



Decentralized Evaluation Quality Assurance System (DEQAS)

Terms of Reference EVALUATION of

WFP's Unconditional Resource Transfer Activity

under the National Social Safety Net Programme in Palestine from 2018 to 2019

WFP Palestine Country Office

October 2019

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1. Introduction

- 1. These Terms of Reference (TOR) are for the evaluation of the United Nation's World Food Programme's (WFP) unconditional resource transfer (URT)/Cash Based Transfers (CBTs) to non-refugees, poor and severely food-insecure people under the national social safety net Programme in Palestine. The evaluation is commissioned by WFP's Palestine Country Office (CO) and will cover the period from 2018 until the start of the evaluation phase, expected to take place in April 2020. The final report is expected to be delivered by the Evaluation Team in August 2020.
- 2. This evaluation is an activity evaluation and intends to assess the performance and lessons learned of the unconditional resource transfer in Palestine. Complementing the national social safety net programme in support to poor people, WFP Palestine has been implementing the unconditional resource transfer in the form of CBTs/voucher under the national social safety net since 2012 in the West Bank and since 2016 in the Gaza Strip under PRROs 200037 and 200709 and continued to increase the scale of coverage until the most recently country strategic plan (CSP) Outcome 1, Activity 1, reaching around 160,000 beneficiaries in both the West Bank and the Gaza Strip in 2019.
- 3. This evaluation is expected to generate learning to inform future programming, for the coming years in the framework of WFP's CSP formulation in 2021 and for the national social safety net programme. It presents an opportunity to understand the operational direction in terms of impact of the activity on food security and its contribution to Sustainable Development Goals 1 and 2, as well as to ensure transparency and accountability towards stakeholders.
- 4. The TOR was prepared by the WFP Palestine Country Office based upon an initial document review and consultation with stakeholders. The purpose of the TOR is twofold. Firstly, it provides key information to the evaluation team and helps guide them throughout the evaluation process; and secondly, it provides key information to stakeholders about the proposed evaluation.

2. Reasons for the Evaluation

2.1. Rationale

5. In the context of renewed corporate emphasis on providing evidence and accountability for results, WFP Palestine is committed to increase its evidence building initiatives. The CSP 2018-2022 included two decentralized evaluations to be conducted; the first about impact of cash assistance and the second is about impact of nutrition awareness component, which both fall under the first Strategic outcome and the first CSP activity. The proposed subject of the TOR is about the first CSP activity "unconditional resource transfer". It is important to continue investing in studies and research to underpin programme design and build a solid evidence base. This is suitable to inform planning and programme design for the remainder years of the CSP, for the next CSP after 2022 and for WFP's Strategic direction towards supporting the national Social Safety Net programme.

6. Now that the URT/CBTs has been operational at scale for more than two years, WFP Palestine has prioritized this intervention for an evaluation taking in consideration the current reform of the national social safety net that is expected to be completed by end of 2019, the mid-term review of the national Social Development Sector Strategy (SDSS) that is planned in 2020, the timeframe of the CSP ending in 2022, the end year review of the national SDSS that is expected in 2022 and a Country Portfolio Evaluation that is planned in 2021, all of which will benefit from this decentralized evaluation thus informing WFP's next CSP and its strategic direction in support to the national social safety net programme.

7. The primary utility of this evaluation will be:

- a. Provide information on the impact of WFP's unconditional resource transfer in the form of CBTs on national social safety net beneficiaries, which can inform future programme direction and will serve as a basis for continuation with the component in the same or different manner, specifically discussing transfer value recommendations and targeting decisions;
- b. The evaluation results will also inform on WFP's strategic direction towards the national social safety net programme, by providing recommendations at strategic and implementation levels particularly on linkages between food insecurity and poverty in the Palestine context as well as to the contribution that WFP programme can have on the non-food component of poverty.

2.2. Objectives

- 8. Evaluations in WFP serve the dual and mutually reinforcing objectives of accountability and learning. This evaluation is conducted to feed into the formulation of WFP's CSP in 2021, and therefore geared more towards the learning objective:
 - Learning The evaluation will provide evidence-based findings in terms of performance and impact, to inform operational and strategic decision-making regarding the first activity of the current CSP and derive lessons learned for the upcoming programme cycle formulation. Findings will be actively disseminated, and lessons will be incorporated into relevant lesson sharing systems. The evaluation will provide evidence to inform adjustments to programme design and the strategic direction of the unconditional resource transfer.
 - Accountability The prolonged political context in Palestine and the shift in donors' priorities comes with high internal and external demand for information. Publicly shared and actively involving a wide range of stakeholders including donor countries, the evaluation will report on the performance and the impact of URT/CBT on national social safety net beneficiaries and its complementarity to social transfers and contribution to social protection objectives.

2.3. Stakeholders and Users

- 9. A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and some of these will be asked to play a role in the evaluation process. Table 1 below provides a preliminary stakeholder analysis, which should be deepened by the evaluation team as part of the inception phase.
- 10. Accountability to affected populations (AAP), is tied to WFP's commitments to include beneficiaries as key stakeholders in WFP's work. As such, WFP is committed to ensuring gender equality and women's empowerment (GEEW) in the evaluation process, with participation and consultation in the evaluation by women, men, boys and girls from different groups; i.e. female and male-headed households and People with Disabilities (PwD).

Table 1: Preliminary Stakeholders' analysis

Stakeholders	Interest in the evaluation and likely uses of evaluation report to this stakeholder
	INTERNAL STAKEHOLDERS
Palestine CO	Responsible for the planning and implementation of WP interventions at country office level. WFP Palestine has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries and partners for the performance and results of its programmes. The results will guide the way of activity implementation and improved linkages with the national social safety net programme in the next CSP planned for formulation in 2021.
Regional Bureau Cairo (RBC)	Responsible for oversight of country offices and technical guidance and support, the RBC management and technical units such as CBT, Social Protection and Evaluation have an interest in an independent/impartial account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices. The Regional Evaluation Officer will support the Palestine CO to ensure quality, credible and useful decentralized evaluation. RBC Programme unit will also be engaged as part of cross-regional learning. The evaluation will contribute to regional evidence collection/analysis on CBT managed by RBC evaluation unit.
WFP Headquarter (HQ)	WFP has an interest in the lessons that emerge from evaluations, particularly as they relate to WFP strategies, policies, thematic areas, or delivery modality with wider relevance to WFP programming. The current evaluation will be particularly beneficial for WFP HQ as it will assess the impact of URT/CBT and its contribution to social protection objectives.
Office of Evaluation (OEV)	OEV has a stake in ensuring that decentralized evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various decentralised evaluation stakeholders as identified in the evaluation policy.

WFP Executive Board (EB)	The WFP governing body has an interest in being informed about the effectiveness of WFP programmes. This evaluation will not be presented to the Board, but its findings may feed into thematic and/or regional syntheses and corporate learning processes.
	EXTERNAL STAKEHOLDERS
Beneficiaries	Beneficiaries are one of the primary stakeholders in this evaluation as the results preview the impact of the intervention on their lives. A total of 160,000 beneficiaries have been assisted in 2019 through unconditional resource transfer in the form of e-vouchers. As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.
Government (The Ministry of Social Development)	The Government has a direct interest in knowing how food assistance links to social protection objectives and how it could be better aligned with its priorities and harmonised with the activities implemented under the national social safety net, cohesion between social transfers/food assistance and food security results. Their interest in the evaluation is linked to their role with the social safety net and to what extent the URT/CBTs is appropriate and effective for a more sustainable results towards social protection objectives.
(UNCT) The UNCT's harmonized action should contribute to the realisation government developmental objectives. It has therefore an integer ensuring that WFP programmes are effective in contributing to concerted efforts. Various agencies are also direct partners of policy and activity level. UNICEF and ILO are implementing protection related programmes and have therefore a strong inter-	
Non-governmental organizations (NGOs)	WFP partners have a direct interest in knowing whether the implemented URT/CBTs was appropriate and effective. In particular, understanding about the results and performance of URT/CBTs.
Donors	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes. The European Union (EU) is supporting social protection related programmes and have therefore a strong interest.

11. The primary users of this evaluation will be:

- The WFP Palestine CO will use the evaluation alongside other sources of information to create a solid evidence base for decision-making with regards to e.g. programme design and the new CSP;
- Given the core functions of RBC, it is expected to use the evaluation findings to provide strategic guidance, programme support and oversight to WFP Palestine and other country offices in the region. RBC evaluation will use the learnings from this evaluation to derive and summarize regional learnings in the areas of CBT and Social Protection;
- WFP HQ may use evaluations for wider organizational learning and accountability;
- OEV may use the evaluation findings, as appropriate, to feed into evaluation syntheses as well as for annual reporting to the Executive Board.

12. The secondary users of this evaluation will be:

- The UN Country team, UNICEF and the World Bank as well as other agencies and NGOs involved in social protection.
- Donors such as the EU will be interested in learning from the evaluation findings.

3. Context and subject of the Evaluation

3.1. Context

The context in Palestine has remained largely unchanged in the past couple of years, with the main challenges continuing to emanate from the protracted conflict, economic stagnation, high unemployment, gender inequalities and high rates of poverty and food insecurity. Humanitarian assistance has prevented a deterioration in food security and is a major element in the international and government-led responses. Restricted trade and access to resources in the West Bank and the Gaza Strip, combined with the impact of civil unrest and conflict, particularly in the Gaza Strip, where the blockade is in its thirteenth year, present key challenges to sustainable recovery and to the growth of the Palestinian economy. According to the latest national Socio-Economic and Food Security Survey (SEFSec), more than one in five households were found to be food-insecure in 2018 - 32.7 percent of the total population or 1.7 million people – being severely or moderately foodinsecure. The population in Palestine are categorised as either vulnerable or nonvulnerable; within these groups there are refugees and non-refugees. The United Nations Relief and Works Agency (UNRWA) is mandated to respond to the needs of refugees, with the Palestinian national authority supporting the non-refugee populations. Humanitarian and development actors, including WFP, support the national authority in the provision of assistance to vulnerable segments of the non-refugee population.

- 13. Palestine has a lower-middle-income economy with an average per capita gross domestic product (GDP) of USD 4,484. From 2000-2015, the GDP growth has been volatile and structurally unbalanced in favour of sectors not exposed to foreign competition. During this period total GDP grew on average by over 3 percent, however agriculture, the main sector exposed to foreign competition and a key driver of inclusive growth, contracted.
- 14. Palestine's economy continues to show progress in all Human Development Index (HDI) indicators. Between 2005 and 2015, its HDI value increased from 0.655 to 0.684, an

increase of 4.4 percent, placing it in the medium human development category in the position of 114 out of 188 countries and territories¹. Palestine's life expectancy at birth increased by five years, mean years of schooling increased by 1.3 years and expected years of schooling increased by 3 years. Palestine's gross national income (GNI) per capita increased by 81 percent between 1990 and 2015.

- 15. Gender inequalities play a significant role in the food security and nutrition status of individuals; women are especially affected by food insecurity and poverty. The prevalence of food insecurity among households headed by women is 6.6 percentage points higher than that among households headed by men - 39.1 versus 32.5 percent. Women's economic empowerment is likely to be impeded by lower wages and domestic work. The average family monthly income for food-insecure households headed by women is NIS 1,957 – equivalent to USD 548 – well below the "deep" poverty line of NIS 1,974 or USD 553 per month per family. The average family monthly income for food-insecure households headed by men is NIS 2,024 (USD 567) compared with NIS 5,749 (USD 1,611) for foodsecure households. At 30.6 percent, the poverty rate for individuals in households headed by women is higher than the 29.2 percent for those in households headed by men. From 2011 to 2018, the unemployment rate among households headed by women increased by 23 percentage points from 28 to 51 percent, while the unemployment rate among households headed by men increased by 6 percentage points from 19 to 25 percent. The labour force participation rate for women reached only 20.7 percent in 2018 compared with 71.5 percent for men. The unemployment rate increased significantly during the second guarter of 2018 in the Gaza Strip, reaching 56.8 percent, which is considered one of the highest rates in the region and the highest since the third quarter of 2018.
- 16. The economic and political situation has had a strong impact on women. The illiteracy rate is four times higher among women than among men: in 2018, illiteracy was 1 percent among men compared with 4 percent among women. National performance in reaching targets for women's economic and political participation remains low. Traditional gender roles in the West Bank and the Gaza Strip continue to reinforce the predominance of men in economic activities, while women are generally expected to prioritize domestic responsibilities. Despite the rise in women's participation in the labour force over the past ten years, the rate is still low: 20.7 percent of women were active in the labour force in 2018 compared with 15.2 percent in 2008. Women's participation is concentrated in the informal sector and a narrow range of fields in the formal economy. The Palestinian Authority has shown commitment to advancing gender equality and women's empowerment and adopted the first cross-sector national gender strategy in 2011.
- 17. Regarding food security and livelihoods, severe and moderate food insecurity are higher among households headed by women; women are at higher risk of malnutrition because of their reproductive role; and household resilience is depleted as a result of high unemployment among women, women's limited access to resources and the tendency for women's economic activities such as herding and harvesting to be affected by protection violations.

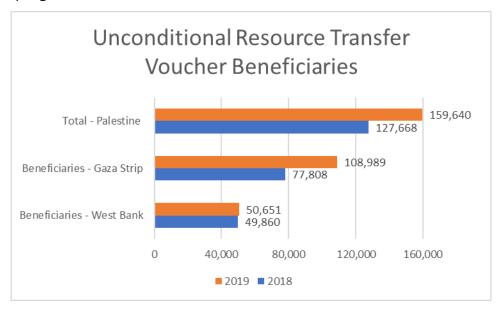
¹United Nations Human Development Indicators. UNDP. Retrieved from http://hdr.undp.org/en/countries/profiles/Palestine

18. Disability is a key vulnerability factor taken into consideration in targeting poor and food insecure households and included in the data collection tool that is used in targeting. Disability of food insecure people is an eligibility factor to receive assistance under the national social safety net programme and for assistance implemented with WFP's cooperating partners (CPs), Global Communities and Oxfam. Operationally WFP considers disability a factor in the selection of distribution points and shops to ensure accessibility.

3.2 Subject of the evaluation

- 19. Transforming Our World: the 2030 Agenda for Sustainable Development sets forth a people-centred global framework for achieving sustainable development and ending poverty, hunger, and inequality. WFP prioritizes two Sustainable Development Goals (SDGs); SDG 2 on achieving zero hunger and SDG 17 on partnering to support implementation of the SDGs while contributing to SDG 1 based on Palestine context and national priorities.
- 20. WFP has been providing unconditional resource transfer through CBTs/voucher to non-refugee Palestinian households in Palestine since 2009, with a gradual increase in the number of beneficiaries towards the shift from in-kind modality to CBTs/voucher. Under the national social safety net, WFP has been providing URT/CBTs/voucher since 2012 in the West Bank and since 2016 in the Gaza Strip with a gradual increase in the number of beneficiaries over the years. Currently the number of beneficiaries reached around 160,000 (32,978 households) out of whom around 51,000 (10,748 households) in the West Bank and around 109,000 (22,230 households) in the Gaza Strip with around 49.7 percent boys and men and 50.3 percent girls and women. Households headed by women comprise around 35 percent. The URT activity implementation under the CSP is expected to continue until the end of the current CSP in 2022.
- 21. Based on a previous evaluation of the voucher programme in the Gaza Strip in 2015 that was conducted by an independent evaluation team commissioned by the United Kingdom Department for International Development (DFID) as a main donor at the time, it clearly highlighted the improvement of food security status among the beneficiary group and that the voucher modality had no significant impact on the level of poverty. The evaluation was related to beneficiaries outside the national social safety net programme, and it only covered the Gaza Strip.
- 22. One of the recommendations of the 2017 Strategic Review of Food and Nutrition Security in Palestine was to gradually transition from in-kind food assistance to CBTs, considering that this shift would be economically empowering to men and women by providing better choices, providing them with autonomy in the decisions on the use of CBTs. To ensure the integrity of transfers to intended beneficiaries, WFP has contracted shops that can offer e-voucher beneficiaries' quality and diverse food at market prices.
- 23. With the objective of enhancing/maintaining the food security of the most vulnerable, poor and food insecure non-refugee households in Palestine, the URT/CBTs/voucher provides unconditional value voucher of US\$ 10.3 per capita per month to be redeemed at WFP participating shops for food items in the five governorates of the Gaza Strip and at four governorates of the West Bank (see Annex 1-URT Map-Beneficiaries per Governorate and location of shops).

24. One of the main beneficiary groups receiving CBTs/voucher is comprised of poor and food insecure people who are registered under the national social safety net programme comprising around 62% of CBT/voucher beneficiaries in the West Bank and Gaza Strip. The below graph shows the number of assisted beneficiaries under the national social safety net programme since the start of the CSP in 2018.



- 25. The logical framework of the CSP of activity 1 is annexed to the TOR with details on results envisioned (see Annex 6 CSP Logframe-Activity 1)
- 26. WFP continued, during the CSP 2018-2022, to work with the Ministry of Social Development in the provision of food assistance, strategic planning and capacity development. WFP provides technical support to the Ministry of Social Development on reform and management of the social safety net and complements the support provided by the government through food assistance for identified families. WFP coordinates with the Ministry of Social Development on overall planning, strategic matters and targeting, and with the Palestinian Central Bureau of Statistics on food security assessments. WFP continues to partner international and local NGOs in food assistance and nutrition awareness areas. WFP continued to coordinate with the food security sector on food security matters and with United Nations agencies on inter-cluster matters, contingency and emergency preparedness.
- 27. In tune with the SDG 1 target of implementing nationally appropriate social protection systems and measures for all people, the Ministry of Social Development's national social safety net programme has been expanding, starting with support to 42,000 poor households in 2004 and increasing to around 110,000 families by 2019. This support is mainly done through the national cash transfer programme in addition to other forms of social transfers. This indicates growing coverage but may also indicate increasing vulnerability. The probability of vulnerable Palestinians falling into poverty is high. The national targeting of social protection has been deemed among the best in the region and its unified beneficiary system is considered a regional best practice.

- 28. WFP's food assistance has been one of the social transfer components to poor and food-insecure non-refugees, thus complementing other social transfers such as the national cash transfer programme that is supported by the World Bank and the EU. WFP has also been working closely with the United Nations Children's Fund (UNICEF), in relation to coordinating and implementing the Social Development sector strategy 2017-2022 in support to the Ministry of Social Development.
- 29. In support to social protection, a joint SDG programme has been designed recently, jointly by WFP, UNICEF and the International Labour Organization (ILO) called "Towards a universal and holistic social protection floor for persons with disabilities (PwD) and older persons in the State of Palestine Joint Programme". This programme is expected to be implemented during the coming two years.
- 30. WFP relies on a set of monitoring instruments to examine the most critical element underlying the effectiveness, accountability and success of WFP's URT/CBTs/voucher on three different layers, at the process, output and outcome levels. Through process monitoring, WFP field monitors assess and report on the operational implementation of WFP's interventions and the risks that might adversely affect the achievement of the planned distributions. Process monitoring is conducted at all contracted retail shops on a regular basis for a representative sample. WFP also conducts post-distribution monitoring (PDM) visits at household level for a representative sample, with a view to monitor the improvement or deterioration in the food security status of assisted people and assess the effectiveness of its interventions. WFP collects qualitative and quantitative data (outcome indicators) on people's diet, food consumption and coping strategies, and measures the satisfaction of families receiving assistance. WFP's household visits and monitoring tools also enable assessing the appropriateness and effectiveness of WFP's response and/or chosen aid modality and inform on appropriate review-strategies for all segments of the populations.
- 31. WFP has a gender-responsive monitoring and evaluation (M&E) plan with a clear emphasis on outcome monitoring that measures the impact of WFP's food assistance on targeted households. Under WFP's regular monitoring, data is collected at household level taking into consideration age and sex of the head of household, household size, number of school age children disaggregated for boys and girls, number of incomes generating adults in the household, persons with disability, status of the household (permanent residents, refugee status). The collection, analysis and use of sex and age-disaggregated data generate an understanding, of the impact of food assistance household categories, understanding whether there are any differences among these categories and causes if any.
- 32. On top of WFP's regular monitoring activities described above, WFP Palestine CO has also been measuring the secondary impact of its CBTs/voucher "Secondary Impact of WFP Palestine Cash-based Transfers -Voucher", capturing the multiplier effect of WFP's voucher modality on the local economy. This monitoring assesses the direct impact of the voucher modality on the beneficiary households, and the trickle-down effects on the economy along the dairy supply chain.

4. Evaluation Approach

4.1. Scope

- 33. The evaluation will focus on WFP's URT/CBTs/voucher to national social safety net beneficiaries in the West Bank and the Gaza Strip, which is the first CSP activity under the first strategic outcome "Non-refugees, poor and severely food- insecure people primarily in the Gaza Strip and Area C of the West Bank have improved dietary diversity by 2022". It intends to assess the performance and derive lessons learned from the unconditional resource transfer in Palestine, in addition to assessing the impact on food security level and will also assess how the URT/CBTs/voucher complements other humanitarian and development actions in place (understanding how CBT/voucher fits into the larger picture-linkages between humanitarian and social protection) and to what extent is WFP's URT/CBT/voucher is contributing not only to food security objectives but also to SDG 1 and to social protection objectives of "poverty reduction". The evaluation will look at the URT/CBTs/voucher implementation cycle under the current CSP PS01, covering 2018-2019. This evaluation will not cover the in-kind food component of the first activity of the CSP, that is implemented outside the umbrella of the national social safety net programme.
- 34. A one-week preliminary evaluability assessment mission was conducted by the Regional Evaluation Officer in September 2019, that was preceded by an introductory meeting with the M&E Officer, Vulnerability Analysis and Mapping (VAM) Officer, Head of Programmes and the Country Director. The missions contributed to the design of the scope, subject of decentralized evaluation and evaluation criteria and questions. During his visit, technical meetings were held with WFP technical staff, partners, and beneficiaries, about the decentralized evaluation in general and about agreeing on the most appropriate methodology based on the review of available data. On the national level, a meeting was held with the Deputy Minister at the Ministry of Social Development and with UNICEF's technical staff.
- 35. The assessment under this decentralized evaluation will be based on the analysis of household survey and focus group discussion for qualitative articulations. Secondary data review will also be necessary as part of the evaluation approach that will be complemented by some primary data collection.

4.2. Evaluation Criteria and Questions

- 36. **Evaluation Criteria.** The evaluation will apply the international evaluation criteria of Relevance, Effectiveness, Impact and sustainability.
- 37. Gender Equality will be mainstreamed throughout the analysis and process. The evaluation will assess the inclusion of gender dimensions in the intervention design and implementation.
- 38. **Evaluation Questions.** Allied to the evaluation criteria, the evaluation will address the following key questions, which will be further developed by the evaluation team during the inception phase. Collectively, the questions aim at highlighting the key lessons and performance of URT/CBTs/voucher, which could inform future strategic and operational decisions.

Table 2: Criteria and evaluation questions

Criteria	Evaluation Questions	
Relevance	 To what extent is the provision of unconditional resource transfer in the form of voucher value to national social safety net beneficiaries relevant to the needs of selected beneficiaries, including men, women, boys, girls, women-headed households, elderly people and people with disability? To what extent is the intervention aligned with the needs of the national SDSS? 	
Effectiveness	 What were the major factors influencing the achievement or non-achievement of the objectives of the intervention? What were the un-intended positive/negative results? To what extent the relevant assistance standards met and/or contributed to minimum needs (food vs non-food) of beneficiaries (men, women, boys, girls, women-headed households, elderly people and people with disability)? 	
Impact	 How much of the improvement of beneficiaries' food security status can be attributed to the intervention? Has the intervention resulted in any unintended impacts, i.e. reduction in poverty gap? What were the gender-specific impacts of the interventions? What is the percent of monthly household expenditure that the CBT transfer covers? 	
Sustainability	 If the intervention should be extended/scaled up/replicated or handed over, what are the suggestions for the programme design changes? What are the potential linkages between the intervention and the national social safety net programme? 	

4.3. Data Availability

- 39. The evaluation team will have access to corporate externally available documents such as the CSP, the Standard Project Report (SPR) and the Annual Country Report (ACR). They will also have access to the report of a previous evaluation of the voucher programme in the Gaza Strip "Improving Food Security for the people of Gaza", that was an independent evaluation commissioned by the DFID in 2015.
- 40. The WFP Palestine CO will also provide the evaluation team with the programme planning documents, the monitoring reports, output level data and the monitoring data sets for process and outcome level data. Disaggregated data on gender and age is captured through monthly CP reports. Outcome monitoring data also includes data on gender indicators under cross-cutting result three "improving gender equality and women's empowerment among WFP assisted population".

- 41. The available data at the Ministry's level (administrative data), information and reports, WFP's first round of monitoring data, household data sets of the secondary impact assessment of voucher of 2018 will serve as baseline data for this decentralized evaluation. The 2018 socio-economic and food security survey will also be shared with the evaluation team. A follow-up survey (primary data collection) under this decentralized evaluation will be conducted during Q1 2020. The data collection tools will be designed during an inception mission by the contracted firm/consultant and in consultation with local specialists including the development of a statistically representative sampling framework.
- 42. Concerning the quality of data and information, the evaluation team should:
 - a. Assess data availability and reliability as part of the inception phase expanding on the information provided in section 4.3. This assessment will inform the data collection.
 - b. Systematically check accuracy, consistency and validity of collected data and information and acknowledge any limitations in drawing conclusions using the data.

4.4. Methodology

- 43. The detailed methodology will be designed by the evaluation team during the inception phase. It should:
 - Employ the relevant evaluation criteria; relevance, effectiveness, impact and sustainability;
 - Develop the theory of change for the Strategic Outcome 1 activities;
 - Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (stakeholder groups, including beneficiaries, etc.) The selection of field visit sites will also need to demonstrate impartiality and be statistically significant in terms of measuring the impact;
 - Using mixed methods (quantitative, qualitative, participatory etc.) to ensure triangulation of information through a variety of means. Quantitative and qualitative data collection will need to be conducted to answer the impact level evaluation questions;
 - Develop an evaluation matrix geared towards addressing the key evaluation questions considering the data availability challenges, the budget and timing constraints;
 - Ensure through the use of mixed methods that women, girls, men and boys from different stakeholder groups participate and that their different voices are heard and used;
 - Consider WFP's approach to protection and Accountability to Affected Population, as, respectively WFP's Policy on Humanitarian Protection and WFP's Strategy on AAP;
 - The methodology should be GEEW-sensitive, indicating what data collection methods are employed to seek information on GEEW issues and to ensure the inclusion of women and marginalised groups. The methodology should ensure that

- data collected is disaggregated by sex and age; an explanation should be provided if this is not possible. Triangulation of data should ensure that diverse perspectives and voices of both males and females are heard and considered.
- Respect the Humanitarian Principles of Humanity, Neutrality, Independence, and Impartiality
- 44. The impact criteria will be relying on quantitative data collection and analysis based on the quasi-experimental method as the CO maintains a database of household expenditure data and other data on food security and poverty indicators from the "Secondary Impact Assessment" exercise of 2018. The comparison will be done through a "before and after" approach with the potential reconstruction of the comparison group according to statistical analysis. The consultant will have, during the inception phase, the responsibility to assess the availability and reliability of the provided household-level data by WFP and the Ministry of Social Development and identify the exact data that needs to be collected to derive the impact analysis. The sampling will take into consideration at least three strata; geographical (West Bank and Gaza Strip), transfer modality and gender.
- 45. The evaluation findings, conclusions and recommendations will reflect gender analysis, and the report should provide lessons/challenges/recommendations for conducting gender-responsive evaluation in the future. The evaluation, through mixed methods, is expected to capture GEEW results interviewing women and men, girls and boys separately, making use of gender-based focus groups or even conducting gender-related case studies as appropriate.
- 46. **Impartiality and independence:** Mechanisms to ensure the independence and impartiality of the decentralized evaluation include outsourcing the evaluation conduct to a third-party actor without connections to the design or implementation of the unconditional resource transfer activity in the West Bank and Gaza Strip with full access to information. As well as the establishment of an Evaluation Committee (EC) and an Evaluation Reference Group (ERG), which will both support a credible, transparent, impartial and quality evaluation process in accordance with WFP Evaluation Policy 2016-2021.
- 47. The following potential risks to the methodology have been identified, which is the evaluability as the current financial shortfall which might suspend CBT distribution during the timeframe of data collection. The risk will be mitigated by employing qualitative/focus-group discussions wherever, after a sampling analysis, the quantitative data would present bias. The sampling analysis should be done by the consultant at the inception phase. The potential suspension might present an opportunity for a qualitative establishment of the comparison group.

4.5. Expected Deliverables:

 Inception Report that includes a theory of change, detailed methodology, sampling framework (statistically significant), data collection tools and a workplan;

- Full analytical report that is expected to include an executive summary, objectives and methodology, presentation of findings with analysis at all levels, including the results of focus group discussion and case studies if any, conclusions and recommendations;
- Infographic Report;
- Summary Report (two pagers and PPT (20 slides deck)).

4.6. Quality Assurance and Quality Assessment

- 48. WFP's Decentralized Evaluation Quality Assurance System (DEQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for Quality Assurance, Templates for evaluation products and Checklists for their review. DEQAS is closely aligned to the WFP's evaluation quality assurance system (EQAS) and is based on the UNEG norms and standards and good practice of the international evaluation community and aims to ensure that the evaluation process and products conform to best practice.
- 49. DEQAS will be systematically applied to this evaluation. The WFP Evaluation Manager will be responsible for ensuring that the evaluation progresses as per the <u>DEQAS Process</u> <u>Guide</u> and for conducting a rigorous quality control of the evaluation products ahead of their finalization.
- 50. WFP has developed a set of <u>Quality Assurance Checklists</u> for its decentralized evaluations. This includes Checklists for feedback on quality for each of the evaluation products. The relevant Checklist will be applied at each stage, to ensure the quality of the evaluation process and outputs.
- 51. To enhance the quality and credibility of this evaluation, an outsourced quality support (QS) service directly managed by WFP's Office of Evaluation in Headquarter provides review of the draft inception and evaluation report (in addition to the same provided on draft TOR), and provide:
 - a. systematic feedback from an evaluation perspective, on the quality of the draft inception and evaluation report;
 - b. recommendations on how to improve the quality of the final inception/evaluation report.
- 52. The evaluation manager will review the feedback and recommendations from QS and share with the team leader, who is expected to use them to finalise the inception/ evaluation report. To ensure transparency and credibility of the process in line with the UNEG norms and standards[1], a rationale should be provided for any recommendations that the team does not take into account when finalising the report.
- 53. Concerning the quality of data and information, the evaluation team should systematically check accuracy, consistency and validity of collected data and information and acknowledge any limitations/caveats in drawing conclusions using the data

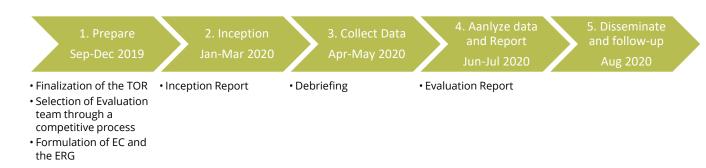
^{[1] &}lt;u>UNEG</u> Norm #7 states "that transparency is an essential element that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability"

- 54. This quality assurance process as outline above does not interfere with the views and independence of the evaluation team, but ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.
- 55. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. The evaluation team should be assured of the accessibility of all relevant documentation within the provisions of the directive on disclosure of information. This is available in <a href="https://www.web.accessibility.org/web.accessibility.
- 56. All final evaluation reports will be subjected to a post hoc quality assessment by an independent entity through a process that is managed by OEV. The overall rating category of the reports will be made public alongside the evaluation reports.

5. Phases and Deliverables

57. The evaluation will proceed through the following phases. The deliverables and deadlines for each phase are as follows:

Figure 1: Summary Process Map



- 58. **Preparatory phase:** The Evaluation Manager is responsible for deliverables in the preparatory phase, which includes finalization of the TOR including external quality assurance mechanisms, ensuring the selection of the evaluation team through competitive process, and contracting of the evaluation company. As well as the formation of the EC and ERG. This phase is expected to be completed by end of December 2019.
- 59. **Inception phase:** The evaluation team is responsible for conducting a comprehensive desk review of available data. The team should timely inform the Evaluation Manager about any identified information gaps to be addressed. Based on the overall assessment, the team should suggest revisions to the TOR if needed and prepare a draft inception report detailing the detailed approach methodology, data collection instruments, teamwork plan and fieldwork schedule for the evaluation.
- 60. **Evaluation Phase:** The evaluation team will conduct field-level data collection, expected to take place during April and May 2020. The team will communicate regularly with the

Evaluation Manager regarding the field workplan including site visits, meetings with internal and external stakeholders, and a debriefing session to present preliminary findings.

- 61. **Data analysis and reporting:** The evaluation team is expected to deliver a final evaluation report in July 2020 based on the draft version feedback received following completion of the quality assurance protocol.
- 62. **Dissemination and follow-up:** For the final dissemination and follow-up phase, the evaluation report will be shared with relevant stakeholders and users of the evaluation. The WFP Commissioning Office management will respond to the evaluation recommendations by providing actions that will be taken to address each recommendation and estimated timelines for taking those actions.
- 63. More detailed description of the evaluation schedule with the sequence of activities and deliverables is presented in Annex 2.

6. Organization of the Evaluation & Ethics

6.1. Evaluation Conduct

- 64. The evaluation team will conduct the evaluation under the direction of its team leader and in close communication with the Evaluation Manager. The team will be hired following agreement with WFP on its composition.
- 65. The evaluation manager and the evaluation team will not have been involved in the design or implementation of the subject of evaluation or have any other conflicts of interest. Further, they will act impartially and respect the <u>code of conduct of the evaluation profession</u>.

6.2. Team composition and competencies

66. The evaluation will be conducted by a local research institute /Consultancy firm that will appoint the evaluation leader and team members. The evaluation leader should have leadership skills, relevant education, solid experience in food security, poverty and social protection. The evaluation team leader must have a knowledge of the operational context and good client engagement skills. The research institute/consultancy firm will also undertake the sampling analysis, conduct the needed primary data collection (including the recruitment of enumerators) and will be responsible for all logistical, administrative and procurement costs. To the extent possible the evaluation will be conducted by a gender-balanced, geographically diverse team with appropriate skills to assess gender dimensions of the subject as specified in the scope, approach and methodology sections of the TOR.

- 67. The team will be multi-disciplinary and is expected to include at least two members in addition to the team leader who together includes an appropriate balance of expertise and practical knowledge in the following areas:
- a. Food security;
- b. poverty and Social Protection;
- c. Strong statistical analysis skills (quantitative and qualitative);
- d. Gender expertise / good knowledge of gender issues;
- e. All team members should have strong analytical and communication skills, impact evaluation experience in Palestine;
- f. Team members and enumerators will have excellent oral and written communication skills in Arabic and English languages.
- 68. On top of the Team leader's leadership skills, he/she will have technical expertise in quasiexperimental evaluation design, sampling calculations, methodology and data collection tools and demonstrated experience in leading similar evaluations in similar contexts. She/he will also have communication skills, including a track record of excellent English writing and presentation skills.
- 69. Her/his primary responsibilities will be: i) defining the evaluation approach, design, sampling type, and methodology; ii) guiding and managing the team including all administrative and procurement aspects; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception report, the end of field work (i.e. exit) debriefing presentation and evaluation report in line with DEQAS.
- 70. The team members will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.
- 71. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct fieldwork; iii) participate in team meetings and meetings with stakeholders and coordinate qualitative data collection; iv) contribute to the drafting and revision of the evaluation products in their technical area(s), v) develop infographic products.

6.3. Security Considerations

- 72. **Security clearance** where required is to be obtained from the UN Department of Safety & Security (UNDSS) Palestine.
 - As an 'independent supplier' of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UNDSS system.

6.4. Ethics

73. WFP's decentralised evaluations must conform to WFP and UNEG ethical standards and norms. The contractors undertaking the evaluations are responsible for safeguarding and

ensuring ethics at all stages of the evaluation cycle (preparation and design, data collection, data analysis, reporting and dissemination). This should include, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities.

74. Contractors are responsible for managing any potential ethical risks and issues and must put in place in consultation with the Evaluation Manager, processes and systems to identify, report and resolve any ethical issues that might arise during the implementation of the evaluation. Ethical approvals and reviews by relevant national and institutional review boards must be sought where required.

7. Roles and Responsibilities of Stakeholders

75. The WFP Palestine Country Office:

- a- The Country Director and Representative of the WFP Palestine Country Office, Stephen Kearney will take responsibility to:
 - Assign an Evaluation Manager for the evaluation.
 - o Compose the internal evaluation committee and the evaluation reference group (see below).
 - o Approve the final TOR, inception and evaluation reports.
 - Ensure the independence and impartiality of the evaluation at all stages, including establishment of an Evaluation Committee and of a Reference Group (see below and <u>TN</u> on Independence and Impartiality).
 - Participate in discussions with the evaluation team on the evaluation design and the evaluation subject, its performance and results with the Evaluation Manager and the evaluation team
 - Organise and participate in two separate debriefings, one internal and one with external stakeholders
 - Oversee dissemination and follow-up processes, including the preparation of a Management Response to the evaluation recommendations
- b- The appointed **Evaluation Manager** (EM) is Arwa Smeir, Monitoring and Evaluation Officer, who will:
 - Manages the evaluation process through all phases including drafting this TOR;
 - o Ensures quality assurance mechanisms are operational;
 - Consolidates and shares comments on draft TOR, inception and evaluation reports with the evaluation team;
 - o Ensures expected use of quality assurance mechanisms (checklists, quality support),
 - Ensures that the team has access to all documentation and information necessary to the evaluation; facilitates the team's contacts with local stakeholders; sets up meetings, field visits; provides logistic support during the fieldwork; and arranges for interpretation, if required;
 - o Organises security briefings for the evaluation team and provides any materials as required.

- 76. An internal **Evaluation Committee** has been formed as part of ensuring the independence and impartiality of the evaluation. The Evaluation Committee will oversee the evaluation process, by making decisions, giving advice to the evaluation manager and clearing evaluation products submitted to the Chair for approval. Annex 3 indicates the list of members of the Evaluation Committee.
- 77. **An Evaluation Reference Group (Annex 4)** has been formed, as appropriate, with representation from WFP internal experts from relevant programmatic and technical units, and external stakeholders, mainly a representative from the Ministry of Social Development, UNICEF and experts in the Evaluation field. The ERG members will review and comment on the draft evaluation products and act as key informants in order to further safeguard against bias and influence.
- 78. **The Regional Bureau Cairo**, mainly through Regional Evaluation Officer Luca Molinas will take responsibility to:
 - Advise the Evaluation Manager and provide support to the evaluation process where appropriate.
 - Participate in discussions with the evaluation team on the evaluation design and on the evaluation subject as required.
 - o Provide comments on the draft TOR, Inception and Evaluation reports
 - Support the Management Response to the evaluation and track the implementation of the recommendations.
 - o Join the evaluation mission if requested by the Country Director
 - o Integrate the findings of this evaluation into the regional CBT learning project

While the Regional Evaluation Officer will perform most of the above responsibilities, other RBC relevant technical staff, mainly CBT and Social Protection will participate in the evaluation reference group and/or comment on evaluation products as appropriate.

79. The **CBT and Programmes units in HQ** will take responsibility to:

- Discuss WFP strategies, policies or systems in their area of responsibility and subject of evaluation.
- Comment on the evaluation TOR, inception and evaluation reports, as required.
- 80. The **Office of Evaluation (OEV).** OEV, through the Regional Evaluation Officer, will advise the Evaluation Manager and provide support to the evaluation process when required. It is responsible for providing access to the outsourced quality support service reviewing draft TOR, inception and evaluation reports from an evaluation perspective. It also ensures a help desk function upon request.

8. Communication and budget

8.1. Communication

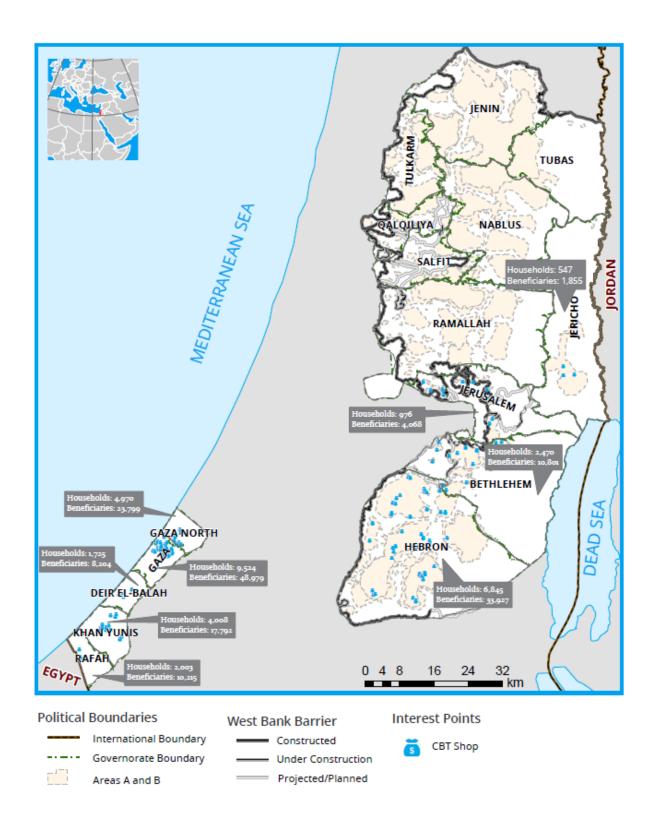
81. To ensure a smooth and efficient process and enhance the learning from this evaluation, the evaluation team should emphasize transparent and open communication with key stakeholders in all phases. The team is encouraged to meet with as many as internal and external stakeholders as needed for the purpose of this evaluation. These will be achieved

- by ensuring a clear agreement on channels and frequency of communication with and between key stakeholders.
- 82. The team leader will regularly communicate with the Evaluation Manager, providing updates on the progress of the evaluation. The TOR and inception report will be shared internally and externally as per the membership of the EC and ERG. The final evaluation report will be made publicly available on WFP's external website along with the management response. Following the approval of the final evaluation report, a stakeholder workshop with WFP partners, donors and the Government, will be organized to present the evaluation findings and recommendations. A communication plan will be developed by the Evaluation team and the Evaluation Manager to share learnings in the most efficient and relevant way.
- 83. The Communication and Learning Plan should include a GEEW responsive dissemination strategy, indicating how findings including GEEW will be disseminated and how stakeholders interested or those affected by GEEW issues will be engaged.

8.2. Budget

- 84. The evaluation will be covered by the WFP Palestine CO and the budget will cover the costs of contracting a local consultancy firm through launching a competitive procurement process to contract the most qualified and experienced research Institute/Consultancy firm. The budget will be determined upon the contracting of the consultancy firm, that will include all costs, i.e. per diem, transportation, the extent of primary data collection etc. The final evaluation budget is expected to be within the range of USD 80,000-90,000.
- 85. The budget covers any costs related to production of communication materials etc. the final report is not foreseen to be translated.

Annex 1: URT Map – Beneficiaries per Governorate and location of shops



Annex 2: Evaluation Schedule

			Phases, Deliverables and Timeline	Key Dates
EM	EC	ET	Phase 1 – Preparation	
			Desk review, draft of TOR and quality assurance (QA) using TOR QC	September, week 4
			EC review and comments	October, week 1
			Revised draft TOR shared with outsourced quality support service (DE QS)	October, week 1
			Review draft TOR based on DE QS feedback	October, week 2
			Circulation of TOR for Review and comments to ERG	October, week 3
			Review draft TOR based on comments received	October, week 4
			Submits the final TOR to the EC for approval	October, week 4
			Sharing Final TOR with key stakeholders	November, week 1
			Sharing the Final TOR /RFP with WFP Non-Food Procurement Unit to initiate the Procurement competitive process and selection of a qualified	November, weeks 1-2-3-4
			Consultancy firm	December weeks 1- 2-3-4
		1	Signing the contract	January 2020
			Phase 2 – Inception	
			Briefing Core team	January, week 3
			Desk Review of key documents by evaluation team	January week 3
			Submission of draft inception report (IR) to EM	February, week 3
			EC review and comments, EM consolidates	February, week 3
			Revise draft IR based on EC first round review	February, week 4
			Sharing of draft IR with DE QS and quality assurance of draft IR by EM using QC	March week 1
			Revise and submit draft IR based on feedback received by DE QS and EM	March, week 2

	EC reviews and approves final draft of IR	March, week 3
		iviai Cii, Week 3
	Sharing of final inception report with key	March, week 4
	stakeholders for information	
	Phase 3 – Data Collection	
	Data Collection (West Bank & Gaza Strip)	April, weeks: 1-2-3-4
		May, weeks 1-2-3-4
	Phase 4 – Analyse data and report	
	Draft evaluation Report (ER) submitted to EM	June, week 1
	EC review and comments, EM consolidates	June, week 2
	Revise draft ER based on EC comments	June, week 3
	Sharing of draft ER with DE QS and quality assurance of	June, week 4
	draft ER by EM using the QC	
	Circulate draft ER for review and comments to ERG and	June, week 4
	RBC	
	Consolidate and share comments with ET	July, week 1
	Revise and submit final draft ER based on stakeholder	July, week 2
	comments received	
	EC reviews and approves final draft of ER	July, Week 2
	Draft summary report submitted to EM	July week 3
	EC review and comments	July week 3
	Revise draft summary report based on EC comments	July week 3
	Sharing of final evaluation report with key	July, week 4
	stakeholders for information	
	Phase 5 – Dissemination and follow up	
	Organize dissemination (internal/external, as applicable)	August, weeks 1-2
	Prepare management response	August, week 3-4
	Share final evaluation report and management	September, week 1
	response with OEV for publication	

Annex 3: Membership of the Evaluation Committee

Role in EC	Name	Title
Chair	Stephen Kearney	Country Director
Secretary	Arwa Smeir	M&E Officer
Member	Hildegard Lingnau	Deputy Country Directot
Member	Samah Helou	Head of Programmes and Gender focal point
Member	Salah Lahham	VAM Officer
Member	Luca Molinas	Regional Evaluation Officer, WFP Regional Bureau Cairo

Annex 4: Membership of the Evaluation Reference Group

Role in ERG	Name	Title
Chair	Stephen Kearney	Country Director
Secretary	Arwa Smeir	M&E Officer
Member	Kenn Crossley	Global Coordinator, Cash Transfers, WFP
Member	Hildegard Lingnau	Deputy Country Director
Member	Samah Helou	Head of Programmes and Gender focal point
Member	Salah Lahham	VAM Officer
Member	Luca Molinas	Regional Evaluation Officer, WFP Regional Bureau Cairo
Member	Jane Waite	Regional Advisor in Social Protection, WFP Regional Bureau Cairo
Member	Naser Qadous	Representative -EvalMENA- Palestine
Member	Ayman Sawalha	Ministry of Social Development
Member	Khaled Barghouti	Ministry of Social Development
Member	Yasser Shalabi	Social Policy Officer, UNICEF
Member	Charles Inwani	Head of CBT, WFP Regional Bureau Cairo

Annex 5: Acronyms

AAP Accountability to affected populations

ACR Annual Country Report

CBTs cash based transfers

CPs cooperating partners

CO country office

CSP country strategic plan

EC evaluation committee

ERG evaluation reference group

GEEW gender equality and women's empowerment

ILO International Labour Organization

M&E monitoring and evaluation

NIS New Israeli Shekel

NGOs Non-governmental organizations

OEV Office of Evaluation

PwD Persons with disabilities

PDM post-distribution monitoring

RBC Regional Bureau Cairo

SDSS Social Development Sector Strategy

SEFsec Socio-Economic and Food Security Survey

SPR Standard Project Report

SDGs Sustainable Development Goals

TOR Terms of Reference

EU The European Union

DFID the United Kingdom Department for International Development

UNRWA United Nations Relief and Works Agency

UNCT UN Country team

Annex 6: CSP Logframe - Activity 1

Strategic Goal 1: Support countries to achieve zero hunger

Strategic Objective 1: End hunger by protecting access to food

Strategic Result 1: Everyone has access to food

National Priorities:

National Policy Agenda: Pillar 3: Sustainable Development, Policy intervention: Ensure food security Social development Sector Strategy: First Strategic Objective: Poverty Reduction

Related National SDG Indicators: Proportion of population under national extreme poverty line Food Insecurity Experience Scale (FIES)

UNDAF priorities: All Palestinians, especially the most vulnerable have greater access to a unified, integrated, and shock-responsive social protection system

Strategic Outcome 1: Non-Refugees, poor and severely food insecure people in Palestine (primarily in the Gaza Strip and Area C of the West Bank) have improved dietary diversity by 2022.

Alignment to outcome category

1.1 Maintained/enhanced individual and household access to adequate food.

Nutrition Sensitive: yes

- Indicators:
- 1.1.1 Food Consumption Score, disaggregated by sex of household head
- 1.1.2 Coping Strategy Index (average)
- 1.1.3 Food Consumption Score Nutrition

Output 1.1: Poor and food insecure non refugees receive diverse and nutritional food in order to improve their dietary diversity.

- Alignment to output category
- A1. Unconditional resources transferred

Output 1.2: Poor and food insecure non refugees receive social behaviour change communication (SBCC) to raise nutritional awareness.

Alignment to output category

E. Advocacy and education provided

Activity 1 Provision of unconditional food assistance (including through CBT and in-kind modalities) and nutrition-sensitive education to poor and food – insecure households

Alignment to activity category

1. Unconditional resource transfers to support access to food

Cross-cutting results

Cross-cutting result 1: Affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences.

Cross-cutting result 2: Affected population are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity.

Cross-cutting result 3: Improved gender equality and women's empowerment among WFP -assisted population.

Cross-cutting result 4: Targeted communities benefit from WFP programmes in a manner that does not harm the environment