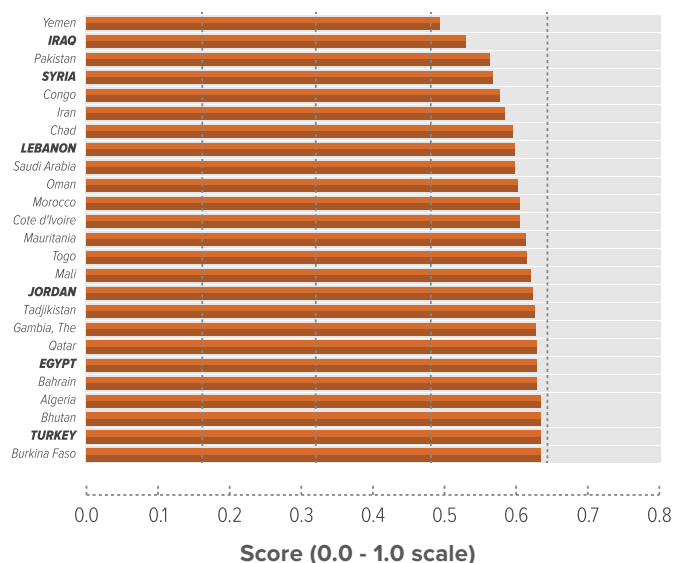
Studies suggest that Syrian women's labor force participation has increased since the Syria crisis, with women more likely to seek out employment<sup>17</sup>. These developments mean that the empowerment of women must therefore be a core resilience-building strategy, not simply a lip service paid to gender disaggregation of data.

Additionally, adolescents and youth<sup>18</sup> in the region face substantial structural challenges and obstacles in their personal development. The 2016 Arab Human Development Report (AHDR), entitled "Youth and the Prospects for Human Development in a Changing Reality"<sup>19</sup> documents the multiple forms of cultural, social, economic, and political exclusion that youth in the region face.

Noting that youth between 15–29 years of age make up around 30 percent of the population (approximately 105 million people) in a region in which 60 percent of the population have not yet reached the age of 30, the report predicts that such youthful demographic momentum will be of critical importance for at least the two coming decades.

It calls for a new youth-oriented development model that focuses simultaneously on building young people's capabilities and expanding opportunities available to them. The report sees the call for empowering youth not as one of providing support to the young generation, but rather a call for empowerment to rebuild Arab societies as a whole, leading to a better future.

**Figure 4: Ranking of Bottom Countries by WEF Gender Score**



A similar OECD study, that applies a "youth lens" to public governance arrangements about youth in the MENA region notes that young men and women in the MENA region are facing the highest youth unemployment levels in the world and express lower levels of trust in government than their parents. The report calls for developing and implementing strategies focused on fully engaging youth in the economy and society and provides recommendations for adjusting legal frameworks, institutions and policies to give young people a greater voice in shaping better policy outcomes.

Disenfranchisement is a recurring theme, as noted in the "Evidence Symposium on Adolescents and Youth in MENA"<sup>20</sup>, the Arab youth poll (2017)<sup>21</sup>, and the Participatory Action Research<sup>22</sup>.

- The Arab youth poll (2017) found that 55% of youth in MENA feel that in the last decade, their situation and living standard has continuously deteriorated.
- Within the Levant, perceptions are much bleaker, with 89% of youth in Lebanon, 88% of youth in Jordan and 83% of youth in Palestine saying the past decade resulted in a worse present-day situation.
- The Participatory Action Research<sup>23</sup> carried out with young displaced Syrians, refugees, and vulnerable host community adolescents and youth, reveals their disempowerment and frustration at being unable to control their situation or to end the war and violence that surrounds them.

However, despite acute frustration, young people across Lebanon, Jordan, and Syria are hopeful that their reality will change and seek to share responsibility in decisions affecting their present and their future. The community engagement initiatives led and implemented by young people demonstrate the transformative potential of engaging young people<sup>24</sup>.

# RESILIENCE PROGRAMMING AND THE STRENGTHENING OF RESILIENCE CAPACITIES

This section first reviews recent trends in resilience support under the Regional Refugee and Resilience Plan (3RP). It then expands on some resilience conceptual and programmatic issues that have been discussed in the first edition of the report and recent evolutions in resilience thinking and practice in the field.

## 3.1 RECENT TRENDS IN RESILIENCE PROGRAMMING AND STRENGTHENING OF RESILIENCE CAPACITIES

From the review of documents and interviews conducted for this study, it is possible to discern a few recent trends in resilience programming for the Syrian crisis.

Some trends such as market-based solutions, integrated multifaceted programs, dynamic multi-stakeholder partnerships and local leadership, have already been identified in the Second Compendium on Good and Innovative Practices<sup>25</sup>. These are elaborated on here with some further additions.

### 3.1.1 Flexible and Innovative Approaches to Education

In an effort to increase access to education, responses are moving away from traditional school infrastructure reinforcement towards softer, more flexible, alternatives that allow for the expansion of quality education under many different circumstances. The emerging solutions make educational systems more resilient and are transformational in that they are not simply a response to the crisis and also encompass profound changes in thinking about education and how to deliver it.

One example stems from War Child, which devised the program “Can’t Wait to Learn”<sup>26</sup>, which enables children to learn in places where formal education is not available.

UNRWA has established the “Education in Emergencies Program”<sup>27</sup>, which responds to the needs of 55,000 Palestinian refugee students in Syria, Lebanon, Jordan, and Gaza<sup>28</sup> through an innovative mix of self-learning materials, interactive learning games, UNRWA TV, safe learning spaces, psychosocial support, and safety and security training.

Likewise, the Malala Fund’s “Gulmakai Network” supports initiatives in advocacy, the amplification of girl voices, the creation of a network elevating local education and provides grants for educational leadership and development<sup>29</sup>.

These initiatives provide a way of ensuring that refugee and impacted community children in all circumstances have access to quality education by using advanced educational, ICT technologies and non-formal solutions that use the skills of displaced teachers. These initiatives can be deployed anywhere and strengthen the capacities of national educational systems to both respond to a surge in demand (due to the crisis) and improve the quality of education. They have been proven to stimulate boys and girls equally and be as effective in supporting the attainment of learning outcomes as traditional education<sup>30</sup>.

### 3.1.2 Technological Innovation

In addition to the innovations described above in the education sector, new and innovative techniques have been pioneered by major actors to address instability and build resilience in efficient and accessible ways. The space to innovate and think outside of the box underpins resilience programming and allows actors to build long-term solutions through new tools, approaches and technologies.

For example, In Jordan, WFP developed a new hydroponics pilot allowing refugees in the desert-based Azraq camp to grow crops in optimum conditions using a food computer. This will help generate sustainable income and will support self-reliance inside the camp.

In Lebanon and Iraq, WFP established the “Tech for Food”<sup>31</sup> digital skills training and job-matching program where young Syrian refugees and vulnerable host communities learn how to use information technology to become more self-reliant and support themselves without being bound to a local market.

The WFP’s Building Blocks project has given WFP the operational advantage of tracking beneficiaries’ cash transfers by using Blockchain technology, thereby eliminating the need for a central authority. This reduces costs significantly and lowers the chance of fraud.

Furthermore, in Lebanon, WFP developed the Dalili mobile app, which allows beneficiaries to compare prices of commodities between nearby shops, without having to make the journey themselves<sup>32</sup>.

### 3.1.3. Partnerships and Consortia

The need for integrated livelihoods or area-based interventions calls for close collaboration among partners that have complementary capacities, strengths, and resources. Such close collaboration is emerging in the form



of various consortia, which not only improve collaboration but also increase value-for-money, allow for stronger joint advocacy, and are expected to lead to better impact.

For instance, the UNDP/ILO/WFP consortium for job creation has already demonstrated the power of collaboration with a major employment study, opening the space for further consultation and innovation<sup>33</sup>.

Another example of this is the joint recovery context assessment undertaken in Lebanon by WFP and UNDP, in collaboration with the Ministry of Social Affairs (MoSA) and other partners (including UNHCR, UNICEF, FAO, ILO, UNIDO, and the World Bank). The assessment aims to improve the understanding of how the international community and the Government of Lebanon can help vulnerable individuals and households recover from the shocks and stresses that impact food security and poverty in the country<sup>34</sup>.

An additional example stems from the ESSN program in Turkey, which reaches the country's 1.3 million refugees.

It is implemented by a consortium of actors, namely: WFP, Turkish Red Crescent, Turkish Ministry of Family and Social Policies, with overall coordination provided by the Disasters and Emergency Management Presidency.

Other notable examples include the joint proposal developed by UNHCR, UNFPA, UNICEF, and UNDP in Turkey for strengthening the rule of law<sup>35</sup> and the UN Joint Program to Build Urban and Rural Resilience and Recovery in Syria.

On the NGO side, both international and local, multiple consortia are emerging as powerful examples of these collaborations:

- The Syria Resilience Consortium (SRC) was established in 2016 by its six constituent INGO partners: CARE, the Danish Refugee Council (DRC), Handicap International, the International Rescue Committee (IRC), the Norwegian Refugee Council (NRC), and Mercy Corps. The consortium provides a platform for the exploration and utilization of field-level synergies. For instance, Handicap International provides technical expertise in the inclusion of older persons and people with disabilities. Other members bring different skills to the consortium, such as strong experience and technical capacities in cash-based programming (NRC, IRC, Mercy Corps), vocational training (DRC, NRC), and value-chain and market-focused approaches (CARE, IRC, Mercy Corps). Other specific technical areas of expertise include the promotion of housing, land, and property rights (NRC), Village Saving and Loan Associations (CARE), and awareness-raising and community risk mapping related to Explosive Remnants of War (ERW) (Handicap International). Finally, all consortium members are committed to providing technical resources in Gender and Protection.
- The LEADERS Consortium, which is composed of ACTED, Danish Refugee Council, CARE, Oxfam, Save the Children, and Makhzoumi Foundation. Consortium members work to support local initiatives for socio-economic development in Lebanon and Jordan. The consortium's initiatives

are supported by the MADAD Fund (established in December 2014) to enable a more coherent and integrated EU response to the Syria crisis.

- The Gulmakai Network consortium, Syria Chapter is composed of local NGOs that include Basmeh & Zeytoonah (B&Z), Developmental Action without Borders, Naba'a, Lebanese Alternative Learning (LAL), Mavi Kalem (MK), and the Research Centre on Asylum and Migration (IGAM). It was established in December 2016 and is supported by Malala Fund.

Learning to work together in a consortium comes with a fair share of challenges. It requires building a common understanding and vision about what it means to build resilience and harmonizing different agency frameworks. However, the rewards are increased impact, improved cost-effectiveness, and more effective collective advocacy.

### 3.1.4 More explicit connections to the SDGs

Explicit efforts are increasingly being made to connect interventions to the SDG framework and ensure that whatever is done in response to the Syria crisis aligns with the SDGs.

For instance, recent interventions in the educational sectors have tried to integrate the aims of SDG 4 and SDG 16 within their approaches. Examples of this include UNICEF Turkey's support for formal and non-formal education services (including language training for refugee children and youth)<sup>36</sup> and WFP's regional School Meals program<sup>37</sup> and Cash for Education project in Lebanon<sup>38</sup>. The emerging solutions make educational systems more resilient and improve the quality of education by incorporating the SDGs.

The Syrian crisis has put pressure on already scarce water resources meaning that the underlying issues of water scarcity need to be addressed. In this regard, the response has incorporated SDG 6 and SDG 13 in order to sustainably develop water resources. For example, UNICEF has made an important shift in its WASH program in Jordan, where it has steered away from trucking water into the camps and has instead established a new water distribution system. This trend is now evolving into a more fundamental paradigm shift, looking at the issue in the context of water scarcity and climate change.

### 3.1.5 Overall trends in resilience funding and programmings efforts under the 3RP

The first formal introduction of a "resilience" component and dedicated funding in the response to the Syria crisis was in the 2015-2016 Regional Refugee and Resilience Plan (3RP)<sup>39</sup>. The 'resilience appeal' for the 3RP, as a share of the total 3RP appeal, rose from 28% (or USD 1.82 billion) in 2015 to 42% (or USD 2.3 billion) in 2019. The resilience funding received has also increased significantly reaching 53% of the resilience appeal in 2019 (or USD 1.1 billion)<sup>40</sup>.

This trend partly reflects the increasing pressure by the host governments to fund the resilience components of the plans as they are seen as an opportunity to also assist vulnerable host populations who were affected by the crisis. It also indicates an increasing understanding and

acceptance of the need for resilience-based programming and funding in the protracted crises amongst donors and stakeholders.

This trend also reflects the fact that initial misconceptions and fears about the use of humanitarian funding for resilience-based programming have been addressed. Initially, some 3RP countries applied population categories to separate the refugee and resilience components. It is now much more accepted that both refugees and host communities need both types of funding. It has become apparent that the interventions should address the immediate needs of both refugee and host communities and at the same time address some of the institutional issues in the countries hosting refugees to strengthen social cohesion and help the two groups.

Another evolution in funding is the increasing proportion of multi-year funding, such as the EU-Turkey agreement, multi-year pledges at the London conference, increased use of pooled funding, and the unprecedented World Bank concessional loans under the Concessional Financing Facility. The 2018-19 3RP document reported a continued increase in the amount of multi-year funding and funding provided in advance (overall, from USD 943 million in 2017 to USD 1.37 billion in 2018)<sup>41</sup>. This trend avoids breaks in assistance from year to year and enables partners to consider medium-term resilience-building actions. However, it still needs to be reinforced as many agencies are still finding it hard to avoid breaks in programming due to the continued emphasis on short-term funding.

A review of resilience programming efforts points to the following trends:

- A more careful design of programs and projects that contribute to maintain or expand equitable and sustainable access to basic services for refugees and host communities, mostly by strengthening municipal capacities to deliver services and improving and integrating the delivery by line ministries at the sub-national levels;
- While there is still a need for more coordinated action and rationalization of livelihoods indicators, livelihoods programming has become more coherent and more sophisticated in all countries. Complementary lines of action includes: facilitating short-term employment through cash for work; supporting employability (e.g. vocational training); providing skills training, job placement support, and providing business development services. Additionally, interventions involved conducting labor market analysis; retail market re-structuring; raised awareness about workers' rights and decent working conditions; developed institutional capacity for policy-making and supported knowledge sharing and coordination among partners; and private sector engagement. Progress on engaging the private sector can be seen from the increased collaboration with companies in the adoption of innovative ways to deliver services, in the explicit measures to stimulate

the local economy through procurement, and the greater involvement of the private sector in policy and programming consultations. Likewise, interventions have begun providing start-up grants, supporting self-employment and value chain analysis and development to support small business creation or stimulation;

With the exception of Lebanon, which has an explicit "social stability" strategy, more work needs to be done with regards to social cohesion (in the livelihoods and social cohesion sector). Social cohesion strategies need to be more thoughtful and more explicit, as many opportunities for strengthening social cohesion were missed. That said, some projects have aimed at fostering social cohesion, such as UNDP/WFP's skills exchange program between Syrian refugees and Jordanians.

## 3.2 DEFINING RESILIENCE CAPACITIES

As was mentioned previously, resilience is best understood as the outcome of applying a set of interrelated capacities: the capacities to anticipate, plan for, mitigate, respond to, recover from, learn from, adjust to, take advantage of, and to the extent possible, reduce the occurrence of shocks and stresses that affect individuals, communities and systems. While definitions vary, these capacities are commonly classified as "absorptive", "adaptive" and "transformative", as summarized below<sup>42</sup>:

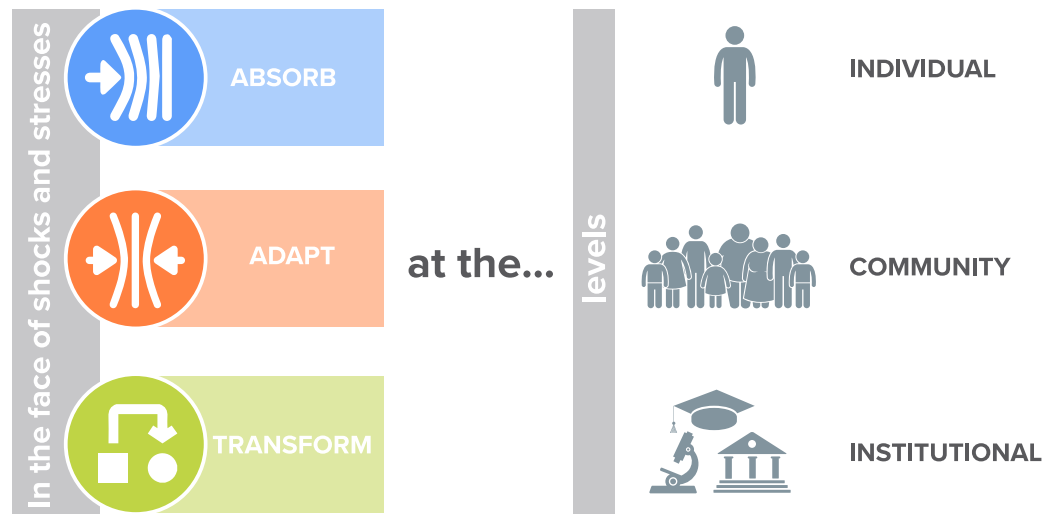
- **Absorptive capacity:** the ability to anticipate and minimize exposure to disturbances, mitigate their effects and recover from them rapidly, avoiding permanent, negative impacts;
- **Adaptive capacity:** the ability to make proactive and informed choices about alternative strategies based on an understanding of changing conditions;
- **Transformative capacity:** the ability to purposely create new modes of operation when the existing ones are untenable. This includes altering the norms, behaviors, relationships, governance mechanisms, policies/regulations, economic and social processes, to achieve systemic change.

These capacities apply to the individual, community and institutional spheres at the local, sub-national, national, regional, and global levels of operation. These spheres and levels are interdependent, linked across geographic, governance, and temporal scales through complex feedback effects. For example, the strengthening of individual or household resilience capacities requires changes in the community and institutional spheres at many levels, including national policies or international practices. On the other hand, community and institutional resilience depend on the quality of individuals that they consist of and on their relationships.

The resilience capacities themselves are also interconnected: they are not sequential or parallel. Strengthening weak absorptive and adaptive capacities often requires the transformation of individuals, communities and institutions, which can often only happen

**Table 1: Illustrative list of key resilience capacities relevant to the Syria Crisis Response**

LEVEL	ABSORPTIVE	ADAPTIVE	TRANSFORMATIVE
INDIVIDUAL / HOUSEHOLD	<ul style="list-style-type: none"> <li>Life skills, languages</li> <li>Savings</li> <li>Social capital (bonding, bridging and linking)</li> <li>Physical assets</li> <li>Insurance, access to safety nets</li> <li>Connection to early warning</li> <li>Risk awareness and assessment</li> <li>Capacities to engage in dialogue and reflection, analyze information and separate facts from propaganda</li> <li>Self-perception / perception of self-worth</li> </ul>	<ul style="list-style-type: none"> <li>Technical and business skills</li> <li>Access to information and resources</li> <li>Capacity to innovate, identify alternatives (open possibility space)</li> <li>Access to technology (innovative, green)</li> <li>Access to credit</li> <li>Confidence / risk tolerance</li> <li>Capacity to learn and modify action</li> </ul>	<ul style="list-style-type: none"> <li>Attitude towards work</li> <li>Environmental consciousness</li> <li>Acceptance of others/lack of prejudice</li> <li>Capacity to remove prejudices, listen to others, articulate thoughts clearly and contribute to a consultation</li> <li>Self-assessment and value clarification</li> <li>Commitment to justice and equity, gender equality, inclusion</li> <li>Commitment to the common good and service to others</li> <li>Willingness to change</li> <li>Commitment to social change</li> </ul>
COMMUNITY AT LOCAL, SUB-NATIONAL & NATIONAL LEVELS	<ul style="list-style-type: none"> <li>Strength and diversity of local and national civil society and business</li> <li>Emergency response structures and processes</li> <li>Peace and conflict management structures and processes</li> <li>Community storehouses</li> <li>Infrastructure</li> <li>Corporate social responsibility</li> <li>Media capacity to diffuse tension</li> </ul>	<ul style="list-style-type: none"> <li>Willingness to find new ways of working together</li> <li>New approaches to collective decision-making</li> <li>Regular evaluation / reflection</li> <li>Data collection and use</li> </ul>	<ul style="list-style-type: none"> <li>Unity and capacity to work together</li> <li>Leadership</li> <li>Voice and participation of community groups in governance processes</li> </ul>
INSTITUTION / SYSTEM AT LOCAL, SUB-NATIONAL AND NATIONAL LEVELS	<ul style="list-style-type: none"> <li>Capacities to: <ul style="list-style-type: none"> <li>Identify and analyze risks,</li> <li>Anticipate and respond to emergencies,</li> <li>Quickly re-establish quality services following shocks,</li> <li>Strengthen social protection and social safety nets,</li> <li>Identify needs and develop and implement local and national development plans that address these needs.</li> </ul> </li> <li>Integrate and coordinate response plans</li> <li>Institutional structure, policies, procedures and budget line items to deal with shocks and stresses</li> <li>Redundancy in systems</li> </ul>	<p>Capacities to:</p> <ul style="list-style-type: none"> <li>Embrace uncertainty</li> <li>Monitor trends</li> <li>Manage change</li> <li>Adaptive management</li> <li>Non-linear thinking</li> <li>Devise alternatives</li> <li>Foster innovation</li> <li>Identify opportunities</li> <li>Embrace complexity</li> </ul>	<p><b>LOCAL</b></p> <ul style="list-style-type: none"> <li>Relationship between communities and their local representatives,</li> <li>Capacities to: <ul style="list-style-type: none"> <li>win the trust of the community members</li> <li>elicit their genuine participation</li> <li>create and maintain unity in the face of various threats</li> </ul> </li> </ul> <p><b>SUB-NATIONAL:</b></p> <ul style="list-style-type: none"> <li>Coordinate local action within geographical areas</li> <li>Ensure equitable allocation of resources</li> <li>Deal collectively with issues of common concern</li> <li>Connect effectively local and national levels</li> </ul> <p><b>NATIONAL:</b></p> <ul style="list-style-type: none"> <li>Strengthen connections between national and sub-national levels</li> <li>Decentralize decision-making and resources</li> <li>Facilitate an open national dialogue on key issues</li> <li>Evidence-based policy making</li> <li>Integrity and transparency</li> <li>Concern for justice and equity</li> <li>Fostering of a vibrant civil society.</li> </ul>

**Figure 5: Resilience Application of Capacities****RESILIENCE CAPACITY FRAMEWORK**

as a result of crises. Resilience dynamics can therefore become quite complex.

Table 1 below illustrates some key resilience capacities relevant to the Syria crisis response under each of the three kinds of resilience capacities discussed above (absorptive, adaptive and transformative), and three levels (local, sub-national, and national). In the table, individual and household capacities are grouped, as well as institution/system capacities, since there are many overlaps in these areas.

While there is a substantial overlap between the transformation called for by resilience and the requirements of sustainable development, it is worth pointing out (as was done in the previous report<sup>43</sup>) that resilience is not the goal. Resilience is only a means to attaining and maintaining the desired level of well-being, whether at the individual, household, or societal levels. In terms of resilience capacities, the Absorption capacity consolidates current well-being, whereas the Adaptation and Transformation capacities bring about the changes that enable new levels of well-being.

### 3.3 INDIVIDUAL RESILIENCE CAPACITIES

#### 3.3.1 Developing Individual Resilience Capacities

Individual capacities are a prerequisite to household and community resilience, as households and communities are made of interacting individuals. Individual resilience capacities reinforce self-reliance, which contributes to both individual and family self-sufficiency and reduces vulnerability and negative coping mechanisms.

Building resilience at the individual level involves helping both refugees and host community members, especially the youth and women, to see themselves not dependent on aid, but rather as active agents of change with access to educational, economic and psychosocial opportunities to improve their situation and contribute effectively to their community.

To build resilience at the individual level, it is important to change the state of mind, develop life skills and expand access to livelihood opportunities. This falls under the absorptive and adaptive aspects of resilience, which can be strengthened through:

- **Education**, which includes academic education as well as life skills, language training, vocational training, and value education for providing the incentive for service to the community;
- **Employment generation**, both through job placement and self-employment;
- **Psychosocial support**, which includes a greater focus on changing states of mind, increasing a sense of security and well-being, providing safe spaces for interaction and building social capital.

Employment generation is particularly critical to building the resilience of individuals and households in a protracted crisis and has emerged a critical issue in the response to the Syrian crisis, highlighted by the commitment adopted at the London Conference and the follow-up conferences mentioned in Section 2.1. With an increased focus on a resilience agenda, many partners have turned to vocational training and small business development to address this core issue. However, they have been limited in achieving this objective by both the piece-meal way and by the absence of a supportive policy environment. On the one hand, this calls for a large scale and systematic effort to facilitate livelihood development, with various partners taking on specialized roles within a collaborative whole. On the other hand, achieving a supportive policy environment requires actions by donors and host governments.

#### 3.3.2 Strengthening Individual Resilience Capacities in the Syria Crisis Response

One way in which the response to the Syria crisis has sought to strengthen individual resilience is by focusing on livelihoods. For instance, UNDP Jordan offers a mix of complementary programs including the 3x6 initiative, demand-driven skill injection through vocational training

based on market research, micro-business support, a skill exchange program, gender-based digital skills training, market access, and job creation in its solid waste management program<sup>44</sup>.

Similarly, UNDP Turkey's livelihoods sector strategy reflects the shift in approach by moving towards livelihoods packages, with an increased focus on job creation and job matching-cooperation with the private sector and the strengthening of vocational training institutions.

The WFP has also created multiple programs to enhance individual resilience. Its Tech for Food project<sup>45</sup> in Lebanon and Iraq is a digital skills program that teaches young refugees and host communities how to use information technology to be able to support themselves. The WFP also runs the Healthy Kitchen in Jordan<sup>46</sup>, which allows Syrian and Jordanian women to work in producing healthy meals for schoolchildren in camps and communities while connecting them with small farmers.

In addition to the above, FAO Turkey's Syrian Refugee Resilience Plan (SRRP) offers a package of agricultural livelihood interventions, which include vocational training, capacity building of local government, and labor market assessment<sup>47</sup>.

Mercy Crops established the INTAJ Program in Lebanon, which offers a mix of individual demand-driven training, small business development, and market-based solid waste management<sup>48</sup>.

Another example stems from CARE Jordan's Urban Protection Response Program that includes a system of incentive-based volunteering and internship programs, creating opportunities for income-generation, conducting vocational and capacity-building training sessions, and providing kits and raw materials to facilitate the establishment of home-based businesses<sup>49</sup>.

Likewise, the LEADERS livelihood interventions provide a package of connected livelihood interventions. These include market analysis, tailored vocational training, engagement of private sector, placement of vocational training graduates, support for SME, engagement of local authorities and chambers of commerce, and where possible linkages with the Jordan Compact and industrial free zones<sup>50</sup>.

Finally, UNRWA has adapted its livelihoods assistance to youth through new outreach programs to enable more trainees inside Syria, and in Jordan and Lebanon. It has also worked to integrate Palestinian refugee youth from Syria into its TVET program.

### 3.4 COMMUNITY RESILIENCE CAPACITIES

#### 3.4.1 Developing Community Resilience Capacities – Fostering Social Cohesion

One of the motivations for adopting a resilience approach in the response to the Syrian crisis is to minimize the risk of conflict between refugees and host communities, thereby avoiding any potential destabilization to the host countries. The main drivers of social tensions include structural

causes that predate the given crisis (e.g. high levels of poverty, resource scarcity, and lack of municipal capacity to deliver basic services), socio-economic causes (e.g. differences in religious, cultural, and social norms between refugee and host communities), and proximate causes (e.g. decreasing access to affordable quality housing, economic competition over jobs, and the role of international aid in terms of perceptions of fairness, equity, and corruption).

In general, absorptive capacities of community resilience relate to solidarity networks and conflict management. On the other hand, adaptive capacities relate to finding new ways of working together and new approaches to collective decision-making, while transformative capacities operate at the level of values, culture, and perceptions and the interface between community and institutions. The crisis also provides opportunities for building transformational capacities, by overcoming traditional prejudices, exclusions, and divisions that undermine community unity and its resilience.

Social cohesion is an essential element of community resilience. Building social cohesion requires building unity, overcoming prejudices and divisions, and developing webs of solidarity and the collective capacity to consult, work together, and help each other. This ensures that all segments of society are included, valued, and can creatively participate in community building.

Social capital has often been described as the “glue” that binds people in society together, horizontally and vertically (the famous “bonding, bridging, and linking” forms of social capital). Social capital and social trust are resilience capacities that apply to any external or endogenous disruptive event or shock and as such are general resilience capacities.

Social networks are crucial for absorbing the effects of crises and for building adaptive and transformative capacity. They allow for the sharing of knowledge and natural and/or financial resources and facilitate opportunities to build trust and social capital — all of which are critical for effective decision making in response to disturbance and change.

There is, therefore, an increasing interest in understanding and codifying various types of networks, how they are interconnected and how they contribute to the formation of social capital within groups (bonding), among groups (bridging) and across levels (linking). Research suggests that linking actors across different scales or hierarchical levels is critical for initiating transformation, whereas building trust and bonding social capital are thought to be important for “navigating” transformations, a later stage of change<sup>51</sup>.

Community resilience is an emergent quality, which requires some form of collective action. For community resilience to emerge, intentional systems, structures and processes must be present. However, similarly to individual resilience, actions that support community resilience must intentionally operate at two levels: the level of concrete action and the level of transformation.

One way of strengthening social cohesion requires adopting cross-sector, area-based approaches that work through and empower a range of local actors from both



refugee and host communities. Local actors can design and implement equitable solutions to alleviate tensions; communicate better with refugee and host communities to improve transparency and accountability; and liaise with community leaders and security officials in order to resolve disputes and settle tensions arising from service provision access and economic competition.

The response to the Syrian crisis has included two approaches to strengthening social cohesion, namely direct and indirect approaches:

- Direct approaches to social cohesion involve attempting to understand the pre-existing and crisis-induced social dynamics and their root causes. This involves using conflict management methods to mitigate potential conflicts; creating spaces for dialogue between various community groups and between these groups and local authorities; building trust and ensuring accurate flows of information; and supporting security and conflict resolution mechanisms. Religious and other traditions can also be used to promote positive values of hospitality and attitudes towards refugees, which can be communicated through the media. At the community level, local committees or action groups can promote community-based conflict management using interest-based negotiation, mediation, and non-violent communication as tools to peacefully resolve violent disputes. Community leaders can be systematically trained to become positive change agents – with a focus on their role in mitigating risks of local conflict between refugee and host communities.
- The indirect approach to social cohesion focuses on sectoral interventions that mitigate tensions by increasing the capacity of municipalities to respond to the communities' needs, providing employment opportunities, improving education and health services and responses. However, even when social cohesion is addressed indirectly, interveners must be conscious and intentional about deriving the social cohesion and the transformational dividend from these concrete actions.

For instance, many sectoral interventions require the formation of community groups such as water and sanitation committees, parent-teacher associations, and community-based protection groups. These groups fulfill a concrete sectoral function, but they can intentionally contribute to social cohesion if their membership is representative of all relevant community groups (refugee and host community, young and old, men and women) and these groups are provided with consultation and peacebuilding skills in addition to their technical skills. This can help change perceptions and attitudes that are often the root causes of tensions.

The support given to municipalities should develop their capacity to engage with the community, win its trust and support, elicit its genuine participation, and maintain its unity. Here again, this can lead to the transformation of local governance processes.

In all interventions, a conscious effort must be made to avoid the risk of conflict within divided communities by ensuring that the selection criteria for beneficiaries are well

understood. Furthermore, the selection process must be transparent and include community leaders at every stage.

### 3.4.2 Developing Community Resilience Capacities – Empowering women and youth

The role of women and youth in building community resilience is increasingly being recognized, as they increasingly take-on decision-making and leadership roles.

In light of this, an Action Aid publication<sup>52</sup> examines case studies that describe women who have taken up leadership roles in different resilience-building initiatives in eight countries across Africa and Asia. The stories illustrate the transformations women have experienced – from being confined to their domestic responsibilities, to participating in community decision-making processes and strengthening community resilience.

Additionally, an increasing number of publications are adding to the evidence that community resilience improves when women were engaged at the local operational level of disaster management<sup>53</sup>. The leveraging of women's capacities yields significant advantages, for example in mobilizing cross-sector cooperation and innovative projects that deliver both gender and resilience benefits<sup>54</sup>. Furthermore, disasters provide a unique opportunity to transform the way decision-makers plan and approach risk management, and to gauge whether they learn from the experience and take specific steps to empower women to play a key role in the response<sup>55</sup>.

Similarly, the role of youth in building resilience is increasingly being recognized<sup>56</sup>. The focus is on the agency of youth in building community resilience by taking on leadership roles and engaging in community-led projects. For instance, The Compact on Young People in Humanitarian Action strengthens young people's capacities to be effective humanitarian actors and supports local youth-led initiatives and organizations in humanitarian response. Through this, youth and adolescents can become contributing members of their communities, strengthening resilience and building capacities.

### 3.4.3 Strengthening Community Resilience Capacities in the Syria Crisis Response

#### i Integrated Area-Based Interventions

A number of integrated area-based programs tailored to the specific needs of a community or urban neighborhood are emerging within the response to the Syria crisis. These include the LEADERS consortium's programs in Syria and Lebanon Urban neighborhoods and the UNDP's municipal support programs in Jordan, Lebanon and Turkey<sup>57</sup>. Further examples include the Mercy Crops Community Action Groups initiatives and the proposed UNDP "Syria Rapid Program of Basic Infrastructure Rehabilitation and Livelihoods Creation".

All of these initiatives provide multiple interventions aimed at strengthening community resilience at the household, community and local institutional level. Additionally, they strengthen physical assets and social capital and increase social cohesion.

## ii Adolescent and Youth Empowerment

Adolescents and youth have an important contribution to make to the resilience of their communities. Nonetheless, they often lack the opportunity to do so and are not involved in decision-making processes. The “Guidance Note on Adolescent and Youth Engagement” (part of the 3RP planning package for the last couple of years<sup>58</sup>) provides a clear rationale, examples and monitoring indicators for their engagement in resilience-building efforts.

These guidelines are reflected in multiple field programs, such as the UNICEF Adolescent and Youth Engagement Initiatives<sup>59</sup>, Initiatives and the Mercy Corps Advancing Adolescents program<sup>60</sup>.

Likewise, the Malala Fund has launched multiple initiatives that elevate youth and adolescent voices. One of these programs is the “Girls Advocates Program”<sup>61</sup>, which aims to foster the agency of youth and girls, making them active contributors to community resilience, while at the same time strengthening their own individual resilience. All of the above programs offer a package of interventions, including skill/capacity building, counselling, mentoring, and opportunities to engage in community service projects at scale.

## 3.5 INSTITUTIONAL RESILIENCE CAPACITIES

### 3.5.1 Developing institutional resilience capacities

The resilience of a system mostly depends on its institutional structure. Even if individual and community resilience are the focus and the desired result, they are enabled by the institutional environment. The interface between communities and local governments is often seen as the most creative area for social change, as it represents the “edge of chaos”: the interface between chaos (in the form of increased empowerment of the community, which leads to action) and order (in the form of exercise of institutional authority to guide and coordinate this action into a coherent process of social change). This is true under normal development conditions, but it is particularly relevant in times of crisis, as the crisis provides the intensity needed to disrupt existing patterns that prevent change.

In this regard, absorptive institutional resilience capacities include the ability to identify and analyze risks, anticipate and respond to emergencies, quickly re-establish quality services following shocks, strengthen social protection and social safety nets, and to identify needs and implement local and national development plans that address those needs. They also include reforming the institutional structure, policies, procedures, and budget line items so that they can handle shocks and stresses.

Adaptive institutional resilience capacities encourage flexibility, inclusiveness, diversity, innovation, interaction across organizational levels, experimentation, cooperation among agencies and stakeholders, and new institutional and organizational arrangements.

From a transformative perspective, certain institutional capacities and characteristics are known to contribute to the overall resilience of a system. These include<sup>62</sup>:

- A high level of diversity in groups performing different functions in an ecosystem, specifically in the resilience-building policy process, partnerships within a community, and in planning, response and recovery activities;
- Effective governance and institutions that are decentralized, flexible, in touch with local realities and facilitate system-wide learning and the generation of actionable knowledge;
- Valuing the fact that situations can be perceived from different angles, considering many different types of knowledge, fostering the interchange of perspectives and creating spaces for social innovations to emerge from the interactions of local and external actors. While diversity is important for resilience, diversity without linkages among different groups can be a barrier to knowledge sharing, prevent conflict resolution, and make process-based tasks inefficient. Successfully initiating transformational processes often requires diverse groups of people to overcome such barriers and work together in the social decision process to forge a different future and take advantage of new opportunities;
- A high degree of social and economic equity;
- Continual and effective learning that translates into policy/institutional processes, organizational learning, reflective practices, and adaptive management;
- Fostering cross-scalar perspectives and strong social, political, economic, and cultural networks that extend from the local to the global scale.

Institutional transformative resilience capacities therefore operate at all three levels of government:

- At the local level, they relate to the relationship between communities and their local representatives, the ability to win the trust of community members, to elicit their genuine participation, and to create and maintain unity in the face of various threats;
- At the sub-national level, they include the capacity to coordinate local action within geographical areas, ensure the equitable allocation of resources, deal with issues of common concern, and effectively connect the local and national levels;
- At the national level, they involve strengthening connections between national and sub-national levels, a healthy and open national dialogue on key issues, evidence-based policy making, integrity and transparency, concern for justice and equity, and the fostering of a vibrant civil society.

Therefore, strengthening institutional resilience capacities to support individual, household and community resilience also requires actions at local, sub-national and national levels.

### 3.5.2 Strengthening Institutional Resilience Capacities in the Syria Crisis Response

#### *Strengthening System Capacity*

With the Syria crisis response, support for education, health and social services is increasingly moving away from the direct delivery of services and towards strengthening national ministry capacities to respond to a sudden surge in demand.

For instance, FAO social protection/resilience initiatives in the region strengthen the capacities of the governments to respond to the crisis. This is especially the case in Lebanon and Turkey, with similar plans for Jordan.

Likewise, in Turkey, the systems in place have been strengthened to absorb the effects of the Syrian crisis. For example, there is a clear shift in UNHCR thinking, which has moved away from traditional, individual support to refugees, towards the strengthening of institutional capacity in the protection sector. Here, several agencies are collaborating within the common protection framework to collectively support institutional strengthening.

Similar efforts can be seen in the integration of Syrian doctors in the health system with WHO support, and of Syrian teachers in the education system with UNICEF support.

WFP's collaboration with the Turkish Red Crescent and the Disaster and Emergency Management Presidency (AFAD) on the Emergency Social Safety Net (ESSN)<sup>63</sup>, builds the institutional capacity of Turkey's response agencies to assist the 1.4 million refugees across Turkey.

In an unprecedented approach, WFP and Turkish Red Crescent (TRC) are implementing the ESSN from shared Joint Management Cell premises in Ankara. WFP provides monitoring and technical support, while TRC manages the delivery of the program nationwide.

What is important to notice, is the fact that the parallel response to the Syrian crisis serves to improve the national social protection schemes dedicated to supporting the local population.

In Lebanon, there is also a systematic focus on strengthening the capacity of public institutions and, in particular, their Disaster Risk Management (DRM). For example, the UNDP DRR project addresses this problem by working with the Lebanese government to create DRM units at the national and sub-national levels. Drawing upon the Sendai framework, the project aims to promote resilience by improving emergency preparedness, establishing protocols and structures that respond quickly to crises, and supporting early recovery processes.<sup>64</sup>

WFP is supporting the Lebanese government in assisting vulnerable, crisis-affected populations in Lebanon through the National Poverty Targeting Program (NPTP)<sup>65</sup>, a safety net program of the Government of Lebanon. In this regard, WFP has been providing technical support to the Lebanese government to deliver the food assistance component of the NPTP through WFP e-cards.

WFP also provides direct CBT assistance to the NPTP beneficiaries. The NPTP is implemented through more than 100 Social Development Centers (SDCs) of the Ministry of Social Affairs located throughout the country. SDCs are responsible for identifying and registering beneficiaries as well as conducting monitoring and evaluation activities. In addition, the SDCs are involved in distributing the food e-cards to the beneficiaries in coordination with WFP.

The Malala Fund, and specifically the Gulmakai Network Syria Chapter, is working with the Lebanese Ministry of Education and Higher Education to create specific educational programs for adolescents and youth – facilitating their re-enrolment back to formal education at the secondary level. One program established by Lebanese Alternative Learning (LAL) is the digitizing of the Lebanese curriculum for Middle School.<sup>66</sup>

The UNDP Peacebuilding Program in Lebanon engages the media, community groups, and local, district, and national authorities, in a coordinated set of activities that support peacebuilding and conflict prevention and resolution. This is supported by a systematic online conflict mapping and response system that helps all actors in the response efforts to the Syrian crisis to improve their understanding and respond to conflicts. It is a good example of solid absorptive resilience capacity building at all levels.<sup>67</sup>

Projects that strengthen system capacity also incorporate planning information management. For example, UNHCR, UNDP and other UN agencies have been collaborating with the Government of Jordan in the development of the Jordan Response Plan<sup>68</sup>. They have supported the Jordanian Government in its monitoring and project tracking through an innovative and ground-breaking information management system.

Another example of strengthening capacity is the set of initiatives supported by iMMAP<sup>69</sup>. These include individual and institutional information management capacity building, which help organizations improve their information management processes, and direct provision and coordination of information on markets and value chains.

Another aspect of system capacity is the strengthening of civil society networks for advocacy. UNHCR is supporting the development of the "MENA Civil Society Network for Displacement"<sup>70</sup>, a network for national and regional civil society actors in MENA involved with advocacy, research, and program implementation. This includes stakeholders from NGOs, academic institutions, think tanks and research institutes, community-based representatives, the private sector, and the media.

The objective of the MENA Civil Society for Displacement Network is to provide a platform for partners in the region to strengthen their individual voices and actions in support of protecting and assisting displaced persons. It also supports host communities through aligned messaging, joint advocacy, training, and enhanced coordination on the ground. UNHCR plays the role of the catalyst and the convener in this initiative, designing the strategic directions and foundational structures of the network.



# STRENGTHENING LOCAL AND NATIONAL RESPONSE CAPACITIES

This chapter provides an overview of ways in which to strengthen national, sub-national and local capacities. It analyzes approaches to strengthening localization, facilitating capacity development and making use of national capacities. It also includes examples of these approaches from the Syria crisis response.

## 4.1 LOCALIZATION

Most displaced Syrian populations do not live in camps – they live amongst host communities. Significantly, many refugees tend to live among the poorest and most vulnerable host communities or urban neighborhoods, thus exacerbating their already fragile situations. Under these circumstances, municipalities and local institutions are the primary responders to situations arising from a large population influx. Therefore, strengthening the capacity of municipalities and local institutions to respond to the needs of the citizens under the pressure of the influx of refugees is the most effective immediate institutional resilience-building activity. Hence, the call for localized humanitarian and resilience-based response is becoming increasingly important.

Within the Syria crisis response, there is an increasing tendency to integrate a localization framework into the interventions. Whilst many obstacles and challenges still remain<sup>71</sup>, there are good examples of localization taking place:

- The Habitat for Humanity housing program in Jordan is now implemented directly by Community Based Organizations (CBOs), which have been strengthened and empowered to manage a local revolving housing loan fund;
- UNICEF's "Jordan Makani Program" has been scaled up in collaboration with the government and LNGOs, bypassing intermediate INGO implementation;
- Malala Fund's "Gulmakai Network" has been designed to be led by LNGOs to tackle local educational issues in their countries. Their programs (e.g. Tabshoura) are being expanded in collaboration with regional governments<sup>72</sup>.
- The "Tech for Food" project in Iraq, which was launched in November 2017 in cooperation with the INGO Preemptive Love Coalition, Mercy Corps, and the American University. Within the second phase, Sulaymaniyah's local center

has been established as a co-working space and Tech Hub where youth can connect with internet-based projects, internships, and work opportunities as well as receive the training, coaching, and mentorship they need to succeed.

These examples show that it is possible to deliver on localization, but it requires explicit policies and a commitment to capacity building, mentoring, and follow-up. It also means that the role of INGOs must change from program implementation to serving as intermediaries.

## 4.2 STRENGTHENING LOCAL CAPACITY

In areas with high numbers of Syrian refugees, municipalities are facing a significant increase in the demand for basic services with limited human, financial, and material resources. One way of addressing this is through capacity development.

Capacity development is not limited to soft skills; it also includes providing equipment and resources to municipalities, thereby enhancing their ability to act. Early access to equipment enables the delivery of municipal services to meet the demand, helps boost the image of municipalities, and builds the trust of their constituents.

Empowering the municipalities to connect to the community and adopt mechanisms of consultation, communication and transparent resource allocation that overcome tendencies to cater to one's own social group can create new pathways of good governance at the local level. This is transformational, and if expanded upon, it can lead to large scale changes in the system.

When municipalities are empowered and supported to respond to crises, they can expand their infrastructure and social services to include displaced communities. In doing so, they often partner with local organizations, which are well-grounded in the area but are often limited by lack of access to funds and low capacity. Strengthening partnerships between local governments and local organizations can help develop a network of strong and inter-connected local responders capable of handling current and future crises.

### 4.3 STRENGTHENING CLUSTER LEVEL CAPACITY – SUB-NATIONAL INTEGRATION

While empowering municipalities to respond at the local level is essential, it is not sufficient. Certain initiatives are more effective when taken at the cluster level. The appropriate level of clustering depends on the situation, ranging from an informal cluster of nearby municipalities to a formal union at the municipal, district, or even governorate levels. If clustering takes place at the sub-national level, it will need to be supported by a strengthened technical capacity. One example of this stems from the way the Regional Technical Office (RTO) was supported by UN-HABITAT in Lebanon, which was highlighted in the previous edition of this report<sup>73</sup>.

A further example of strengthening capacity at the sub-national level is the establishment or consolidation of LED committees or agencies bringing together sub-national levels of government agencies, chambers of commerce and industry, municipalities and local charities/civil society organizations. As a result, sustainable institutional structures emerge in response to emergencies and have the capacity to respond to similar situations in the future. During this process, new linkages are established between stakeholders, who learn to work together effectively.

Ostensibly, an effective resilience-building response to crises should be area-based, as the response program must be inter-sectoral, integrated and support the efforts of local respondents. Currently, international agencies often establish sub-national offices to manage their response, but they often end-up having parallel structures, hampering their efforts. If sub-national structures do not exist or are weak, then integrating international response around the most appropriate sub-national structure paves the way for new relationships between local and national levels. This also strengthens decentralized governance and accelerates stalled processes.

### 4.4 STRENGTHENING NATIONAL CAPACITY

A core principle of the resilience-based approach to the Syrian crisis is that the response should be nationally owned and make use of national capacities. Translating this principle into practice requires changes in the attitudes and operating methods of donors and international agencies in order to establish partnerships. The most appropriate approach depends on the context, but regardless of the circumstances, an effective working relationship can be established with sufficient time and attention is allocated to building it. Likewise, if there is a specific innovation

or global experience that contributes to the partnership, new areas of cooperation can be identified more easily. For instance, the 3RP and its partners have enhanced linkages with national systems through the joint piloting of programs with national stakeholders and promoting the use of innovations, such as digital systems and biometric authentication.

Another way to achieve this objective is to align international response with national plans and priorities, link up with national institutions and delivery systems, and carry out selective capacity building. Upholding national ownership and using national systems requires supporting the capacity of national systems to respond to the crisis in an organized, coordinated, and effective way.

The level of international involvement in the development and implementation of these plans depends on the circumstances. For example:

- In Turkey, where the government has from the beginning, taken full ownership of the response to the Syrian refugee crisis, the role of the international community is more related to innovation and knowledge sharing. For instance, UNHCR was able to provide international experiences in helping the government draft landmark refugee legislation and thus help diffuse this information on the international stage. Similarly, UNICEF supported the adoption of “Provincial Action Plans for Education”, designed to strengthen the resilience of the education system to the crisis. Finally, Concern International shared its experience about how to engage men and boys to fight domestic violence with local authorities in order to engage in true partnership building.
- In Lebanon and Jordan, the international community played a much more central role in strengthening national capacity to coordinate a coherent, integrated national response to the crisis. The capacity to coordinate a response to a crisis is a key institutional resilience capacity that requires a supportive, sensitive, consistent, and collaborative intervention. Both the Lebanon Crisis Response Plan (LCRP) and



the Jordan Response Plan (JRP) are increasingly more coherent, integrated, long-term plans as a result of a significant increase in national ownership, leadership, integration, planning, and coordination<sup>74</sup>.

Another important aspect of supporting the national capacity is to support national governments in making the policy shifts necessary to address crises by providing policy options based on thorough analysis. One such example with potentially far-reaching impact is the joint UNDP, ILO, WFP Multi-Country Economic Opportunity Assessment “Jobs Make The Difference”<sup>75</sup>. The report provides pragmatic, empirically grounded evidence to support efforts by the three key actors – host nations, the international donor community, and the private sector – in achieving the ambitious goal of creating 1.1 million new jobs by 2018.

A further approach involves strengthening the connections between interventions at local, sub-national, and national levels. In practice, this means identifying bottlenecks along the service delivery “supply chain” from the policy level to the community level and working in partnership with all levels of government, civil society, and private sector in removing these blockages.

Responding to emergencies often requires the integration of the responses of several line ministries, especially in the social area. This is often easier to achieve in the context of a crisis than under normal circumstances. Here again, building institutional resilience capacities at the national level requires using the response mechanism of emergency response to establish new ways of working together and fostering new approaches and mindsets among various line ministries.

If intentionally pursued, such resilience-building actions can have a lasting effect on the capacity of the national systems to anticipate, prepare for, and respond to crises in the future. It can also transform the nature of these systems and their connection to grassroots processes.

## 4.5 ENHANCING CAPACITIES FOR SHOCK-RESPONSIVE SOCIAL PROTECTION

The realities of protracted displacement have led the international community to place a growing emphasis on leveraging national social protection systems to address the vulnerabilities of both refugees and host communities.

In this regard, the 3RP and its partners have provided social protection support to five million refugees and vulnerable host communities since the start of the crisis. This social protection support has been delivered through various interventions, including in-kind food aid, unconditional and conditional cash transfers, school feeding programs, child and family protection services and policy initiatives that promote access to paid work and social security.

Another line of inquiry into the response to the increasingly protracted crisis concerns the role that the social protection system can play in responding to humanitarian emergencies, by making them more “shock responsive”<sup>76</sup>.

The 2015-2018 DFID funded “Oxford Policy Management (OPM) Study”<sup>77</sup>, conducted with the Overseas Development Institute (ODI), the Cash Learning Partnership (CaLP) and INASP examines two key questions:

- What features in the design and implementation of social protection systems facilitate an effective response to shocks?
- How can humanitarian, disaster risk management, and social protection systems best work together for more effective responses to shocks?

The study examines various options that have been used worldwide to make use of social protection systems in response to shocks. It links social protection with emergency responses and identifies a typology with five key options for shock-responsive adaptation: “design tweaks, piggybacking, vertical expansion, horizontal expansion and alignment”, as illustrated below in Figure 6:

**Figure 6: Options for Shock-Responsive Adaptation of Social Protection Systems**



Each option has different prerequisites, opportunities, risks and challenges. Nonetheless, they are evaluated by a common set of criteria, namely: reaching those in need, the speed of the response, reducing or avoiding duplication, cost-effectiveness and sustainability.

- **Design tweaks:** introduce flexibility to maintain regular services when shocks occur and strengthen interventions to improve coverage/speed in times of shock. An example of this comes from the Philippines Pantawid cash transfer, which has regulations to waive conditions for three months if a calamity is declared (e.g. by relaxing ID card requirements because many households have lost theirs in natural disasters or conflict). However, this comes with a risk of diverting the program from its core objectives.
- **Piggybacking:** uses a part of an established system when delivering a response, for example beneficiary lists, and staff or payment mechanisms. The challenge with this approach is coordinating with actors from multiple agencies. Furthermore, this approach comes with the risk of overloading the existing system.
- **Vertical expansion:** involves a temporary increase to the value or duration of support for some or all current beneficiaries. An example of this stems from the WFP and UNICEF top-ups in response to Typhoon Haiyan in the Philippines. This approach requires a strong overlap between regular beneficiaries and the shock-affected population and is likely to need complementary interventions to reach those not covered by aid. Furthermore, determining the size of the top-up, communication, and minimizing the administrative burden can be challenging.
- **Horizontal expansion:** is the temporary inclusion of new beneficiaries by extending geographical coverage, enrolling new beneficiaries (who meet specified criteria) in existing areas, or enrolling new beneficiaries by modifying criteria. This may be appropriate in cases of economic shock, where the program has on-demand registration. The difficulties of this approach lie in the relevance of the type of support, the level of support offered, targeting, administration, and communication.
- **Alignment:** arises when the humanitarian response is aligned with current or future social protections interventions, by using common objectives, targeting, values, and mechanisms. An example of this approach stems from North Mali, where ECHO-funded cash transfers, which were of the same value as the social protection funds in South Mali. The risk of this approach is that its immediate impact may be lessened if the focus is placed on long-term objectives.

The study concludes that pursuing a combination of these options may offer the best response to shocks, as each approach has different trade-offs<sup>78</sup>.

The study then provides seven recommendations for policymakers<sup>79</sup>, namely:

- a) Strengthening existing social protection systems to reduce the negative consequences of shocks;
- b) Strengthening the ability of social protection programs and delivery systems to be able to withstand the shock;
- c) Systematically analyzing how social protection can best contribute to shock-responses;
- d) Increasing ex-ante planning and action (DRR approach);
- e) Developing guidance on shock-responses through social protection (e.g. roles, responsibilities, and protocols for accessing data);
- f) Building strategic collaborations across sectors;
- g) Paying close attention to adverse impacts to ensure households are not worse off with a social protection response than with an emergency response.

For program implementers, the key recommendations provided involve<sup>80</sup>:

- a) Consider the fact that many social protection programs can become more shock responsive with simple design tweaks;
- b) Ensure that finances are available to facilitate the adaptability of programs;
- c) Consider capacity constraints to avoid negative impacts on the underlying social protection program;
- d) Promote coordination between individual interventions;
- e) Improve monitoring, evaluation, and reporting concerning the effectiveness of resilience-building programs. There is an increasing amount of attention being paid to resilience measurement in the Syria crisis response. This either takes the form of assessing the resilience of households and communities or directly measuring the resilience capacities developed through specific interventions at the individual, community, or institutional levels.

# MEASURING RESILIENCE CAPACITIES

This chapter reviews the existing approaches that are used to measure resilience at the individual, community, and institutional levels and reviews resilience measurements within the Syria crisis response.

## 5.1. OVERVIEW OF THE CURRENT PROGRESS OF RESILIENCE MEASUREMENTS IN AID EFFORTS

There has been an increase in efforts to advance resilience measurement for the design and evaluation of humanitarian and development efforts over the past few years. Several networks and communities of practice are focusing on resilience measurement, alongside periodic surveys of progress in the field and measurement tools developed by various agencies.

These networks include:

- The Food Security Information Network's Resilience Measurement Technical Working Group that has developed technical guidelines to promote the adoption of standardized resilient measurement tools, most notably the "Resilience Index Measurement and Analysis Model" (RIMA). It has also published best practices in resilience measurement alongside technical notes<sup>81</sup>;
- The Resilience Measurement, Evidence, and Learning Community of Practice, which is a network of resilience specialists working to strengthen the evidence on resilience in order to influence development practices, policies and investments<sup>82</sup>;
- The USAID-funded REAL Award that aims to inform and improve resilience policy and programming through strategic analysis, capacity strengthening and knowledge sharing. Specifically, it aims to achieve this through resilience analyses and evaluations, guidance notes on resilience measurement, monitoring and evaluation, and training workshops<sup>83</sup>.

Recent surveys of resilience measurements include:

- A resource document of measuring resilience published by the UK Department for International Development (DFID)<sup>84</sup>;
- An analysis of resilience measurement frameworks and approaches by ODI<sup>85</sup>;
- A review of resilience measurement – MEL approaches in practice by ITAD<sup>86</sup>.

Several UN agencies and INGOs also have well-developed resilience design guidelines, which include aspects of measurement:

- FAO – RIMA's "Resilience Index Measurement and Analysis Model", mentioned above, has now been rolled out in over 20 countries, including Jordan. It will be rolled out in Syria in the coming months.
- Mercy Corps' "STRESS: Strategic Resilience Assessment Guidelines" provide guidance on a methodology that helps teams apply resilience thinking in distinct humanitarian or development contexts<sup>87</sup>.
- OXFAM's "Finding Ways Together to Build Resilience: The Vulnerability and Risk Assessment Methodology"<sup>88</sup> presents a VRA tool designed to support the development of a holistic understanding of vulnerability, connect actors across various levels of governance to jointly analyze root causes of vulnerabilities, and design risk reduction initiatives accordingly.
- OXFAM'S "The Future is a Choice: The Oxfam Framework and Guidance for Resilient Development" provides a framework to design programs that contribute to resilient development. This guide is accompanied by the "Keeping on Track of Resilience Pathways Monitoring, Evaluating and Learning for Resilience" report, which advances practical guidance on Monitoring and Evaluation systems for programs working on building resilience<sup>89</sup>.
- The Somalia Towards Reaching Resilience (STORRE) activity uses CARE's Participatory Monitoring, Evaluation, Reflection, and Learning (PMERL) process to help communities evaluate risks, assess their adaptive capacities and assets, establish priorities in visions of change, and reflect on their progress. The information and learning gathered through these tools feed into community action plans, helping to prioritize community disaster risk management and climate change adaptation activities<sup>90</sup>.
- Malala Fund's "Gulmakai Network" design uses a rights holder-led approach that transforms communities from victims to active agents in the crisis. The Gulmakai Network's approach selects unique and diverse specialists within the communities, which evaluate the barriers to education, assess their capacities and assets and establish their priorities for policy changes. The result is their own advocacy action plan, which ensures that the appropriate policies to achieve education for all refugees are implemented<sup>91</sup>.



Throughout existing research, there is a general agreement that resilience measurement requires:

1. **measuring resilience capacities;**
2. **measuring the shocks and stresses that the system is exposed to;**
3. **measuring the impact of both resilience capacities, and shocks and stresses on wellbeing.**

A diagram illustrating the measurement of individual, community, and institutional resilience capacities can be found in Figure 8.

Much of the existing research and the most advanced part of resilience measurement is primarily focused on household resilience in the context of food security, where a substantial amount of work has been done to develop standardized and robust measurement approaches/protocols.

The following sections will explore concrete ways to measure individual, community, and institutional resilience.

## 5.2. INDIVIDUAL RESILIENCE MEASUREMENT

At the individual level, many measurement scales have been developed in the psychological literature that track individual resilience. For instance, Wagnild and Young have developed a Resilience Scale, which assesses to which extent positive personality characteristics impact individual resilience. The scale is based on a survey, illustrated below, which asks participants to rank statements from 1 to 7, with 1 meaning that they disagree and 7 meaning that they agree. These questions revolve around the ability to cope during times of hardship, optimism, and personal determination. The answers are then used to rank an individual's resilience and ability to recover from setbacks.

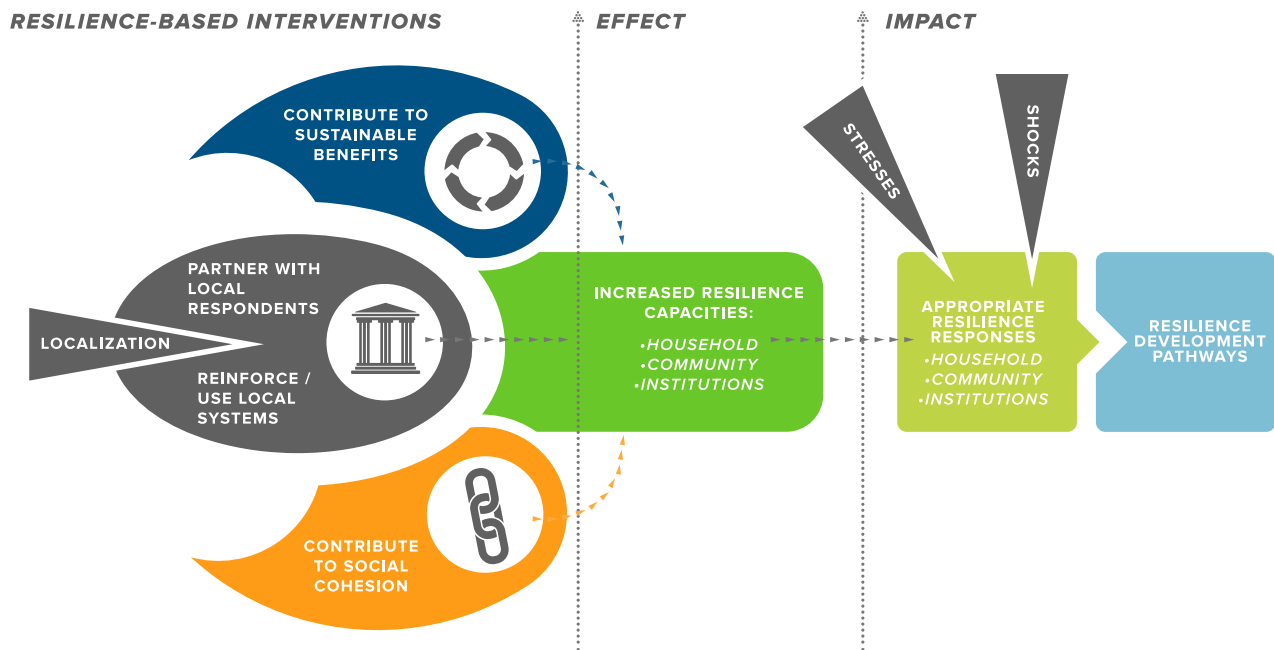
Other similar approaches are being applied in the field of resilience-based development. One example is the USAID-funded Pastoralist Areas Resilience Improvement and Market Expansion (PRIME) program, which includes measures of people's aspiration and confidence to adapt as resilience capacities. Psychosocial capacities can indicate the degree to which people can deal with risk. This is based on the hypothesis that people will not participate in more diverse market systems, if they do not believe they have the power to do so. It explores three properties, which were assigned specific survey questions<sup>92</sup>:

- Belief in free will/freedom. The sense of possessing the power to enact change and that one has control over their life.

**Figure 7. Wagnild & Young, Resilience Scale**

		Disagree	Agree
1	When I make plans, I follow through with them.	1	2 3 4 5 6 7
2	I usually manage one way or another.	1	2 3 4 5 6 7
3	I am able to depend on myself more than anyone else.	1	2 3 4 5 6 7
4	Keeping interested in things is important to me.	1	2 3 4 5 6 7
5	I can be on my own if I have to.	1	2 3 4 5 6 7
6	I feel proud that I have accomplished things in life.	1	2 3 4 5 6 7
7	I usually take things in my stride.	1	2 3 4 5 6 7
8	I am friends with myself.	1	2 3 4 5 6 7
9	I feel that I can handle many things at a time.	1	2 3 4 5 6 7
10	I am determined.	1	2 3 4 5 6 7
11	I seldom wonder what the point of it all is.	1	2 3 4 5 6 7
12	I take things one day at a time.	1	2 3 4 5 6 7
13	I can get through difficult times because I've experienced difficulty before.	1	2 3 4 5 6 7
14	I have self-discipline	1	2 3 4 5 6 7
15	I keep interested in things.	1	2 3 4 5 6 7
16	I can usually find something to laugh about.	1	2 3 4 5 6 7
17	My belief in myself gets me through hard times.	1	2 3 4 5 6 7
18	In an emergency, I'm somebody people generally can rely on.	1	2 3 4 5 6 7
19	I can usually look at a situation in a number of ways.	1	2 3 4 5 6 7
20	Sometimes I make myself do things whether I want to or not.	1	2 3 4 5 6 7
21	My life has meaning.	1	2 3 4 5 6 7
22	I do not dwell on things that I can't do anything about.	1	2 3 4 5 6 7
23	When I am in a difficult situation, I can usually find my way out of it.	1	2 3 4 5 6 7
24	I have enough energy to do what I have to do.	1	2 3 4 5 6 7
25	It's okay if there are people who don't like me.	1	2 3 4 5 6 7

- Sense of individual power. A sense of having the power to enact change as an individual rather than being subject to the decisions of more powerful people.
- Exposure to alternatives to the status quo. The degree to which a person has been exposed to alternative ways of life other than one's own.

**Figure 8: Simplified Theory of Change of Resilience Intervention**

### 5.3 COMMUNITY RESILIENCE MEASUREMENT

At the community level, there are multiple approaches to measuring community resilience. One example stems from the monitoring and evaluation baseline survey for the USAID-funded Resilience in the Sahel-Enhanced (RISE) program. This survey is based on a set of indicators that describe social resources such as networks, group memberships, social relations, and access to institutional actors that can help communities deal with shocks and stresses<sup>93</sup>.

This measurement framework includes three types of social capital, each of which corresponds to specific survey questions:

- Bonding social capital is seen in the bonds between community members. It involves principles and norms such as trust, reciprocity and cooperation, and is often drawn upon in a disaster context, where survivors work closely to help each other to cope and recover;
- Bridging social capital connects members of one community to another. It often crosses ethnic/racial lines, geographic boundaries and language groups, and can facilitate links to external resources and broader social and economic identities. Those with social ties outside their immediate community can draw on these ties when local resources are insufficient or unavailable;
- Linking social capital is seen in trusted social networks between individuals and groups interacting across explicit, institutionalized and formal boundaries in society. Linked networks can provide resources and information that are otherwise unavailable. This type of social capital is often conceived of as a vertical link between a network and some form of authority or power.

The methodology of the survey involves mapping community groups, their strengths, and their interrelationships as well as local governance mechanisms. It examines:

- The presence of natural resource management groups, such as water user groups, grazing land user groups, groups regulating the collection of firewood. The survey then questioned whether the village has defined “clear and widely accepted rules to ensure good management of natural resources”;
- The presence of a disaster risk management group;
- Social protection – the presence of different types of support groups (e.g. VSLAs, women’s groups, charity groups), and the ability to give or receive assistance within the community;
- Managing and maintaining public goods – the presence of civic groups, good quality roads, and schools in good condition;
- Presence of a conflict mitigation committee.

When effects observed at one level (e.g. the household level) are linked to effects at another level (e.g. the community or higher-level), it is useful to employ a multi-level quantitative analysis technique called Hierarchical Linear Modeling (HLM). HLM allows data on outcomes and their determinants at all relevant levels of analysis to be included in an integrated analysis.

## 5.4. INSTITUTIONAL RESILIENCE MEASUREMENT

Institutional resilience can be measured in a variety of ways, focusing on different aspects and elements of resilience. Some measurements concentrate on the Disaster Risk Reduction (DRR) capacity, while others focus on governance.

For instance, the monitoring and evaluation framework for the USAID-funded PAHAL program includes a set of indicators grouped into two categories. These categories analyze the extent to which governance structures enable target populations and groups to be more resilient towards shocks and stresses:

- Participation and inclusion can improve the relevance and value of decisions about how public resources are accessed and used. An increase in the meaningful participation of certain populations, such as women, youth, or people of marginalized groups, can result in the more equitable distribution of public benefit.
- Delivery of public services is seen as vital in giving people access to resources that can be used to respond to shocks and stresses.

To gather information on the key indicators related to these assets, social dimensions, and capacities for collective action, a mixed-method approach that combines quantitative and qualitative measures is needed.

One example of this stems from the “Government Effectiveness Index”<sup>94</sup>, which monitors perceptions of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government’s commitment to such policies. The “Corruption Perception Index”<sup>95</sup> adds another perspective, measuring the perceived level of the misuse of political power for private benefit. This does not directly fall under Government Effectiveness, even though the two are related.

The kinds of indicators that are being considered include the following:

### SOFT CAPACITY INDICATORS

- Stakeholder perceptions
- Quality of relationships
- Political relationships
- Informal networks
- Levels of trust
- Commitments to collaboration
- Leadership
- Adaptive capacities (flexibility)
- Ability to learn and innovate
- Ability to resolve conflicts and solve problems
- Change readiness
- Ability to manage change

### TECHNICAL (HARD) CAPACITY INDICATORS

- Permanence of institutional arrangements
- Flexibility of institutional arrangements
- Political systems
- Mechanisms for participation
- Mechanisms for consultations
- Mechanisms for collaboration
- Fiscal and financial arrangements
- Functional arrangements
- Quality and extent of service delivery
- Gender equities
- Economies of scale
- Spillovers

These themes and approaches are relevant in the context of the Syrian crisis, but as will be discussed in the Recommendations, they are independent, lacking coordination and coherence. This means that they lack the benefit of cross-fertilization and harmonization, and as a result, they need to be brought together into an overall, common, and coherent framework.



## 5.5 MEASURING RESILIENCE WITHIN THE SYRIA CRISIS RESPONSE: PROGRAM MEASUREMENTS

Within the response to the Syria crisis, INGOs, NGOs and multiple other stakeholders have utilized a variety of measurements to track resilience. The following section provides an overview of some of these measurements.

### 5.5.1 Evolution of Results Frameworks

Both the Turkey chapter of the 3RP and the LCRP have adopted new intersectoral M&E frameworks, resulting from systematic year-long exercises, to achieve collective outcomes that are more aligned with the country plans.

In Lebanon, the coordination structure has gradually strengthened its analysis, planning and targeting capacity, with several new studies having recently been published. This progress was further consolidated in 2017 by an extensive M&E review process, leading to the development of an inter-sectoral framework. The review process outlined how the different sectors contribute to the four strategic objectives of the LCRP and provided a comprehensive review of all 10 sectors' frameworks, indicators, and means of verifications.

Currently, Lebanon has a senior Inter-sector M&E specialist to help move this process forward by further strengthening M&E, joint analysis, and knowledge within the LCRP creating an environment where impact can be assessed based on evidence.

### 5.5.2 Measuring Youth Agency: UNICEF's Adolescent and Youth Engagement Initiatives and Mercy Corps

UNICEF's Adolescent and Youth Engagement strategy, which is embodied in a variety of programs including social cohesion, civic engagement and entrepreneurship/ economic engagement, is based on an explicit ToC. The results of this strategy are illustrated in Figure 9.<sup>96</sup>

Another example stems from UNICEF's Engagement Monitoring Framework, which has been developed to track the four aspects of the program based on the Positive Adolescent Development ToC:

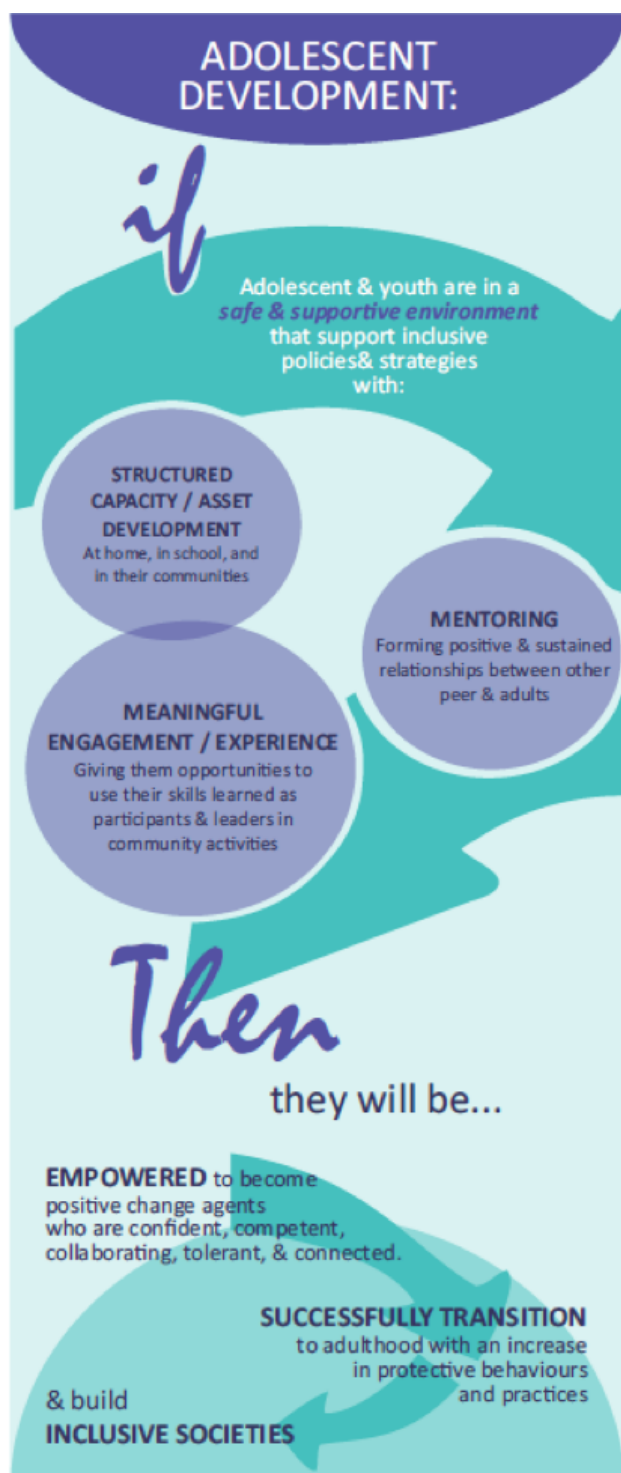
1. Program Coverage: asks whether the program reaches the most vulnerable members of society. This is analyzed by generating real-time data on the number of young people reached by UNICEF IPs and whether marginalized / vulnerable young people are being targeted by the program.
2. Program Delivery/Quality of the Asset (capacity development): Assessing the quality of the program service delivery by different groups. These include young people receiving the benefits of the program and partners (Govt/ NGOs). UNICEF country offices' program/technical focal points oversee the program's progress and implementation.
3. Transferring the Knowledge Acquired into Practice/ Experiential Learning (Meaningful engagement opportunities): By tracking how young people have used what they have learned during the capacity development activities to address issues facing them and their communities. This is achieved by assessing the engagement of young people in the planning, implementation and monitoring of their initiatives.
4. Behavior Change: Measuring adolescent engagement through the 5Cs: Collaboration, Communication, Caring, Connected, Confident & Contribution to Communities. This assesses the impact of the social cohesion/civic engagement/ economic program by generating evidence on the behaviors of young people (measures both directly and through indirect measurements from community members).

It also provides an assessment of the relevance/ importance of this program to young people.

Additionally, UNICEF and partners implemented the Adolescent Development and Participation Program, initiating the process of operationalizing the EMF in three countries: Palestine, Jordan, and Syria. Data collection takes place both online and offline.

Finally, a study of Mercy Corps' psychological support program for Syrian refugee and Jordanian adolescents was conducted by Yale University and was published in the Journal of Child Psychology and Psychiatry<sup>97</sup>. The study complements Mercy Corps' own program evaluation, during which Mercy Corps found numerous positive outcomes for both young Syrian and Jordanian participants. These included measurable improvements in the levels of trust both within their own communities and for people of other nationalities, bolstered feelings of safety and security, increased confidence and greater aspirations for the future. This was the direct result of the program's elements such as intentional goal-planning sessions, structured group activities and community engagement activities.<sup>98</sup>

**Figure 9: Theory of Change for UNICEF Adolescent and Youth Engagement strategy** Source: UNICEF



### 5.5.3 Quantifying the Loss of Social Capital

In an effort to understand the impact of the Syrian crisis on the loss of social capital and generate some policy recommendations for strengthening this core aspect of resilience, the Syria Centre for Policy Research has developed a Social Capital Index (SCI) and used it to measure the decline of social capital over time<sup>99</sup>.

As summarized in Figure 10, the index consists of three components: social networks and participation, social trust, and shared values and attitudes. The unit of analysis is the local area that has been designed based on the impact of the conflict conditions. The studied areas covered the whole of Syria and the research indicates that SCI in Syria has declined by 30 percent during the crisis, compared to the pre-crisis period.

### 5.5.4 Evidence for Policy Making – UNHCR and WANA Institute

UNHCR and the West Asia-North Africa (WANA) Institute are engaging in a partnership surrounding research and advocacy regarding the impact of refugee economic empowerment. In 2016, the partnership's project published suggestions on how host states can raise employment opportunities for refugees and the optimal sectorial distribution of such opportunities, in a manner that responds to host state economic goals and existing labor quotas. Through the research, recommendations on policy adjustments were provided to increase job opportunities for Syrians in Lebanon, Iraq and Turkey. A secondary component was to bring together 20-25 representatives of think tanks and humanitarian organizations in a 1-day roundtable workshop to discuss how research entities can better inform UN policy and programming processes and overcome the challenges faced by knowledge-generating institutions in the humanitarian field.

**Figure 10: Components of the Syria Social Capital Index**

COMPONENTS	INDICATORS
Social Networks and Participation	1. Participation in Decision-Making
	2. Cooperation in Overcoming Problems
	3. Volunteerism
	4. Women's Participation
Social Trust	1. Trust Among Individuals
	2. Feeling Secured
Shared Values and Attitudes	1. Agreeing on a Vision for the Studied Area
	2. Agreeing on a Vision for Syria
	3. The Status of Women

## 5.6 MEASURING RESILIENCE WITHIN THE SYRIA CRISIS RESPONSE: COUNTRY MEASUREMENTS

In addition to programmatic measures of resilience within the Syria crisis response, multiple measurements have been designed that operate at the country level. This section examines and analyzes these examples.

### 5.6.1 Lebanon Recovery Context Analysis

One of the three aspects of resilience measurement is the measurement of disturbances (shocks and stresses) to assess their impact on wellbeing outcomes. The draft Lebanon Recovery Context Analysis (RCA)<sup>100</sup> study provides a thorough analysis of the shocks and stresses, which affect the country.

The study stipulates how the Syria crisis has posed a multi-faceted shock to Lebanon with a range of different impacts, including the influx of refugees, macro-economic and political shifts, the closure of borders, and national security issues. Most notably, the Syria crisis has hindered the provision of services, which was also limited by the macro-economic impacts and resulting fall in the GDP.

Whilst the study mentions that Lebanon also faces natural shocks from time to time (e.g. droughts, floods, wildfires, earthquakes and snowstorms), these shocks do not affect Lebanese and Syrian households to the same extent as the Syria crisis. However, the Syria crisis has exacerbated the effect of natural shocks, making them more impactful.

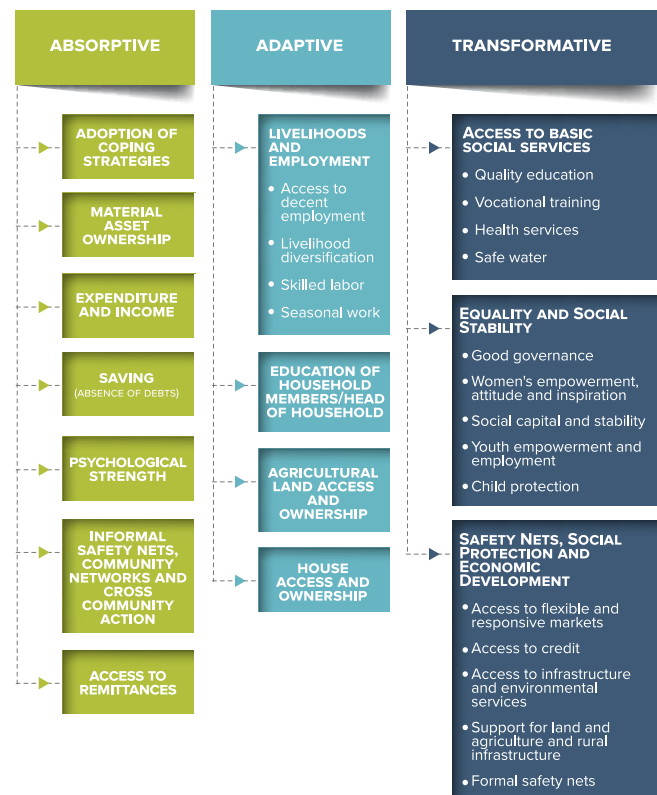
The analysis highlights five categories of stresses, namely: the economy, basic social services, infrastructure and planning, the environment, and governance and security.

Using quantitative data from recent assessments, the study classifies households as resilient if they can maintain their well-being and food security despite being affected by shocks and stresses.

The analysis identifies 28 capacities, which build resilience in terms of food security and poverty against the impact of shocks and stresses.

Based on the challenges and gaps identified, the RCA stresses the importance of creating and maintaining the critical momentum for a strategic multi-agency approach to recovery and resilience. The process of the RCA has already led to joint programs for recovery and resilience in Lebanon among key partners. However, more efforts are needed from a broader platform of partners committed to this approach in collaboration with the Government of Lebanon. An agreed-upon road map would ensure continuity in Lebanon's trajectory and facilitate discussions among stakeholders. This would also reduce duplications and optimize resources through the investment in areas of proved value for money.

Figure 11: Components of Resilience Index for the Lebanon RCA



### 5.6.2 Indices of Household Resilience Capacity – UNDP Iraq

Another example of measuring resilience at the household level stems from the UNDP Iraq resilience Index.

The UNDP Iraq resilience measure is composed of two parts. The first part is a Household Resilience Score (HRS) that scores households along different capacities for resilience, grouped under each of the three types of resilience capacities. The HRS includes 13 indicators:

- Under Absorptive Capacity: Ability to recover from economic / wage shocks; access to informal community safety nets and insurance; asset ownership; cash savings; and the stability of income.
- Under Adaptive Capacity: Diversity of livelihoods access to finance and credit; level of skill or education; and membership in community groups.
- Under Transformative Capacity: Availability of and access to formal safety nets; access to markets; knowledge of services; language capacity.

The second part is a set of indicators targeting systems-based resilience, addressing institutional aspects such as constituent accountability and system strength.

Through these indicators, the “Household Resilience Map” of districts was created for targeting and evaluation purposes (household resilience aggregated at the district level) (see Figure 11).

### 5.6.3 Impacts of Livelihoods Programs – UNDP Jordan/WFP

UNDP Jordan, in partnership with WFP, facilitates employment generation programs focusing on the governorates of Zarqa, Mafraq, and Irbid. It collaborates with multiple local actors to create short-term employment opportunities and economic recovery initiatives to improve livelihoods. Its programs also improve the delivery of basic services, enhance local economic development through skills-matching, accelerate MSMEs growth and capacity development, and address host community concerns.

As part of its program, UNDP Jordan systematically measures the effect of employment on the attitudes and behaviors of its participants. It has also broadened the scope of its research and measurement through the use of “Micro Narratives”. Over 2000 such narratives have been collected as part of an endline following an earlier data collection for the baseline and the results are still being processed.

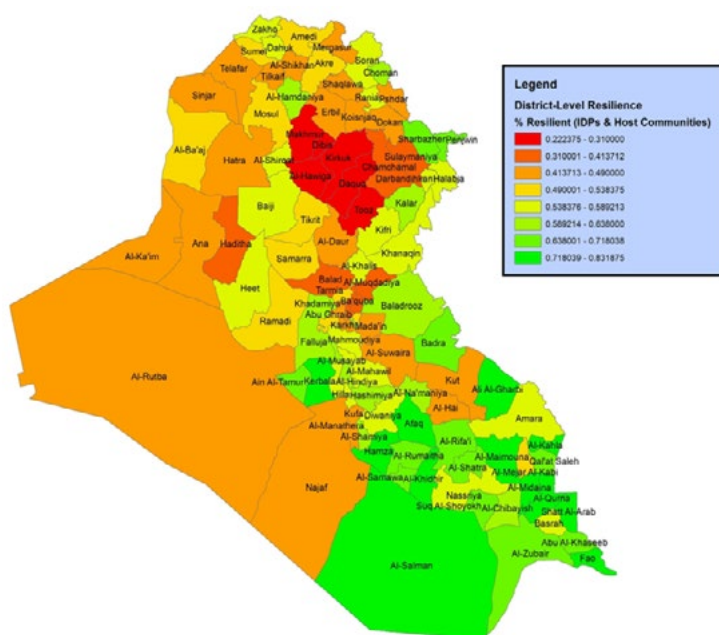
### 5.6.4 Impacts of Livelihoods Programs – Mercy Corps Lebanon INTAJ

With the support of the Government of the United Kingdom, Mercy Corps is implementing the Improved Networks, Training and Jobs (INTAJ) program to address the economic needs of communities in the Beqaa and North Governorates of Lebanon by building stronger businesses and increasing employment, thereby achieving greater stability and resilience.<sup>101</sup>

INTAJ engages established private sector companies and NGOs to provide demand-driven, hands-on, practical skills training, and workforce skills development for individuals. It supports small and medium enterprises (SMEs) with a mix of specialized technical assistance, in-kind grants, and linkages to business support services. Furthermore, it supports the development of the solid waste management and recycling (SWMR) sector by working with existing market actors to expand their capacity to process more recyclable solid waste, improve efficiency and quality, and incentivize further investments.

Similarly to other programs, this is based on the explicit ToC and results are systematically assessed through evidence papers that guide the design of new initiatives.

**Figure 12: Example of UNDP Iraq District Level Resilience Map**



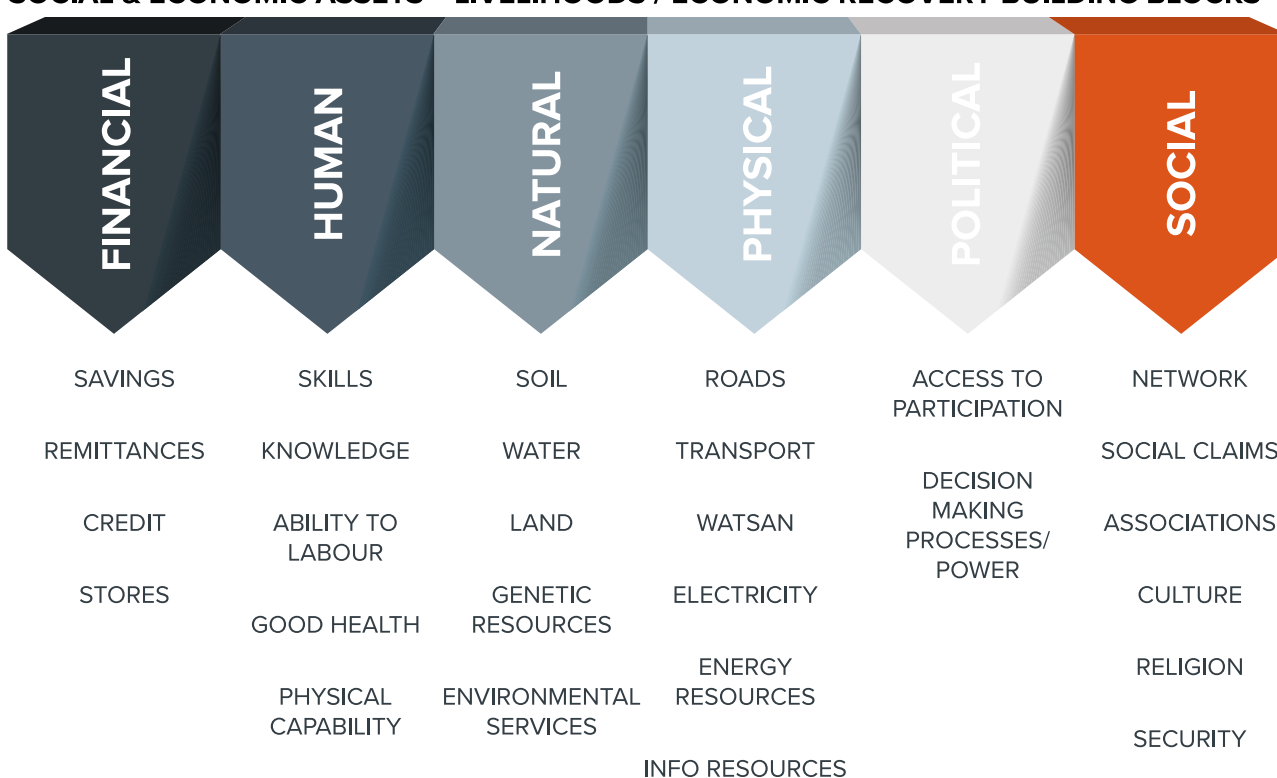
### 5.6.5 Measuring Resilience Capacity at the System Level – UNDP Syria

UNDP Syria is taking a systems approach to resilience measurement, although this effort is still at the conceptual level. The system currently under consideration is a version of the well-established “capitals” framework,

centered around financial, human, natural, physical, political, and social categories. Assets and capacities that fall under each of these categories have been identified (as illustrated in Figure 13) and the intent is to develop a resilience measurement system using indicators for each of these capacities. This will generate an overall index of resilience, measured at the baseline and the end line for specific livelihoods and economic recovery interventions.

*Figure 13: Components of the UNDP Syria Resilience Index*

#### **SOCIAL & ECONOMIC ASSETS = LIVELIHOODS / ECONOMIC RECOVERY BUILDING BLOCKS**



# RECOMMENDATIONS

In light of the main lessons learned from this review, it is possible to identify some concrete actions that can be taken to accelerate the strengthening of resilience capacities within the Syria crisis response.

These actions include:

1. Making long-term commitments and strategic plans: Building resilience is a long-term, development-oriented process, which requires the sustained commitment of all relevant actors. International partners/donors should support governments in developing comprehensive national plans and align their support behind those plans;
2. Considering the humanitarian and developmental aspects of the response as an integrated whole and making the effort to communicate across sectoral and agency boundaries and engage in a collective exploration of responses. The interaction of multiple actors and multiple perspectives will lead to innovations that can link short-term actions to long-term benefits and include both humanitarian and developmental perspectives;
3. Increasing support for multi-year programming with flexible financing from both humanitarian and development budgets for resilience programs. This is a key requirement highlighted repeatedly by a variety of agencies, and although there has been some progress, more funding is required. The funding must be flexible in order to support resilience-based approaches. This implies four key points:
  - Donor and international financial institutions' rules determining what types of funds go to humanitarian or development assistance and what types of countries can receive assistance, need to be relaxed in the context of a protracted crisis because the resilience-based response is neither fully humanitarian nor clearly developmental;
  - Multi-year funding should become more widespread. This will make funding more predictable, allowing stakeholders to plan their interventions over longer periods of time;
  - The requirements of adaptive design and management must be accommodated by allowing semi-annual adjustments to budgets;
  - Reporting requirements should be harmonized and streamlined between different partners and agencies;
- In order to achieve this, donors can support such framework programs through pool funding that can be progressively released project by project with simpler procedures, thus avoiding resource mobilization efforts for each new program.
4. Substantially expanding initiatives that strengthen the agency of women and youth. This should become a cross-cutting component of all interventions, building on the emerging successful models described in this report;
5. Integrating interventions at the local and sub-national levels, including:
  - a. Systematically expanding area-based integration programs with elements of livelihood programming, strengthening local government services, social cohesion, and education;
  - b. Recognizing the dynamic links between rural and urban populations, who are often linked through family members, livelihoods and coping strategies. Moreover, realizing that the two spheres should not be separated, as building resilient rural livelihoods can reduce future stresses on urban services, housing, and markets;
  - c. Coordinating local efforts at the sub-national level through strengthening institutions with clear leadership and authority for coordination;
  - d. Linking programmes concerning refugees outside of Syria with programmes in Syria so that both can benefit from cross-fertilization, harmonization of resilience thinking, and apply the transformative tasks that lie ahead.
6. Encouraging and supporting the use of consortia to implement integrated strategies:
  - a. Given the strength of national NGOs, governments, and the private sector in the context of the Syria crisis, the role of INGOs would need to shift from providing direct service delivery to supporting local actors and cooperating closely with civil society, the private sector, and government authorities. INGOs should also coordinate actions within assigned areas of intervention, and focus on monitoring, evaluation, learning, and adaptive design;
  - b. For local LNGOs/civil society, working together in consortia with an INGO can help advance the



localization agenda with a particular focus on building capacities and enable a more direct transfer of funds to local actors;

- c. From a donor's perspective, this would imply the pooling of selected target areas, specific guidelines and procedures;
  - d. For the UN, this is part of the push for collective outcomes and increased joint programming.
7. Strengthening national coordination and the specific roles of national ministries to support the sub-national integrated programs. This requires:
- a. Coherence, close coordination, and collaboration among UN and other multi-lateral agencies;
  - b. Increased transparency in planning, allowing for the participation of LNGOs and refugee-led NGOs to enhance collaboration and increase their effectiveness and agency. Steering committees for coordination and implementation should include LNGOs, INGOs, host government and UN agencies;
  - c. Strengthening the vertical links between national ministries and sub-national entities.
8. Adopting a clear results framework at the outcome level for each country by strengthening monitoring, evaluation, and learning capacity. The results framework at the country level should also feed into the overall 3RP Results Framework;
9. Identifying a core set of resilience capacities and their measurement indicators to encourage convergence in terms of definitions, objectives, measurement and reporting. This is closely related to the adoption of a common overall results framework harmonized with country frameworks;
10. Holding regular learning events at the national level and in the region to exchange lessons learned about strengthening resilience capacities, adjusting frameworks and strategies accordingly. This exchange of experiences and information is much more effective in supporting collective impact, ensuring rapid adoption and scaling-up successful strategies than conferences or publications. It is an integral part of collective adaptive management and should happen at least semi-annually and be tied to the assessment of progress and the revision and refinement of plans.

# CONCLUSION

It is clear from the above trends that development, humanitarian thinking, resilience, global and regional strategies and interventions on the ground are all progressively converging towards a paradigm shift in how we respond to a protracted crisis and how the crisis is viewed in the context of long-term development.

The evidence presented in this paper reaffirms some important features of resilience-building in the context of a protracted crisis. It has been shown that strong resilience-building initiatives have the following characteristics:

1. They have a clear and explicit focus on building resilience capacities at the individual, community or institutional levels, often combining all three in multidimensional interventions;
2. They have a clearly articulated ToC on how to strengthen these capacities and how this reinforces resilience;
3. They make use of and strengthen local and national capacities and systems;
4. They offer a “package” of complementary interventions, often requiring a partnership or consortium of agencies to deliver it;
5. They are large scale and cost-effective with the potential to be replicated at the national level;
6. They are aligned with the transformative entry points of the underlying system and contribute to the SDGs;
7. They have a strong learning process with systematic data collection and analysis of evidence;
8. They incorporate adaptive design and management processes, which are supported by flexible multi-year funding.

Throughout this report, it has also been argued that developing a coherent measurement framework is vital for strengthening resilience. This is increasingly being recognized, with new frameworks and measures emerging at the individual, household, community, and institutional levels. These frameworks are, however, still operating largely independently, without the benefit of cross-fertilization. As a result, they need to be brought together into an overall, common, and coherent framework.

Furthermore, this report has demonstrated that resilience interventions must adopt a changed mindset. As protracted displacement is becoming the norm, it is apparent that approaches of both humanitarian and development programs must be integrated to build the resilience of both displaced and impacted communities. This requires embracing a new kind of close collaboration and coordination among various actors. It also requires making changes in operating procedures, local flexibility (away from rigid top-down headquarters procedures and inter-agency competition), and the systematic building of trust at the global levels of operation.

Finally, it has been demonstrated that the transformational dividend of resilience-building interventions must be intentionally derived. It is becoming clear that the prolonged nature of the crisis sets in motion new dynamics that can change the adaptive and transformative capacities of refugees, host communities, and host countries. Particularly, the transformative capacities cannot be developed in a vacuum, but they must be intentionally “wrapped” around concrete actions. This requires a new kind of awareness, sensitivity, and skill from interveners and the willingness to make the extra effort required to derive this “transformational” dividend.



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## APPENDIX A

### LIST OF INTERVIEWS

Minako Manome  
*UNDP Syria*

Francesco Baldo  
*UNDP Syria*

Leontine Specker  
*UNDP Turkey*

Sara Ferrer Olivella  
*UNDP Jordan*

Francisco Santos-Jara Padron  
*UNDP Jordan*

Marco Stella  
*UNDP Jordan and JRPSC*

Chiara Capozio  
*UNRWA*

Bastien Revel  
*UNDP Lebanon*

Margunn Indreboe Alshaikh  
*UNDP Lebanon*

Silja Rezk  
*UNHCR Egypt*

Syria Task Force  
*Turkey*

Marion Mouton  
*ACTED Jordan*

Omar el Hattab  
*UNICEF MENA*

Craig von Hagen  
*iMMAP*

Emmeline Saint  
*iMMAP*

Victor Kimathi  
*iMMAP*

Priscilla Yoon  
*WAR Child Jordan*

Emily Lewis  
*DRC (LEADERS)*

Haitham Al Zuraiqi  
*Habitat for Humanity Jordan*

Genevieve Begkoyian  
*UNICEF Lebanon*

Ettie Higgins  
*UNICEF JORDAN*

Adele Bigot  
*ACTED - Syria*

Veera Mendonca  
*UNICEF MENA*

Eman Ismail  
*CARE Jordan*

Daniel Delati  
*CARE Lebanon*

Brenda Haiplik  
*UNICEF Turkey*

Chirstel Bultman  
*(CARE) Syria Resilience Consortium*

Jacqueline Degroot  
*WFP*

George Antoun  
*Mercy Corps Lebanon*

Arif Mert Ozturk  
*UNDP Turkey*

Alper Dogan  
*UNDP Turkey*

Sertac Turhal  
*UNDP Turkey*

Clare Askew  
*UNHCR*

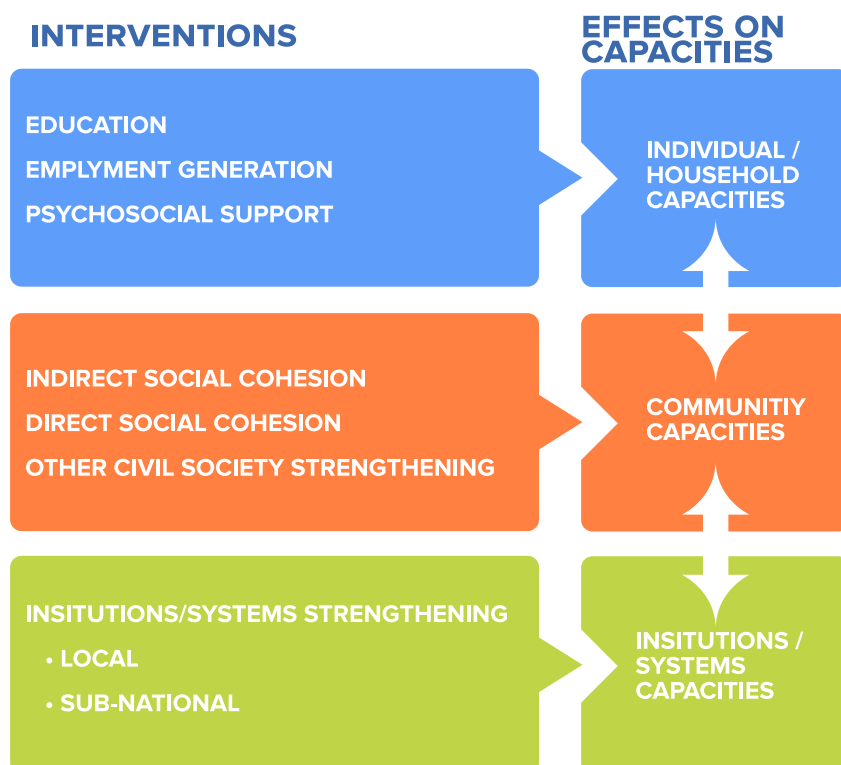
Sawsan Samara  
*Malala Fund*

Richard Trenchard  
*FAO RNE*

## APPENDIX B

### CONNECTING INITIATIVES TO RESILIENCE CAPACITIES

*The three diagrams in this Appendix detail the symbolic diagram below*





## DEVELOPING INDIVIDUAL / HOUSEHOLD RESILIENCE CAPACITIES

TYPES OF RESILIENCE BUILDING INTERVENTIONS	EFFECTS ON RESILIENCE CAPACITIES
<p><b>EDUCATION:</b> academic education, life skills, vocational training, value education for service to the community, curriculum development, teacher training, school rehabilitation, school supplies, materials and equipment, supportive policy environment</p>	<ul style="list-style-type: none"> <li>• Life Skills</li> <li>• Savings</li> <li>• Social Capital (bonding, bridging and linking)</li> <li>• Physical Assets</li> <li>• Insurance</li> <li>• Opportunities to serve</li> <li>• Connection to early warning</li> <li>• Risk awareness and assessment</li> <li>• Capacities to engage in dialogue and reflection, analyze information and separate facts from propaganda</li> <li>• Self-perception / perception of self-worth</li> </ul>
<p><b>EMPLOYMENT GENERATION:</b> market analysis, vocational and life skills curriculum market analysis, vocational and life skills curriculum development, entrepreneurship development, job placement, value chain development, expansion of markets, promotion of innovative technologies, green business, alternative energy solutions, provision of accessible finance and business development services, development of LED agencies and plans, stimulation of private sector investment, supportive policy environment, connection to early warning systems</p>	<ul style="list-style-type: none"> <li>• Technical and business skills</li> <li>• Access to information and resources</li> <li>• Capacity to innovate, identify alternatives (open possibility space)</li> <li>• Access to technology (innovative, green)</li> <li>• Access to Credit</li> <li>• Confidence / Risk tolerance</li> <li>• Capacity to learn and modify action</li> </ul>
<p><b>PSYCHOSOCIAL SUPPORT:</b> providing safe spaces for interaction and building social capital, engaging participants in dialogue and reflection, clarifying values, analyzing information and separating facts from propaganda, removing prejudices, learning to listen to others, learning to articulate thoughts clearly and contributing to a consultation being of service to others; Opportunities for service; Culturally and age appropriate, safe and stimulating activities (e.g. sports and games) t, dissemination of key messages on how to cope with emergency situations through the media, religious organizations, existing community structures and youth groups, specialized referral services for children with behavioral issues.</p>	<ul style="list-style-type: none"> <li>• Attitude towards work</li> <li>• Environmental consciousness</li> <li>• Acceptance of others / lack of prejudice</li> <li>• Capacity to remove prejudices, listen to others, articulate thoughts clearly and contribute to a consultation</li> <li>• Self-assessment and value clarification</li> <li>• Commitment to justice and equity, gender equality, inclusion</li> <li>• Commitment to the common good and service to others</li> <li>• Willingness to change</li> <li>• Commitment to social change</li> <li>• Developing coping mechanisms</li> </ul>

## DEVELOPING COMMUNITY RESILIENCE CAPACITIES

TYPES OF RESILIENCE BUILDING INTERVENTIONS	EFFECTS ON RESILIENCE CAPACITIES
<b>INDIRECT SOCIAL COHESION INTERVENTIONS</b> <ul style="list-style-type: none"> <li>• Selecting and training community action groups with social cohesion in mind (providing them with consultation and peace building skills);</li> <li>• Supporting municipalities to engage with citizens, win their trust and support, elicit its genuine participation, maintain its unity and guide and coordinate its action;</li> <li>• Avoiding the risk of conflict within divided communities by ensuring that the selection criteria for beneficiaries are well understood and largely diffused and that the selection process is transparent and includes community leaders at every stage;</li> <li>• Strengthening local, sub-national and national civil society;</li> <li>• Developing corporate social responsibility.</li> </ul>	<ul style="list-style-type: none"> <li>• Strength and diversity of local and national civil society and business</li> <li>• Emergency response structures and processes</li> <li>• Peace and conflict management structures and processes</li> <li>• Community storehouses</li> <li>• Infrastructure</li> <li>• Corporate social responsibility</li> </ul>
<b>DIRECT SOCIAL COHESION INTERVENTIONS</b> <ul style="list-style-type: none"> <li>• understanding the pre-existing and crisis-induced social dynamics, risks and their root causes;</li> <li>• using conflict management methods to mitigate potential conflict;</li> <li>• creating spaces for dialogue and interaction among various community groups, between these groups and local authorities, and between local and higher authorities and agencies;</li> <li>• building trust and ensuring accurate flows of information;</li> <li>• supporting security and conflict and dispute resolution mechanisms.</li> </ul>	<ul style="list-style-type: none"> <li>• Willingness to find new ways of working together</li> <li>• New approaches to collective decision-making</li> <li>• Regular evaluation / reflection</li> <li>• Data collection and use</li> </ul>
<b>OTHER INTERVENTIONS</b> <ul style="list-style-type: none"> <li>• Developing community emergency response structures and mechanisms (civil society);</li> <li>• Strengthening NGO networks;</li> <li>• Developing community leadership (participatory, facilitative styles);</li> </ul>	<ul style="list-style-type: none"> <li>• Unity and capacity to work together</li> <li>• Leadership</li> <li>• Voice and Participation of community groups in governance processes</li> </ul>

## DEVELOPING INSTITUTIONAL RESILIENCE CAPACITIES

TYPES OF RESILIENCE BUILDING INTERVENTIONS	EFFECTS ON RESILIENCE CAPACITIES
<p><b>LOCAL LEVEL</b></p> <ul style="list-style-type: none"> <li>Supporting municipalities with TA, soft skills, equipment and resources, the physical capacity to act;</li> <li>Empowering municipalities to connect to all community groups and adopt mechanisms of consultation, communication and transparent resource allocation;</li> <li>Strengthening local organizations and the partnerships between local government and local organizations;</li> <li>Developing a network of strong and connected local responders capable of handling current and future crises.</li> </ul>	<p>Capacities to:</p> <ul style="list-style-type: none"> <li>identify and analyze risks;</li> <li>anticipate and respond to emergencies;</li> <li>quickly re-establish quality services following shocks;</li> <li>strengthen social protection and social safety nets;</li> <li>identify needs and develop and implement local and national development plans that address these needs;</li> <li>integrate and coordinate response plans.</li> <li>institutional structure, policies, procedures and budget line items to deal with shocks and stresses</li> <li>Redundancy in systems</li> </ul>
<p><b>SUB-NATIONAL LEVEL</b></p> <ul style="list-style-type: none"> <li>Strengthening RTOs, sub-national coordinating structures;</li> <li>establishing or consolidating of LED committees or agencies;</li> <li>Supporting the development of sub-national education, health and social service delivery;</li> <li>Strengthening sub-national government;</li> <li>Supporting the allocation of resources within regions;</li> <li>Supporting linkages to national level.</li> </ul>	<p>Capacities to:</p> <ul style="list-style-type: none"> <li>Embrace uncertainty;</li> <li>Monitor trends;</li> <li>Manage change;</li> <li>Adaptive management;</li> <li>Adopt non-linear thinking;</li> <li>Devise alternatives;</li> <li>Foster innovation;</li> <li>Identify opportunities;</li> <li>Embrace complexity.</li> </ul>
<p><b>NATIONAL LEVEL</b></p> <ul style="list-style-type: none"> <li>Supporting national policy making and systems;</li> <li>Supporting emergency response systems;</li> <li>Supporting the coordination of response plans;</li> <li>Supporting national dialogue on key issues;</li> <li>Supporting connections with sub-national levels;</li> <li>Supporting governance transformative changes and decentralization;</li> <li>Supporting adaptive learning systems and processes.</li> </ul>	<p>Changed governance behaviours:</p> <p><b>LOCAL</b></p> <ul style="list-style-type: none"> <li>relationship between communities and their local representatives</li> <li>the capacities to: <ul style="list-style-type: none"> <li>win the trust of community members;</li> <li>elicit their genuine participation;</li> <li>create and maintain unity in the face of various threats.</li> </ul> </li> </ul> <p><b>SUB-NATIONAL: Capacity to:</b></p> <p>The capacities to:</p> <ul style="list-style-type: none"> <li>coordinate local action within geographical areas;</li> <li>ensure equitable allocation of resources;</li> <li>deal collectively with issues of common concern;</li> <li>connect local and national levels effectively.</li> </ul> <p><b>NATIONAL:</b></p> <ul style="list-style-type: none"> <li>Strengthened connections between national and sub-national levels;</li> <li>Decentralized decision-making and resources;</li> <li>A healthy and open national dialogue on key issues;</li> <li>Evidence-based policy making;</li> <li>Integrity and transparency;</li> <li>Concern for justice and equity;</li> <li>The fostering of a vibrant civil society.</li> </ul>

# ENDNOTES

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- 2 UNDP 2016
- 3 <http://www.arabstates.undp.org/content/rbas/en/home/presscenter/events/2016/october-/25-27-october--resilience-building-week.html>
- 4 See [https://www.google.com/url?client=internal-element-cse&cx=016364595556873131513:lg-p43v3tam&q=https://www.arabstates.undp.org/content/dam/rbas/doc/SyriaResponse/Helsinki%2520Conference%2520Report\\_Final.pdf&sa=U&ved=2ahUKEwjuOpHn-c\\_tAhWjoVwKHd1LAMoQFjACegQIBxAC&usg=AOvVaw1jLM1BL23QikvdvwBFRrtjm](https://www.google.com/url?client=internal-element-cse&cx=016364595556873131513:lg-p43v3tam&q=https://www.arabstates.undp.org/content/dam/rbas/doc/SyriaResponse/Helsinki%2520Conference%2520Report_Final.pdf&sa=U&ved=2ahUKEwjuOpHn-c_tAhWjoVwKHd1LAMoQFjACegQIBxAC&usg=AOvVaw1jLM1BL23QikvdvwBFRrtjm)
- 5 The original lens included 3 pillars. It was modified in 2017 to include 4 dimensions to heighten the focus on localization
- 6 <https://www.consilium.europa.eu/en/meetings/international-ministerial-meetings/2020/06/30/>
- 7 See <https://socialprotection.org/system/files/OUTCOME%20DOCUMENT%20.pdf>
- 8 <https://www.unhcr.org/comprehensive-refugee-response-framework-crrf.html>
- 9 See ECOTRUST 2012 and HAASS 2017
- 10 See <https://www.unsceb.org/CEBPublicFiles/RnR.pdf> [UNCEB 2018] and <https://www.unsceb.org/content/risk-and-resilience>
- 11 See <http://undocs.org/DP/2017/38> and <https://undp.github.io/newundp/>
- 12 See [https://www.unicef.org/media/48126/file/UNICEF\\_Strategic\\_Plan\\_2018-2021-ENG.pdf](https://www.unicef.org/media/48126/file/UNICEF_Strategic_Plan_2018-2021-ENG.pdf)
- 13 UNWOMEN Strategic Plan 2018-2021, <http://www.unwomen.org/en/executive-board/documents/strategic-plan-2018-2021>
- 14 UNDP RBAS 2018
- 15 [http://www3.weforum.org/docs/WEF\\_GGGR\\_2020.pdf](http://www3.weforum.org/docs/WEF_GGGR_2020.pdf)
- 16 <https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&ved=2ahUKEwiCpLHW9DtAhXJA2MBHaPxAXQQFjABegQIARAC&url=https%3A%2F%2Fdata2.unhcr.org%2Fen%2Fdocuments%2Fdownload%2F61312&usg=AOvVaw0u1husaGGBV4u2fiVAKJMx>
- 17 See Kumar et al 2018
- 18 Adolescents refers to the 10-19 age group; youth refers to the 15-24 age group. The term 'young people' used elsewhere in this brief refers to both groups.
- 19 <https://www.undp.org/content/undp/en/home/presscenter/pressreleases/2016/11/29/arab-human-development-report-2016-enabling-youth-to-shape-their-own-future-key-to-progress-on-development-and-stability-in-arab-region-.html>
- 20 <https://essay2017site.wordpress.com/>
- 21 Arab Youth Survey, <http://www.arabyouthsurvey.com/>
- 22 Participatory Action Research with Young People in the MENA Region by Adolescent and Youth Researchers, Aoun, JOHUD, Masar, UNICEF, UNFPA and UNESCO. November 2017.
- 23 Ibid.
- 24 Adolescents and Youth Participation and Civic Engagement in the MENA Region by UNICEF (Adolescent Section, MENA Regional Office, AUB and GAGE)
- 25 RJS 2017 [https://reliefweb.int/sites/reliefweb.int/files/resources/Compendium-IL\\_-on-good-and-innovative-practices.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/Compendium-IL_-on-good-and-innovative-practices.pdf)
- 26 WAR CHILD 2017]
- 27 See UNRWA 2017]
- 28 UNRWA re-integrated 344 Palestine Refugee students from Syria into UNRWA schools in Gaza because of families seeking refugee there.
- 29 See <https://www.malala.org/programmes/syrian-refugees> and MALALA 2017
- 30 See summary of results in [WAR CHILD 2017]
- 31 See <http://innovation.wfp.org/project/tech-food>
- 32 See <https://innovation.wfp.org/project/dalili>
- 33 See UNDP ILO WFP 2017]
- 34 See RCA 2018
- 35 UNDP et al 2017
- 36 See, for example, UNICEF 2017b
- 37 See <http://www1.wfp.org/school-meals>
- 38 See <http://www1.wfp.org/countries/lebanon>
- 39 3RP 2015
- 40 See 3RP Annual Report 2019 and 3RP 2020-2021
- 41 See <https://www.habitat.org/where-we-build/jordan>
- 42 See, for example, BENE 2012 and CONSTAS 2014
- 43 UNDP 2016
- 44 See UNDP JO 2017 Livelihoods Sector
- 45 See <https://innovation.wfp.org/project/empact>
- 46 See <https://insight.wfp.org/filling-bellies-feeding-minds-improving-nutrition-through-school-meals-28d189b33a75>
- 47 See FAO 2018
- 48 See MC 2016a
- 49 CARE JO 2017

- 50 See LEADERS 2016
- 51 See BARNES et al 2017 2017 and MARKELOVA et al 2012
- 52 See <http://www.jrp.gov.jo/>
- 53 RABIUL ISLAM et al 2017
- 54 ADAMS et al 2016
- 55 AIDF 2015
- 56 See The Sendai Framework for Disaster Risk Reduction and the Compact on Young People in Humanitarian Action, UNISDR 2017, and ECOSOC 2018
- 57 See <https://data2.unhcr.org/en/documents/details/49806>
- 58 3RP 2017a
- 59 See, for example, UNICEF 2017a and UNICEF 2018
- 60 See <https://www.mercycorps.org/research-resources/advancing-adolescence> and [MC 2014], [MC 2016a]
- 61 See, for example, <https://www.nolostgeneration.org/page/tech-food-projects-link-talented-youth-bright-future>
- 62 Adapted from Bahadur 2010
- 63 See <https://www.essncard.com/>
- 64 See [www.lb.undp.org/content/dam/lebanon/docs/CrisisPreventionRecovery/Publications/00097147-DRM-FactSheet.pdf?download](http://www.lb.undp.org/content/dam/lebanon/docs/CrisisPreventionRecovery/Publications/00097147-DRM-FactSheet.pdf?download)
- 65 See <https://reliefweb.int/sites/reliefweb.int/files/resources/WFP-0000023212.pdf>
- 66 See <http://tabshoura.com/>
- 67 The process is described in UNDP LB 2017
- 68 See JRP 2018
- 69 See <http://www.immap.org/>
- 70 See <http://www.unhcr.org/middle-east-and-north-africa-civil-society-network-for-displacement.html>
- 71 See <http://lal.ngo/index.php/event/signature-of-a-partnership-and-accreditation-agreement-between-lal-cerd/>
- 72 See LCRP 2018 and JRP 2018
- 73 See, for example, <https://www.opml.co.uk/projects/shock-responsive-social-protection-systems> for a comprehensive discussion of the topic and additional materials
- 74 <https://reliefweb.int/report/lebanon/lebanon-crisis-response-plan-2017-2020-2020-update>  
<http://www.jrp.gov.jo/Files/JRP%202020-2022%20web.pdf>
- 75 <https://www.arabstates.undp.org/content/rbas/en/home/library/crisis-response0/jobs-make-the-difference.html>
- 76 OPM 2018a
- 77 OPM 2018b
- 78 Ibid
- 79 The contributions of Jon Kurtz from Mercy Corps to this list is gratefully acknowledged
- 80 See <http://www.fsincop.net/topics/resilience-measurement/outputs/en/>
- 81 See <https://www.fsinplatform.org/resilience-measurement>
- 82 STURGESS 2016
- 83 ODI 2016
- 84 ITAD 2017
- 85 MC 2017
- 86 OXFAM 2016
- 87 <https://oxfamlibrary.openrepository.com/bitstream/handle/10546/620498/gd-monitoring-evaluation-learning-resilience-190618-en.pdf?sequence=1&isAllowed=y>
- 88 <https://policy-practice.oxfam.org.uk/publications/finding-ways-together-to-build-resilience-the-vulnerability-and-risk-assessment-593491>
- 89 <https://oxfamlibrary.openrepository.com/bitstream/handle/10546/620498/gd-monitoring-evaluation-learning-resilience-190618-en.pdf?sequence=1&isAllowed=y>
- 90 See Wagnild and Young 1993
- 91 See Smith et al 2008
- 92 See <http://www.fao.org/in-action/kore/good-practices/good-practices-details/en/c/1109544/>
- 93 See [https://www.usaid.gov/sites/default/files/documents/1866/RISE\\_resilience\\_in\\_the\\_sahel\\_enhanced\\_.pdf](https://www.usaid.gov/sites/default/files/documents/1866/RISE_resilience_in_the_sahel_enhanced_.pdf)
- 94 See <https://govdata360.worldbank.org/indicators/h580f9aa5>
- 95 See <https://www.transparency.org/research/cpi/overview>
- 96 UNICEF 2017a
- 97 PANTER-BIRCK et al 2017
- 98 See, for example, MC 2016b
- 99 See SCPR 2017
- 100 See RCA 2018
- 101 See MC 2016c