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Evaluation of UNHCR's Livelihoods Strategies and Approaches

EXECUTIVE SUMMARY
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Conducted by Tango International

TANGO
INTERNATIONAL
TECHNICAL ASSISTANCE TO NGOs

Executive Summary

Background and methods

Purpose. The purpose of this evaluation is to gather strategic and timely evidence on the effectiveness of refugee livelihoods programming from 2014-2018. This evaluation will inform and influence the organizational strategy and practice within UNHCR and external to UNHCR through partners, ultimately, with the aim to improve the economic inclusion of refugees and other people of concern (PoC). The evaluation also serves a dual purpose for learning and accountability within the organization, commissioned by the UNHCR Evaluation Service as a centralized evaluation as per the 2016 Evaluation Policy. To accomplish this objective, Technical Assistance to Non-Governmental Organizations (TANGO) International, selected through a competitive bid, conducted an independent, theory-based evaluation of the global livelihoods portfolio.

The intended users of this evaluation are the UNHCR Senior Executive Team, the Livelihoods and Economic Inclusion Unit, the Division of Resilience and Solutions (DRS), Regional Bureaux, Country Offices (COs), and their partners. The secondary audience includes other humanitarian and development actors working in refugee contexts.

This evaluation is timely given the international discourse around the New York Declaration for Refugees and Migrants and the Global Compact on Refugees (GCR), with the corresponding Comprehensive Refugee Response Framework (CRRF), and the New Way of Working- Humanitarian-Development nexus. The evaluation has corporate significance with UNHCR undertaking organizational change processes such as the multi-year/multi-partner (MYMP) approach and seeking to better position itself as a strategic partner and advocate on refugee livelihoods. It is of particular importance for UNHCR internally with the forthcoming 2019-2023 Global Strategy and the Livelihoods & Economic Inclusion Concept Note, and with changes and shifts underway related to livelihoods. Some of these changes include the DRS established at UNHCR headquarters (HQ), the shift toward an “economic inclusion” and market-based approach in the livelihoods guidance, and review and revision of the standards in place since 2015 through the Minimum Criteria (MC) for Livelihoods Programming. In 2018, the total global livelihoods budget was US\$ 70.7million with programmes in 75 countries. The most common UNHCR livelihood interventions include: vocational training, agricultural interventions, and artisan livelihood opportunities.

The three key evaluation questions (KEQ) include:

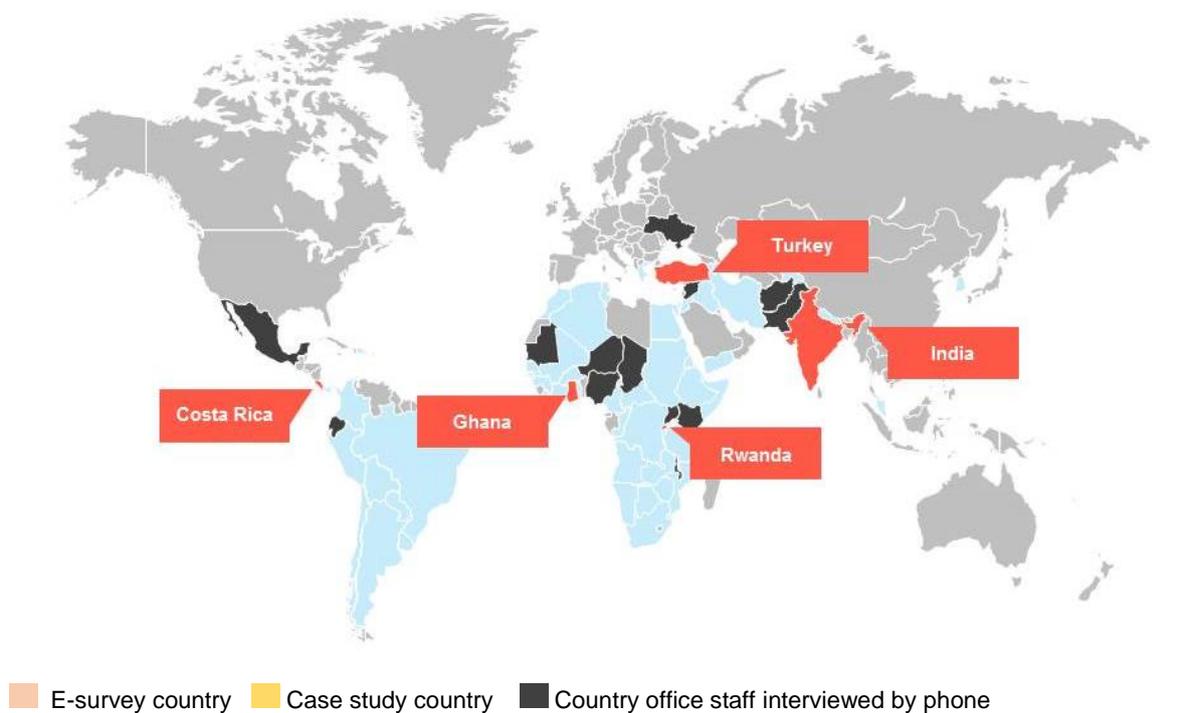
- **KEQ 1:** How effective are UNHCR-funded livelihood interventions in reducing protection risks, strengthening resilience, and improving employment, income and/or savings levels of targeted persons of concern?
- **KEQ 2:** To what extent is there a positive correlation between desired livelihoods programme outcomes and high adherence to UNHCR’s Minimum Criteria for Livelihoods Programming standards?
- **KEQ 3:** What are the different roles UNHCR has played in livelihoods programming? What has worked well in such roles and what are some constraints? What are lessons learned to inform the next iteration of the livelihoods strategy going forward?

Methods. TANGO utilized a mixed-methods approach to integrate primary and secondary data from multiple sources, both internal and external, and across organizational levels. The main methods are comprised of a thorough desk review of secondary data and literature, primary qualitative and quantitative data collection. The secondary data includes over 1,100 background and programme documents received by TANGO. This consists of documents specific to the case study countries as well as background documents to the evaluation, Focus monitoring data, revised livelihood monitoring indicators where available (baseline for 30 countries), and both internal and external data and reports (shared by UNHCR) relevant to the global livelihoods strategy.

The primary qualitative data collection involved field visits to five case study operations as well as phone interviews with livelihood programme staff of 13 additional countries. The case studies were conducted in The Republic of Turkey (henceforth ‘Turkey’), Rwanda, India, Costa Rica, and Ghana, all of which included key informant interviews (KIIs) with UNHCR staff, partners (implementing and operational), government officials at various levels, private sector, and other stakeholders; focus group discussions (FGDs) with livelihood programme beneficiaries; and in-depth interviews (IDIs) with beneficiaries, some of these representing success stories or positive deviants. The primary quantitative data comes from a staff e-survey, representing 74 of the 75 countries across UNHCR’s global livelihoods portfolio. The e-survey also included space for respondents to provide qualitative comments. The figure below summarizes the evaluation methods.

Summary of evaluation methods and global sample

The evaluation covered **74 country offices** via a combination of methods: staff in all 74 completed e-surveys (total 102 respondents), **five** of which were the subject of in-depth **country case studies**; and staff in **13 country offices** were interviewed by phone.



In total, the primary qualitative data collection included: 463 FGDs participants, 63 IDIs with beneficiaries, and KIIs with 281 UNHCR staff and stakeholders.

Map source: Awesome Layouts

Resilience approach

The resilience framework incorporated during the inception phase is used as the lens to describe and explain many of the findings and main conclusions. Resilience aligns with the GCR and is used as the framework for this evaluation because it connects UNHCR’s stated aim of economic inclusion with the agency’s two-pronged mandate of protection and finding permanent solutions.

UNHCR DEFINES RESILIENCE AS: THE ABILITY OF INDIVIDUALS, HOUSEHOLDS, COMMUNITIES, NATIONAL INSTITUTIONS AND SYSTEMS TO PREVENT, ABSORB AND RECOVER FROM SHOCKS, WHILE CONTINUING TO

FUNCTION AND ADAPT IN A WAY THAT SUPPORTS LONG-TERM PROSPECTS FOR SUSTAINABLE DEVELOPMENT, PEACE AND SECURITY, AND THE ATTAINMENT OF HUMAN RIGHTS.

Strengthening resilience means building resilience capacities at household, community, and systems levels. Resilience capacities are the potential for proactive actions to be taken or systems to be in place so that households and communities can deal with shocks or stresses. Resilience capacities and the responses that support resilience are contextual. TANGO has worked with international development partners to identify and measure three types of resilience capacities: absorptive capacity, adaptive capacity, and transformative capacity, along with corresponding components or capacity indicators (shown in the chart below).

- **Absorptive Capacity** is the ability of households and communities to minimize exposure to shocks if possible and to recover quickly after exposure.
- **Adaptive Capacity** is the ability of households and communities to make pro-active and informed choices about their lives and their diversified livelihood strategies based on changing conditions.
- **Transformative Capacity** is the system-level changes that ensure sustained resilience, including formal safety nets, access to markets, infrastructure, and basic services.

Absorptive	Adaptive	Transformative
Bonding social capital	Bridging and linking social capital	Bridging social capital
Informal safety nets	Human capital	Linking social capital
Shock preparedness & mitigation	Access to financial services	Formal safety nets
Hazard insurance (where applicable)	Livelihood diversity	Access to markets
Household savings	Exposure to information	Access to infrastructure
Asset ownership	Asset ownership	Access to basic services
Conflict mitigation	Aspirations & confidence to adapt	Communal natural resources

Findings and conclusions

EFFECTIVENESS (KEQ 1)

KEY FINDINGS:

Effectiveness and impact. The revised livelihood monitoring indicators (results from 15 countries) combined with e-survey results and KII on the topic of impact show beneficiaries experienced at least moderate increases in income, savings, and access to employment and business opportunities. The impact results apply to a small number of PoC in each programme. For the impact areas of access to loans from a financial institution and access to formal and long-term employment, the results are variable.



Across data sources, the livelihood programmes are shown to positively contribute to household well-being and protection outcomes: e.g., food security, education of children, safety, reduced sexual and gender-based violence (SGBV), and empowerment. Additional impacts noted by e-survey respondents include the strengthening of soft skills, life skills, and overall empowerment, allowing households to be able to make improved decisions about their future.

The e-survey provided anecdotes describing the impacts observed by staff, a few examples include:

- **Savings groups provide finance and social protection in Tanzania:** “Organizing saving groups has been effective in providing not only economic benefit through access to informal finance but also social protection among refugees. Vocational training and agricultural projects that include both refugees and the host communities have promoted peaceful coexistence.”
- **Self-reliance in agricultural livelihoods in Angola:** “Despite limited funds, the Angola operation has encouraged and supported refugees with self-reliance activities... Some farmers are able to earn incomes from the sale of vegetables grown from their farms while others are engaged in trading, thus increasing incomes and nutrition at the household level.”
- **Advocacy enables equal access to financial services in Paraguay:** “Thanks to advocacy by UNHCR, PoC with an entrepreneurial profile can now access business training courses and technical guidance by Fundación Paraguaya at no cost. Recognized refugees may also access micro-credit under the same criteria as nationals.”

All case studies collected primary qualitative data from beneficiaries and stakeholders, which confirmed the above results that some beneficiaries have indeed increased their income, improved the well-being of their household, and created employment for others, though the measurable economic impacts are small overall. The ET finds one of the best ways to promote protection for refugees is through livelihoods.

Strengthening resilience to shocks. This study has found that PoC face high levels of shocks and stressors, inhibiting their livelihood development and progress toward self-reliance. On average, PoC in urban areas have faced 2.9 different types of shocks or stressors (out of five) in the past five years, and camp-based PoC have faced an average of 3.4 (out of five). The most common types of stressors facing PoC are economic/political shocks and protection shocks. The vast majority of livelihood staff (91 per cent) reported that these shocks and stressors have a significant effect on the

outcomes of their livelihood programming. A resilience approach is important to support PoC to not lose gains made from participating in livelihoods programmes when faced with shocks.

Considering the dynamic contexts and high level of shocks UNHCR is operating in, a resilience strategy helps programmes pivot from humanitarian to development approaches in areas with protracted crises and chronic stressors. For example, UNHCR may support livelihood beneficiaries with cash transfers in the midst of a shock to prevent distress sales of their productive assets until regular livelihood programming can resume. E-survey respondents from South Sudan, Mali, Kenya (urban), The Gambia, Chad, among others, commented on the need for this kind of strategic approach and contingency planning in their complex operating environments.

“Livelihood interventions are therefore being delivered in a fragile and conflict-affected setting that is fluid, unpredictable and complex. This has resulted in integrated programming to address some of the gaps.” ~South Sudan UNHCR staff

Through this evaluation, TANGO has seen evidence of how UNHCR livelihood programming strengthens the resilience capacities of PoC households, communities, and national systems, even if not explicitly stated in programme strategies. Some examples of these resilience capacities provided through UNHCR staff interviews and case studies include:

- **Bonding social capital in India (absorptive):** The programme’s group organization process has increased bonding social capital within refugee communities. As a result of this, refugees feel better able to cope with daily challenges as well as significant household shocks (like sickness or death) by accessing support from friends and neighbours.
- **Bridging social capital in Uganda (adaptive capacity):** Some refugees have increased access to land because they negotiated with host community members with whom they’ve formed relations through livelihoods projects.
- **Building human capital and social networks in southern Mexico (adaptive capacity):** The technical and vocational training has provided asylum-seekers and refugees with skills and social networks through which many have found employment opportunities.
- **Community conflict resolution and social cohesion in Ethiopia (absorptive capacity):** The programme has promoted peaceful co-existence among refugees and host communities through formation of farmer cooperatives that comprises both population groups.
- **Livelihood diversification in Malawi (adaptive capacity):** PoC have diversified their livelihoods activities from proceeds earned from the livelihoods programme. For example, a livestock beneficiary diversified to pig production for commercial purposes.
- **Savings and community credit established in Uganda’s South Sudanese operation (absorptive capacity):** The agricultural and non-agricultural micro-enterprise development programme has supported the creation of village savings and loans associations (VSLAs). These community credit structures have provided starter capital to its members who have now established micro-businesses, and many can meet their basic needs.
- **Access to services and markets in Turkey (transformative capacity):** The programme has worked with the national Vocational Qualifications Authority to ensure PoC have access to the certifications and employment that match their skills and experience.

Internal factors affecting results. The main internal factors hindering efficiency and effectiveness are limited programme budgets and the barriers of the one-year project cycle. The predominant internal factors hindering effectiveness as reported by global livelihood staff are limited budget (62 per cent), barriers related to the one-year budget cycle (41 per cent), and situational analysis not adequately applied to intervention design (19 per cent). The five case studies confirm these results. The programmes inefficiently spend their limited time and resources on repetitive planning and

reporting each year, including for the completion of the MC. The livelihood programmes have little assurance of resources from one year to the next, which limits their ability to do multi-year planning; this causes a sense of frustration among operations staff.

The internal factors enabling programme efficiency and effectiveness are livelihood team capacity, intra-office cooperation, and support by the CO management and CO strategy for innovative shifts in the economic inclusion approach. In Turkey, for example, there is a small yet highly capable livelihoods team; they have built a referral pathway with protection teams in order to promote lasting employment with the most vulnerable PoC. UNHCR Costa Rica adjusted their internal structure to integrate protection and durable solutions into one division with two units, allowing for better coordination and integration between the protection and livelihoods teams. The shift to a strategic livelihoods partner approach in Rwanda has been made possible through management support and a CO-wide strategy that envisions refugees as self-reliant contributors to the development of Rwanda.

Many programmes have adapted their livelihood activities to improve livelihood and protection outcomes, such as clearly linking vocational training to job markets, promoting the integration of refugee and host communities, and making adjustments to financial inclusion activities to achieve positive results. Though, the ET finds cash assistance provided through UNHCR could be better leveraged to intentionally build financial inclusion with PoC. The ET recognizes the cash and livelihoods teams have already started working together on this issue.

“We look at these issues [of providing unconditional cash transfers] in a legal mindset. It takes time to see with an economic and empowering lens. We always think of protection, not marketing and empowering an individual to support themselves individually.” ~Malawi UNHCR Staff

The case studies and staff KII show that programme design based on thorough market analyses and participant and stakeholder experience enhances efficiency and effectiveness. These assessments are promoted through the components of the MC, a structure that all case studies found useful overall (see KEQ 2 key findings, below). **Yet, the ET finds that even with good standards in place, the implementation of the standards and overall quality and effectiveness of the programmes will continue to be comprised under a one-year project cycle.**

External factors affecting results. External factors affecting efficiency and effectiveness are partner capacity (relating also to partner selection, an internal issue) and the legal and economic enabling environments. From KIIs with UNHCR staff, the selection of partners with poor capacity is attributed to rushed selection due to the one-year cycle and the preference for traditional or known partners such as humanitarian NGOs as opposed to those with development expertise. The ET finds CO livelihood teams need guidance to select private sector and development partners and to expand operating partnerships.

PoC mind-set is another factor affecting outcomes. One in five operations report that access to cash interventions or other assistance hinder PoC desire to participate in livelihoods. The ET finds there is a need for UNHCR to assess how dependence on humanitarian assistance (from UNHCR or partners) and its own messaging around vulnerability and durable solutions contribute to PoC willingness to engage in livelihoods.

Strengthening monitoring systems to measure impact and resilience. TANGO acknowledges the ongoing processes and challenges of developing the livelihood programme monitoring system, and UNHCR has made major positive strides in implementing an improved system. The ability to show impact is hindered by the lack of adequate performance and impact measurement systems in place, as well as the lack of systems-level impact indicators. For the Focus Data, consisting largely of output indicators, the ET finds there are significant issues with data quality and data collection inconsistencies. Recognizing these challenges with the Focus Data, it is important that UNHCR began monitoring livelihoods outside of Focus through the revised monitoring indicators. These

indicators provide crucial evidence to the organization on achievements beyond output level indicators. The revised livelihood monitoring system has also improved many of the data quality issues by providing standardized indicator reference sheets and ensuring a cross-sectional sample of 100 across operations. UNHCR has been able to improve its household-level data collection expertise and capacity through partnership with the World Bank Joint Data Centre, and there may be additional opportunities for joint monitoring.

Further, important contributions by UNHCR through its facilitative role with government and private sector are not being captured in reporting that only counts direct beneficiaries. As the livelihoods sector of UNHCR moves more toward operational partners and capacity building and as improved monitoring continues to develop, new outcome and impact indicators are needed to measure systems-level changes.

MINIMUM CRITERIA CONTRIBUTION TO EFFECTIVENESS (KEQ 2)

KEY FINDINGS:

UNHCR first released the Minimum Criteria for Livelihoods Programming in February 2015 to bring greater accountability and quality assurance in livelihoods programming, but has recognized the need to shift and adapt these guidelines since their initiation.

The vast majority of e-survey respondents view every component of the MC as contributing to their desired livelihood and protection outcomes. Many operations appreciated the structure provided by the MC, which improved the design, efficiency, and quality of activities. Market and value chain analyses, livelihoods strategic plans, guidance on livelihoods expertise required for staff, and the targeting components are considered the most helpful. Poor partner capacity (related to UNHCR's partner selection) is the most commonly reported challenge of implementing the MC, as well as insufficient funding such as to cover the costs of conducting ongoing market assessments.

Many operations need technical guidance and support for conducting rigorous assessments, monitoring and impact measurement. Baseline, assessment and monitoring activities were considered useful, where available; though the quality and availability of these monitoring activities are often constrained by partner capacity, resources, and the one-year timing.

"In general, UNHCR is limited in monitoring and evaluation activities, there is a great need to have dedicated staff for this domain." ~Cameroon UNHCR Staff

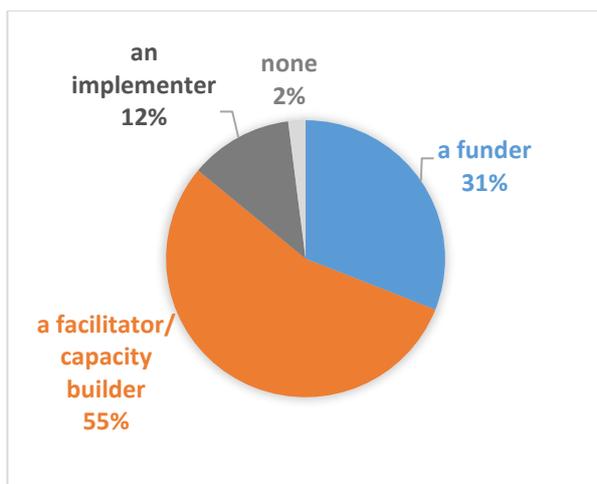
Overall, the ET finds the shift to the Minimum Economic Recovery Standards (MERS) for guidance in cases of future livelihoods programme implementation (direct or funded through partners) to be appropriate.

UNHCR'S ROLE IN LIVELIHOODS (KEQ 3)

KEY FINDINGS:

Most UNHCR livelihood operations acknowledge the important role UNHCR has in coordination with government and development actors, including advocacy for policies at the national level. The evaluation finds there is room for improvement in operations' coordination with financial service providers (FSP).

UNHCR is best positioned in livelihoods as...



Source: Evaluation e-survey, October 2018.

Over half of operations believe UNHCR is best positioned as a facilitator and/or capacity builder in their operational context, partnering and coordinating with other stakeholders to include refugees in their programmes (see figure below). Many operations see this as the long-term vision of UNHCR's role, but there are concerns about how this role would mean less work on the ground.

UNHCR livelihood staff see a clear comparative advantage for their work; UNHCR knows refugees and the legal framework more than any other humanitarian or development actor. Other themes on why UNHCR should be involved in

livelihoods include: UNHCR can drive policy on economic inclusion. UNHCR is positioned to be the bridge of the humanitarian-development nexus for refugee livelihoods. UNHCR should be a lead coordinator/convenor around refugee livelihoods. Finally, UNHCR should continue to do protection work with an economic inclusion lens, though careful not to over-protect, as building livelihoods involves an empowerment mind-set.

“In as much as we fund operations, it’s about time we (UNHCR) moved from active involvement into a facilitation, coordination and advocacy role. We should rather support existing stakeholder systems to better render services to refugees...and for nationals inclusive in a holistic and comprehensive approach.”
 ~Senegal UNHCR staff

Sustainability, scalability, and enabling environments. Two-thirds (67 per cent) of e-survey respondents felt the sustainability of their livelihood programme was unlikely (if UNHCR funding ended). Recognizing this, many operations are shifting to development-oriented and systems-level approaches. Joint programming with United Nations agencies and other development, government, and private sector actors appears to be growing among operations. The ET finds there is opportunity for learning from and expanding these partnerships. UNHCR has an important role to play as a convenor of the livelihoods sector coordination as it relates to refugees. It is critical that UNHCR is at the table in conversations that involve the humanitarian-development nexus and refugee contexts because UNHCR knows refugees. UNHCR should be part of the conversation not only about refugee protection but also about refugee livelihoods and economic inclusion.

The ET's analysis of political and economic 'context typologies' shows the major constraints and fluidity of the operating environments in which UNHCR is implementing the programmes, which relates closely with the resilience and shocks discussions above. In contexts with the 'best' political and economic enabling environments, UNHCR's role is best as facilitator, linking PoC to government and private sector systems. These are contexts with the most potential for going to scale, working on transformative capacities and institutional level change. In contrast, the operations with poor political and economic enabling environments are contexts where UNHCR's focus will be primarily in protection and safety nets, i.e., absorptive capacities. In this context, UNHCR still has a role in building the foundation for self-reliance and development through the provision of basic needs (e.g., education), advocating with government, donors, private sector and development actors to make investments in refugee livelihoods.

Overall assessment

The evaluation shows that UNHCR's Global Strategy for Livelihoods (2014-2018), with its focus on economic inclusion and market-based activities, **has initiated a positive shift within the global portfolio of livelihood interventions**. UNHCR's livelihood programmes have increased partnerships with government and development actors, including other United Nations agencies. The programmes are learning and adapting from the new ways of working with private sector, financial service providers, and various government entities. In many COs, the conceptual linkages have been made that connect the mandates of protection and durable solutions with livelihoods; protection and livelihoods teams are working together to promote livelihoods for vulnerable PoC in many cases.

Yet, there are significant challenges limiting the impact and scale of UNHCR's livelihood programmes. The annual budget cycle, small budgets, and poor partner selection/capacity for many of the operations are key factors affecting the effectiveness, sustainability, and reach of interventions. The political, legal, security, environmental, and economic environments have a substantial effect on the ultimate achievement of refugee economic inclusion. Given that most UNHCR programmes are operating in contexts of protracted displacement, shocks will be a mainstay of the operational context, which is why a resilience framework is key.

TANGO recognizes that a fundamental question for the livelihood strategy moving forward is not only how to do livelihoods, but if UNHCR should do livelihoods. The ET concludes that yes, UNHCR should be involved in livelihoods, but in a strategic role. UNHCR has the comparative advantage of knowing refugees and understanding the legal frameworks that best enable refugee self-reliance. **UNHCR has a key role to play as a facilitator of systems and policies that enable refugee access to economic and financial inclusion, and a key role in continuing to ensure protection throughout the humanitarian-development continuum.** In all, these roles build the foundation of refugee access to basic services and systems on which economic and development activities will depend.

UNHCR must continue in its protection work but with a more intentional livelihoods and resilience lens in building **absorptive** capacity. To build **transformative** capacity, UNHCR should be a key advocate, leader, and coordinator/convener in the refugee livelihoods sector. The evaluation finds that UNHCR is not the best positioned to do the work of building **adaptive** capacity of refugees at the individual or household levels. UNHCR should coordinate with partners operating at scale to fill that role of individual-based livelihood interventions: e.g., vocational trainings, business start-up, financial literacy, language learning, individual work permit applications, etc. UNHCR simply does not have the livelihood budget and expertise to implement these activities at scale; however, UNHCR should be ensuring the protection aspects are included by the partners who take on these activities. UNHCR can build bridges with development organizations and private or financial sector partners, giving them 'access' to refugees and data while continuing with the protection focus. This does not mean UNHCR will never contribute funds to income-generating activities; in some contexts, UNHCR pilots of the Graduation Approach or seed money will be necessary to leverage donor funds or other strategic, large-scale partnerships.

In addition to the evaluation findings on programme effectiveness and impact, this conclusion is based off consistent evidence of how UNHCR staff and partners perceive UNHCR's strategic positioning and capacity in livelihoods. UNHCR's role in building absorptive and transformative capacities of refugees is not only a good fit with the organization's strengths, but also contributes key pieces to the larger 'puzzle' of resilience and durable solutions for refugees. This is a role that should be harnessed by UNHCR as a whole, not just through its livelihoods unit, and it will strengthen its credibility with partners and donors. **From the resilience point of view, UNHCR is a crucial actor in developing the pathway to resilience and lasting solutions for refugees, and in being a bridge in the humanitarian-development nexus for refugees.**

Overview of recommendations

Note: All recommendations are directed to the Livelihoods Unit at HQ with the assumption that the recommendation will be used to inform the revised livelihood strategy in 2019 and its implementation (2019-2023), and that the recommendations will be implemented in coordination with other UNHCR units/sectors as necessary.

- I. **By the end of 2019, UNHCR should define its role in relation to self-reliance and resilience—a coherent and mainstreamed resilience strategy is needed.** The concepts of resilience have not yet been incorporated into strategy and design for most programmes. There are many livelihood programmes already contributing to the resilience capacities, but a coherent and mainstreamed resilience strategy by DRS is needed. TANGO also suggests the term self-reliance is better defined in relation to resilience.
- II. **By the end of 2019, UNHCR should expand MYMP pilots with livelihood plans to key operations across the portfolio, recruit staff with relevant expertise, and increase cross-programme learning exchange.** The Livelihoods Unit at HQ should consider the findings related to 'context typologies' to identify the enabling environments best suited for the MYMP programming (see also Recs V and VI). For those operations that are not selected for the MYMP livelihood plan, the question for them remains on how to best leverage small budgets in the facilitator/capacity builder role. More guidance is needed in the revised strategy on making that transition from funder/implementer to strategic facilitator. Even within the constraints of a one-year cycle, livelihoods teams should be supported to conduct longer-term planning.

The capacities required of livelihood staff will also be different in this facilitator role, necessitating experience in government capacity building, development, and the private sector; guidance on recruiting staff to fill these capacities/skillsets should be provided by HQ. Additionally, the ET finds there is great potential for intra-organizational learning through cross-programme best practice exchanges on various topics related to partnerships with government, private sector, and FSP.

- III. **By the end of 2019, orient protection staff, CBI staff, and CO management to the revised Global Livelihoods Strategy and resilience framework; explore how to better integrate livelihoods within the CO.** There is a need for sensitization and training across the organization on the concepts of refugee economic inclusion and resilience, and how it fits within UNHCR's mandate. The Livelihoods Unit at HQ, in coordination with the directives of senior management and the representative as necessary, should: 1) Work with all sectors/units (protection, CBI, and others) to appropriately disseminate the key concepts and action points of the revised strategy to field offices along with their application across the operation; this also includes providing training on the resilience framework. 2) Explore how the livelihoods teams can be better integrated within the structure of COs using best practices from cases like Costa Rica and others. 3) Provide guidance to CO management on how UNHCR's livelihood approach contributes to the country strategy for self-reliance of PoC. This should ensure continuity in the institutional vision for PoC self-reliance and resilience across country strategies.

- IV. **By the end of 2019, the livelihood sector monitoring system and impact indicators should be revised based on the new strategy.** The evaluation finds the direction UNHCR has been heading with increased performance and impact measurement (through the revised livelihood monitoring system) is a good one. With the revised strategy, the ongoing monitoring activities, Results-based Management System and Results Framework will need to capture systems-level change per UNHCR's facilitative role. This means measuring contribution not attribution, revising impact indicators to reflect country-wide PoC access to services and systems, and measuring UNHCR's advocacy achievements. The individual/household level economic indicators should be representative of the larger PoC population. UNHCR should seek out partners with whom to conduct joint household monitoring. UNHCR can also provide data to development actors or support actors to access data on refugee populations.

V. **By the end of 2019, start planning for the phase out of UNHCR-funded activities focused on small-scale livelihood activities.** The Livelihoods Unit at HQ should support the review of all livelihood activities across the portfolio and work with country livelihood programmes to phase out and/or handover to partners all small-scale and individual-based livelihood interventions (e.g., this includes phasing out non-market oriented vocational training activities, for example, as well as handing over those market-oriented vocational trainings currently supported by UNHCR to an organization or institution able to take the activity to scale). The revised strategy should further outline this phased approach: the ET suggests starting with the operations with the largest budgets and number of PoC that have enabling environments and the possibility of improving operational partnerships. The ET recognizes the sensitivity of this recommendation.

VI. **By the end of 2020, re-orient livelihood programmes to partner at scale and focus on systems change.** In line with the institutional mapping suggested in the recent Livelihoods Global Strategy Concept Note, livelihood programmes should continue to identify key government and development partnerships to pursue, with a focus on those partnerships that create opportunities to reach a larger scale of PoC in the country. Some programmes may need additional guidance on how to work effectively with 'bigger players' drawing on best practices from Turkey, for example. The programmes should also undertake a systems mapping to identify the gaps in systems or policies that are roadblocks to PoC economic inclusion. A joint advocacy strategy to address these gaps should be developed. Finally, the revised strategy should encourage CO management and livelihoods teams to leverage UNHCR's knowledge of refugees to be in the convener role of the livelihoods sector and to be engaged in conversations on the humanitarian-development nexus.

VII. **By the end of 2020, with the support of the representative, develop a plan for incorporating the economic inclusion and resilience concepts into consistent messaging provided to PoC and partners, and into resettlement criteria.** This recommendation is not asking that protection, CBI, or other staff change their core capacities, but that they have an integrated approach to their work. Through Recommendation III, operation staff and management will already be oriented to the concepts of economic inclusion and resilience. Livelihoods teams with the colleagues of their operation must then work together to provide appropriate and consistent messaging to PoC on these concepts, while also working with relevant partners to address issues around aid dependency and eventual graduation from safety nets. This recommendation is intended to help deal with the vulnerabilities and refugee attitudes (especially those pertaining to ideas of resettlement) that have developed in some contexts. In addition, the Livelihoods Unit at HQ should continue to explore with the Division of International Protection (DIP) the pathway of resettlement via labour mobility (i.e. resettlement criteria not only based on vulnerability but also on the potential for skills/labour market inclusion potential).