

POLICY EVALUATION

WFP's 2008 Cash and Voucher Policy (2008-14):
A Policy Evaluation

Annexes – Volume II

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Prepared by: Brian Majewski, Lois Austin, Carol Ward, Katherine George, Kurt Wilson

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Evaluation Management

Evaluation Managers:	Ross Smith and Pernille Hougesen
Director, Office of Evaluation:	Helen Wedgwood

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Annex 1: Evaluation Terms of Reference

1. Background

1.1 Introduction

1. Policy Evaluations focus on a WFP policy and the operations and activities that are in place to implement it. They evaluate the quality of the policy, its results, and seek to explain why and how these results occurred.
2. The TOR were prepared by the WFP Office of Evaluation (OEV) evaluation manager, Mr. Ross Smith, based on a document review and discussions with key internal stakeholders.
3. The purpose of these TOR is to provide key information to stakeholders about the proposed evaluation, to guide the evaluation team and specify expectations that the evaluation team should fulfill. The TOR are structured as follows: Section 1 provides information on the context; Section 2 presents the rationale, objectives, stakeholders and main users of the evaluation; Section 3 presents an overview of WFP's policy and the operations to implement it, and defines the scope of the evaluation; Section 4 spells out the evaluation questions, approach and methodology; Section 5 indicates how the evaluation will be organized.
4. The annexes provide additional information on background documentation and secondary data that will be a core component of the evaluation. In addition, details on the evaluation timeline and internal reference group are provided.

1.2. Context

5. There is a large recent literature on the role of cash and vouchers as important food security and humanitarian interventions (for overview see Ravallion 2003, Samson, Niekerk et al. 2006, Grosh, del Ninno et al. 2008, Holmes 2009, Jaspars and Maxwell 2009, Harvey and Bailey 2011). This draws partially on the role of cash transfers or vouchers as integral to social protection or safety net systems in national social policies. It also draws on the recognition that market-based interventions can effectively address food access and utilization issues when market systems and structures are functioning. There is a significant body of normative work on the relevance and efficiency of cash and vouchers in addressing food insecurity (see Dreze and Sen 1989, Besley and Kanbur 1990, Barr 1992, Ravallion 1997).
6. WFP has been implementing cash and voucher interventions for over a decade in a variety of contexts and scales. This parallels the growing use of cash and voucher transfers for humanitarian and development purposes across all governments, United Nations agencies, and NGOs. Key drivers of this shift is the recognition that food insecurity can be caused by political and market failures as much as by supply failures and that the choice of food assistance modality is dependent on a variety of market, livelihood, and socio-cultural, economic and political factors in each context (Devereux 2008, Lentz, Barrett et al. 2013, Maxwell, Stobaugh et al. 2013, Maxwell, Parker et al. 2013). WFP's 2008 Cash and Voucher policy (WFP 2008) was formulated as a corporate commitment to these different modalities of food assistance, and was built on a significant body of normative work and international implementation experience (see Gentilini 2007 for an overview).

7. In the period 2006-2008, one-third of the 115 WFP food security and market assessments recommended cash or voucher instruments for food assistance programming. Partially in response to the recognition of the role of and demand for cash or voucher programming, a 2007 WFP Directive (WFP 2007) established interim procedures for developing and approving cash or voucher pilot projects. This interim guidance initiated the increased requirements (beyond in-kind food assistance project design) for assessment and analysis, monitoring and evaluation, and approvals of cash or voucher projects.

8. The 2008 Cash and Voucher policy built upon the institutional and operational framework in the 2007 Directive, providing a formal framework for the use of cash and vouchers in WFP and situating these modalities within the WFP Strategic Plan. The policy outlined a number of broad opportunities, challenges and comparative advantages for WFP's use of cash and vouchers and several programming, capacity building and partnership implications.

9. The WFP 2008-2013 Strategic Plan (WFP 2008) provided the framework for WFP's shift from food aid to food assistance. This included the embrace of the different modalities of food assistance, as well as the need to build upon demand from beneficiaries, ensuring food assistance is appropriate to context. There was also increased recognition of the need for capacity building and partnerships to support coherence in delivery and national government policies and priorities.

10. Cash and vouchers, as modalities of food assistance, contributed in varying degrees to all five Strategic Objectives of the 2008-2013 Strategic Plan. The supporting Strategic Results Framework¹ provided the corporate outcomes, outputs and indicators to which all WFP interventions must align. This results framework also mainstreams the expected outcomes for cash and vouchers, wherein they contribute to the planned results under each of the Strategic Objectives. Thus cash and vouchers are viewed as modalities or inputs within the broader corporate set of outputs, outcomes and objectives formalized by the 2008-2013 Strategic Plan and Results Framework.

11. The 2014-2017 Strategic Plan (WFP 2013) and associated 2014-2017 Strategic Results Framework continues the approach of mainstreaming cash and vouchers as food assistance modalities. These documents provide more specificity on the role of cash and vouchers than the 2008-2013 Strategic Plan, aligning the use of cash and vouchers with two of the three transfer categories: i) general and targeted distributions; and ii) asset and human capital creation.

12. In 2013, a WFP external audit (WFP 2013) on the use of cash and vouchers assessed internal procedures for selection of cash or voucher modalities and the controls in place to ensure management of the interventions. The report notes progress on some aspects of corporate guidance and procedures, while gaps remained in corporate oversight and technical solutions for management of these transfer types. The report makes eleven recommendations, all of which were accepted by WFP management with agreement to take specific actions (WFP 2013).

13. Cash and voucher food assistance modalities are thus well established in WFP, both within its humanitarian and development mandates aligned to international good practices for food assistance and within its policy frameworks guiding its operations.

¹ The Strategic Results Framework (SRF) was revised periodically during the 2008-2013 period.

The 2008 policy provides the basis for this evaluation and the findings and recommendations of the evaluation will be used to update and renew the policy.

2. Reasons for the Evaluation

2.1. Rationale

14. This policy evaluation responds to the mandatory policy evaluation requirements embedded in the WFP Policy Formulation EB.A/2011/5-B document which states that any WFP policy will be evaluated within 4-6 years of its approval. The WFP Executive Board has also expressed a strong interest in this evaluation during the annual evaluation consultations.

15. The Cash and Voucher policy evaluation is a high priority for the Office of Evaluation work plan of 2014, confirmed relevant and appropriately timed. The evaluation will provide evidenced-based information on the quality and implementation status of the 2008 policy and provide inputs to WFP’s planned updates or revisions to the policy.²

2.2. Objectives

16. Evaluations serve the dual objectives of accountability and learning. As such, the evaluation will:

- Assess and report on the quality and results of the 2008 Cash and Voucher policy and associated operations and activities to implement the policy (accountability); and
- Determine the reasons why certain changes did or did not occur in order to develop lessons that will help in revisions or updates to the policy and in its implementation (learning).

2.3. Stakeholders and Users of the Evaluation

17. A preliminary list of key internal and external stakeholders is provided in Table 1. It is expected that the evaluation team will conduct a more thorough stakeholder analysis during the inception stage of the evaluation.

Table 1: Preliminary list of key stakeholder groups

Internal stakeholder groups	External stakeholder groups
<ul style="list-style-type: none"> • WFP senior management, including Regional Bureaux • WFP Policy, Programme and Innovation (PPI) division, including the Cash for Change (CfC) unit • Other WFP headquarter units involved in cash and voucher implementation and reporting including gender, protection, performance management, logistics, procurement, IT. 	<ul style="list-style-type: none"> • WFP cooperating partners • National government partners • WFP donors • Other United Nations agencies in countries where WFP has a presence • Inter-agency cluster members, e.g. food security cluster or logistics cluster, involved in emergency response

² It is not yet confirmed whether a policy update or a policy revision will developed. The previous policy update was presented to the WFP Executive Board in 2011 and provided detail on the implementation of the policy.

Internal stakeholder groups	External stakeholder groups
<ul style="list-style-type: none"> • WFP Country Offices • WFP Executive Board 	<ul style="list-style-type: none"> • Relevant private sector partners involved in implementation, e.g. financial institutions, service providers, market traders, etc. • Research and training organizations in the humanitarian sector

18. An internal reference group (IRG) will be substantially involved throughout the evaluation process. Composed of representatives from internal stakeholder groups, the reference group will provide input at key stages throughout the evaluation process. The IRG membership (see Annex A) is drawn from the Cash for Change (CfC) stakeholder group, and selected members of WFP management.

3. Subject of the Evaluation

3.1. WFP's Cash and Voucher Policy

19. The 2008 Cash and Voucher policy provides the framework for implementation of cash and voucher modalities. It has been complemented by:

- A Finance and Legal Division financial procedure 'Accounting Procedures on the Use of Cash Transfers to Beneficiaries in WFP Operations' (July 2008 – FP2008/005) – revised in November 2009 (FP2009/009) and since superseded in Sept. 2013 by the Joint Directive OS/2013/003 below;
- The recent Operations Services and Resource Management & Accountability Departments Joint Directive on Operations and Finance Procedures for the use of Cash and Voucher Transfers to Beneficiaries (Sept 2013 – OS2013/003 RM2013/005).
- The 2011 Operations Department Directive on Cash And Voucher Programming (December 2011 – OD2011/004) which outlines the Cash and Voucher Business Model;
- The December 2009 Cash and Voucher Manual, issued in 2010;
- on-going (2013/14) revisions to the Cash and Voucher Manual

20. The 2008 policy outlines key expected results, opportunities, and a framework for policy implementation.

21. The expected results include increased empowerment and decision-making ability of beneficiaries, enhancing their ability to manage risks and improve nutritional status, reduced cost to beneficiaries (in terms of transaction costs), and increased market activities and market engagement. It also prescribes greater coherence and alignment of WFP interventions with national policies and priorities for food security and nutrition, education, social protection and poverty reduction.

22. Within these overall results, several opportunities for WFP are outlined in the policy. Complementarity between food, voucher and cash interventions within a given context would mean greater responsiveness to seasonal or market conditions or

beneficiary³ preference. Leveraging WFP’s existing capacity for assessments and targeting methodologies is highlighted. The potential for faster response times, improved cost-efficiency, greater relevance for urban food insecurity, and integration into national social protection programmes are also noted as opportunities.

23. The policy framework notes several key factors that guide C&V project design and implementation (Table 2).

Table 2: Cash & Voucher – implementation factors

Implementation factor	Description
Programme objectives	No specific objectives for C&V interventions; the food security/nutrition objectives of the intervention take precedence.
Markets	Understanding the capacity, potential and limitations of markets is of utmost importance in selecting the appropriate response
Implementation capacity	Adequate and accessible financial partner institutions, and appropriate monitoring, reporting, and control systems are essential.
Cost efficiency	C&V are generally more cost-effective than in-kind food assistance when markets are functioning and implementation capacity is adequate; cost comparisons should be on a full-cost basis.
Beneficiary preference	Participatory approaches are essential to programme design and beneficiary preference should be considered in the choice of transfer modality.
Gender	Gender considerations need be included in C&V programming; they can be important tools for gender mainstreaming in WFP.

24. The policy notes that WFP’s comparative advantages, as an operational agency, include its field presence and network and experience working with partners across a wide range of contexts. The analytic capacity of WFP is also noted as an important feature of policy implementation. Limitations noted include the relatively short-term nature of most C&V projects that WFP has implemented and their tendency toward ‘high capacity’ contexts. The policy also notes WFP’s limited technical capacity for some of the required analysis, financial and institutional mechanisms required, and operational standards and guidance needed.

25. The policy highlights key institutional actions necessary for implementation of the policy.

- Programming design improvements include: i) the development of operational guidance materials, ii) linkage of assessments, programming and evaluations,

³ The term ‘beneficiary’ refers to women, men, boys and girls receiving WFP food assistance and where relevant should be distinguished by sex and age.

iii) developing decision-making tools to identify the appropriate context-specific transfer (or combination), iv) revising all relevant corporate guidance to mainstream the cash and voucher modalities.

- Capacity strengthening required includes: i) needs assessment in transition and development contexts, ii) market analysis capacities, iii) appropriate financial management processes and tools, iv) partner assessment procedures, and v) staff skills and expertise.
- Partnership implications include: i) the necessity of aligning with national governments vis-a-vis social protection policies and priorities, ii) development new forms of partnership with financial institutions and retailers, iii) working with NGOs with capacity for cash or voucher programming, and iv) exploration of new opportunities within the United Nations, World Bank, and donor agencies.

26. The 2011 Directive has been a key point of reference for implementation during the evaluation period; it provides direction on a number of programmatic, financial, and reporting issues. The Directive identifies required content in WFP project documents, implying a range of assessments and analyses that must be done, and operational approval processes, including the need for evaluation of all first-time C&V interventions.

3.2. Overview of WFP Activities for Policy Implementation

27. WFP has implemented several measures to institutionally manage cash and voucher programming to provide management, training, and guidance. The Cash for Change (CfC) unit, established in November 2010, is the corporate unit guiding cash and voucher interventions for WFP operations. The CfC unit has been operational since 2010 with estimated funding of US\$5 million over the 2010 – 2014 period.

28. The CfC unit has been composed of approximately 10 professional staff with capacity building and field support as the two major functions. Capacity building includes training of WFP staff, developing corporate guidance and standards, and developing and testing tools for C&V management. A corporate training of over 200 programme management staff was done in 2012 and a second round of training is planned in 2014. The field support function includes day-to-day operational support for Country Offices, including support for assessments, intervention design, etc. The CfC unit capacity is complemented by C&V focal points in many of the Regional Bureaux and Country Offices.

29. Guidance provided by WFP for implementation of cash and voucher interventions has evolved over the 2008 – 2013 period, with the 2009 Cash and Voucher manual updated in 2013 to reflect lessons learned over the period and the new cash and voucher business processes introduced in 2012.

30. The cash and voucher business model includes ten main processes, from needs assessment and decision-making, to distribution planning and monitoring. The processes are embedded within the existing responsibilities of the different WFP core functions of programming, logistics, finance, ICT, and procurement. In 2012, the CfC unit implemented a series of trainings on this business model for selected WFP staff in all regions.

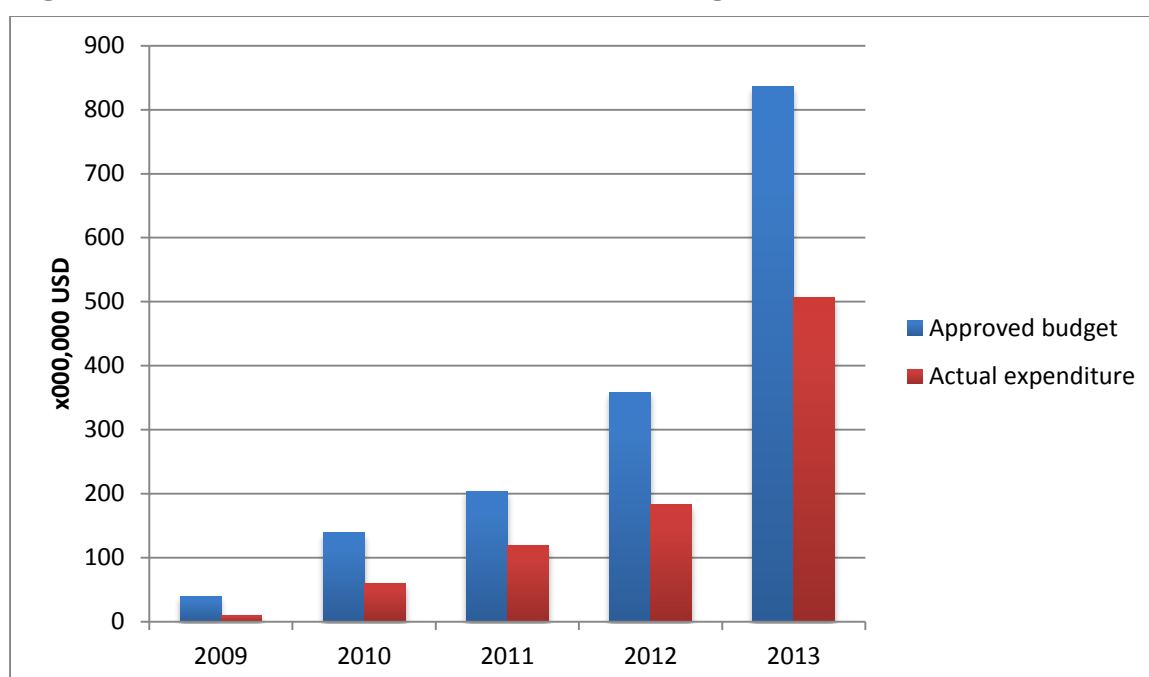
31. Cash and voucher interventions have been used in all types of WFP operations, covering the emergency to development spectrum: emergency operations (EMOP),

protracted relief and rehabilitation operations (PRROs), development operations (DEV), and multi-sector country programmes (CP).

32. WFP’s cash and voucher interventions are organized according to four programming models: cash account, immediate cash, paper voucher, electronic voucher. The four models imply different infrastructure and operational requirements, different types of assessment, and are applicable in different contexts. In addition, the WFP corporate requirements to manage the transfers differs by programming model. In 2013, WFP launched SCOpe (System for Cash Operations) a corporate IT solution to manage cash and voucher transfers. SCOpe is a tool to manage all aspects of the transfer process, from intervention design, registration and enrollment, and disbursement. Prior to this, a variety of temporary solutions were in place for transfer management, dependent on the needs and capacities of the specific intervention.

33. The approved value of cash and voucher operations has significantly increased since 2009, reaching US\$837 million and representing 16percent of the organisation’s work plan in 2013. Activities were implemented in 52 countries (88 projects) in 2013 (Figure 1). Additional detail on these activities is available in Annex E.

Figure 1: Cash and Vouchers within WFP’s Programme of Work 2009 – 2013



34. Since 2008, WFP has also been assessing the results of its cash and voucher work, C&V evaluation guidance has also been developed by the CfC unit, and a series of assessments on gender and protection in C&V interventions conducted. A mapping of over 40 existing evaluations, studies, lessons learned, and reviews (see Annex D for overview) has been done in preparation for this evaluation. Most of these exercises are self-identified as evaluations or reviews and were done in response to the corporate requirement (see 2011 Directive) for an evaluation of each pilot project.

35. In 2013, an external performance audit⁴ on WFP's use of cash and vouchers was conducted. The main objective of this exercise was to assess the effectiveness of the systems of selection and use of C&V modalities, the controls in place, and the potential issues mitigating scalability. The audit produced 11 recommendations covering a range of institutional issues, with recommendations targeted to headquarters, Regional Bureaux, and the Country Offices. The WFP management response⁵ to the audit specified a number of new or on-going activities, primarily focused on guidance and technical support to Country Offices.

36. In 2014, the WFP Office of Internal Audit will conduct two exercises focused on C&V. The first, an advisory exercise, will be done to identify key management risks for C&V activities and controls in place to mitigate those risks. The areas of focus are information and communication, monitoring, control activities, risk assessment, and the internal environment. The second exercise, a C&V audit and testing exercise, will be more formal, focused on the WFP internal control framework for C&V implementation, and will focus on all aspects of C&V programming. It is expected that these exercises will be completed by April 2014 and a summary of findings will be available to the evaluation team.

3.3. Scope of the Evaluation

37. The evaluation will cover the 2008 Cash and Voucher policy and its related implementation arrangements (guidance, tools, technical capacity, etc.) and policy updates. It will cover the policy implementation period from 2009 to 2013, assessing both the operational and institutional results based on those prescribed in the policy. The evaluation will also assess the quality of the policy, using international benchmarks for policy design, and the factors that have affected its implementation over the 5-year period.

4. Evaluation Questions, Approach and Methodology

4.1 Overview of Evaluation Approach

38. The evaluation will be theory-based, and use a mixed methods design. It is expected that the evaluation will utilize relevant policy analysis frameworks and organizational performance approaches to refine the evaluation questions (see Lusthaus, Adrien et al. 2002, Jann and Wegrich 2007 for an overview).

39. Based on a preliminary evaluability assessment, it is expected that there are sufficient secondary data to analyze operational results, and sufficient articulation of objectives in the policy document to develop a theory of change. Due to the scope, timeline, and resourcing of the evaluation, it will be primarily reliant on independently collected qualitative data and desk analyses of secondary quantitative data. The evaluation design and methods developed by the evaluation team shall address the evaluation questions in such a way to build upon existing data, maximize the utility of the evaluation through inclusion of key stakeholders, and ensure credibility of the evidence used for analysis, conclusions and recommendations.

⁴ <http://documents.wfp.org/stellent/groups/public/documents/eb/wfpdoc062619.pdf>

⁵ <http://documents.wfp.org/stellent/groups/public/documents/eb/wfpdoc062725.pdf>

4.2 Evaluability Assessment

Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. It necessitates that a policy intervention or operation provides: (a) a clear description of the situation before or at its start that can be used as reference point to determine or measure change; (b) a clear statement of intended outcomes i.e. the desired changes that should be observable once implementation is under way or completed; (c) a set of clearly defined and appropriate indicators with which to measure changes; and (d) a defined timeframe by which outcomes should be occurring.

40. While there has not been a formal evaluability assessment of the 2008 Cash and Voucher policy, preliminary analysis indicates that there is scope for evaluation against the policy objectives. The policy does not have an explicit theory of change but does articulate several expected results and institutional and operational changes required. In addition, the operational documents that include cash and voucher interventions also articulate expected results and are based on corporate guidance for logical frameworks, monitoring and performance reporting. While not articulating theories of change explicitly, these documents provide a framework for assessment of operational results.

41. The operational M&E data available for cash and voucher interventions is generally limited by the WFP corporate systems for reporting. As such, aggregated data on operational expenditures is available but these are not always easily mapped to specific cash or vouchers expenses. Reporting of results is generally limited to output level indicators and there is no reliable corporate system of reporting on expected outcomes or impacts. There is an additional challenge of disaggregating cash and voucher results from those of a broader operation or intervention; cash and vouchers are modalities that contribute to food security or nutrition outcomes and many operations contain a mix of activities and modalities. Annex E contains a preliminary analysis of data available through corporate reporting systems, including the different types of activities that use cash or vouchers and the expenditures. Additional data will be made available to the evaluation team.

42. The CfC unit has put significant effort into the assessment of cash and voucher interventions since 2009/10. This analytic work (see Annex D for an overview) provides a valuable source of secondary data for this evaluation and complements what will be available through the corporate data systems.

4.3 Evaluation Questions

43. The Policy Evaluation will address three key evaluation questions, which will be detailed further in an evaluation matrix to be developed by the evaluation team during the inception phase. Collectively, the questions aim to generate evaluation insights and evidence that will help policy makers make better policies and will help programme staff in the implementation of policy. The evaluation aims to generate a better understanding of diverse stakeholder perspectives in terms of assumptions and expectations that the Cash and Voucher policy should meet.

44. **Question 1: What was the *quality* of the policy?**

Potential sub-questions

- i. How did the policy *benchmark* with international good practice for policy design in comparator organizations?
- ii. Was the policy *relevant* to the organizational needs, priorities, and formal/informal practices of project implementation?
- iii. Was the policy *consistent and coherent* with other WFP policies and business processes?
- iv. Has the policy remained *relevant* over the evaluation period?
- v. In what ways was the policy informed by an analysis of the potential benefits and risks to women and men of C&V assistance?

45. Question 2: What were the intended and unintended *results* of the policy?

Potential sub-questions

- i. How *effective* was WFP in achieving the operational and institutional results of the policy?
 - a. Did C&V assistance align with national strategic priorities in the areas of social protection, food security, food/price policies, etc.?
 - b. What were the effects on the coping strategies and livelihoods of beneficiaries receiving C&V assistance?
 - c. What were the effects on beneficiary empowerment and decision-making authority through receipt of C&V assistance?
 - d. What were the other gender and protection implications (positive or negative) for beneficiaries receiving C&V assistance?
 - e. Did WFP build sufficient organizational capacity (financial management, technical capacity, M&E systems, human resources) to manage C&V assistance?
 - f. Did WFP build sufficient partnerships for implementation of C&V assistance?
- ii. How *efficient* was WFP in achieving these results?
 - a. What was the cost efficiency of C&V transfer options compared to in-kind food assistance?
 - b. What were the transaction costs for beneficiaries associated with C&V assistance? Transaction costs for beneficiaries include the requirements for receipt of the cash or voucher and the ability of beneficiaries to optimize the assistance.
 - c. What were the effects of C&V modalities on the timeliness and flexibility in delivering food assistance to food-insecure populations?

iii. Question 3: What were the *factors* affecting implementation and results of the policy?

Potential sub-questions

- i. Was the *organizational capacity*, including financial management, organizational leadership, human resources, guidance and standards, infrastructure, etc. sufficiently scaled up to implement the policy?
- ii. How was policy implementation positively or negatively affected by *organizational motivation* factors, including organizational culture, organizational history, incentive and rewards, etc.?
- iii. How did the *enabling environment*, including funding levels, operational contexts, etc., positively or negatively effect policy implementation?

4.4 Methodology

46. The methodology will be refined at the inception phase, but should demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.). The evaluation will use the internationally agreed evaluation criteria (DAC and ALNAP), including those of relevance, efficiency, effectiveness, impact and sustainability and ensure that gender and protection issues are incorporated in the evaluation design.

47. It is expected that the evaluation will use a mix of approaches and tools, including the following:

- An analysis of the WFP Cash and Voucher policy and associated operational documentation
- An assessment of centralized and decentralized evaluations
- A review of selected WFP business processes that have implications for WFP's Cash and Voucher policy implementation
- A review and benchmarking of relevant policy documents and guidance from comparator organizations
- Key stakeholder interviews at headquarter and country level
- Country case studies
- Survey of WFP offices

48. The evaluation will build on the evidence accumulated by WFP's Policy Division since 2009 and the Cash for Change unit since 2011. Annex D provides an introduction and overview to these different studies, assessments and evaluations. The evaluation will have to review these reports for their quality, analytic rigor, and utility as secondary data sources.

49. The evaluation will also benefit from the findings of the five impact evaluations implemented by WFP and IFPRI on cash and voucher programmes. The IFPRI/WFP series of impact evaluations has generated robust quantitative evidence on comparative impacts and costs of cash and vouchers interventions in different contexts.

50. The methodology shall:

- Build on the logic of the policy and its objectives;
- Develop and refine the theory of change against which to evaluate the policy;
- Be geared towards addressing the evaluation questions presented in 4.3, elaborated in an evaluation matrix;
- Specify how gender issues will be addressed;

- Specify how efficiency and sustainability issues will be addressed;
- Take into account the limitations to evaluability described in 4.2; budget and timing considerations;
- Identify the key risks and appropriate mitigation measures.

51. The country case study selection shall be done with objectively verifiable criteria. A mapping of C&V projects (see Annex E) has been done by the CfC and OEV units and will form the basis for further short-listing and selection of the case studies. Anticipated selection criteria include geographic representation, C&V programming model representation, scale of cash or voucher programming in the country, risk profile, e.g. corporate, reputational, or fiduciary risk, programming context, e.g. emergency response, recovery, urban vs rural, etc.

52. As outlined in the WFP EQAS, the Inception Report will detail the methodology, theory of change, final stakeholder analysis, and selection criteria for the country case studies. The Inception Report will also provide the final list of countries selected for case studies and desk studies.

4.5 Quality Assurance

53. WFP's evaluation quality assurance system (EQAS) is based on the UNEG norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out processes with in-built steps for quality assurance and templates for evaluation products. It also includes quality assurance of evaluation reports (inception, full and summary reports) based on standardised checklists. EQAS will be systematically applied during the course of this evaluation and relevant documents provided to the evaluation team. The evaluation manager will conduct the first level quality assurance, while the OEV Director will conduct the second level review. This quality assurance process 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.

54. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases.

5. Organization of the Evaluation

5.1. Phases and Deliverables

Table 3 presents a tentative 2014 timetable for the evaluation process, which will be presented at the EB.1/2015.

Table 3: Timeline summary of the key evaluation milestones

Main Phases	Timeline (2014)	Tasks and Deliverables
1. Preparatory	Feb 19 Mar 4	Final TOR and approved budget Receipt of LTA proposals
2. Inception	- Mar 24-28 Apr 28	Document review Briefing / Inception mission – Rome. Inception report finalized

Main Phases	Timeline (2014)	Tasks and Deliverables
3. Fieldwork	May 5 – Jun 27	4 country case studies; aide-memoires 4 desk studies
4. Reporting/Reviews	Jul 14-18 Aug 8 - Nov 21 Nov 21	Analysis workshop Draft o received Draft Evaluation Reports/Matrix of comments/Reviews Final evaluation report Management response
5. EB presentation		February 2015 (EB.1/2015)

5.2. Evaluation skills and expertise required

55. An independent team, contracted through the Office of Evaluation, will conduct the evaluation. The team is expected to include 3-4 internationally recruited senior evaluators, one of whom will be the team leader. In addition, it is anticipated that 1-2 analysts will contribute to the primary data collection, secondary data review, and document preparation. Recognized external experts in relevant areas, e.g. social protection, evaluation methodology, etc., may be employed to advise the evaluation team and or review evaluation deliverables.

56. The team leader will have significant experience in evaluation team leadership, good communication and management skills, experience with policy or strategic evaluations within multi-lateral agencies and expertise in one of the technical areas required for the evaluation.

57. The technical expertise required for the evaluation includes, i) social protection and safety net systems, with a background in economics and ability to analyze effects on the local economy, multiplier effects, etc., ii) cash and voucher programming, ideally with experience of relevant financial and IT systems, iii) relevant assessment methodologies, including food security and nutrition assessments, market assessments and analysis, iv) gender and protection in humanitarian contexts, and v) organizational performance assessment.

58. The evaluation team members shall have a relevant combination of experience and expertise in the required technical areas. Familiarity with WFP programming and previous experience implementing cash and voucher projects is an advantage and a strong understanding of the relevant decision-making factors and assessment methodologies is important. English will be language of reporting but it is expected that fieldwork will be conducted in French and English, depending on the countries selected for case study. Arabic language skills within the team will be an asset.

5.3. Roles and Responsibilities

59. This evaluation is managed by the WFP Office of Evaluation and Mr Ross Smith has been appointed as evaluation manager (EM). The EM has not worked on issues associated with the subject of evaluation in the past. He is responsible for drafting the TOR; selecting and contracting the evaluation team; preparing and managing the budget; setting up the review group; organizing the team briefing in HQ; assisting in the preparation of the field missions; conducting the first level quality assurance of the

evaluation products and consolidating comments from stakeholders on the various evaluation products. He will also be the main interlocutor between the evaluation team, represented by the team leader, and WFP counterparts to ensure a smooth implementation process.

60. WFP stakeholders at CO, RB and HQ levels are expected to provide information necessary to the evaluation; be available to the evaluation team to discuss the programme, its performance and results; facilitate the evaluation team's contacts with stakeholders in [name of the country]; set up meetings and field visits, organise for interpretation if required and provide logistic support during the fieldwork. A detailed consultation schedule will be presented by the evaluation team in the Inception Report.

61. To ensure the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings where their presence could bias the responses of the stakeholders.

5.4. Communication

62. The communication plan (see Annex C) for the evaluation emphasizes engagement of the key stakeholders throughout the evaluation process. The internal reference group (IRG) will be the key focus of regular updates from the Evaluation Manager and the evaluation team and discussion and feedback sessions are scheduled in each of the main phases of the evaluation.

63. The IRG, composed of members from the CfC stakeholder group and WFP management, will be responsible for providing input from their respective organizational units/departments on the core evaluation deliverables, suggesting key reference documents and contacts for key stakeholders, and to participate as relevant in evaluation debriefing, workshops, etc. They may also provide input to the evaluation team through key informant interviews or surveys.

64. The communication plan also includes an external communication component, indicating how, when, and to whom the core evaluation deliverables will be disseminated and reported outside of WFP.

5.5. Budget

65. The evaluation will be financed from OEV's Programme Support and Administrative budget. The anticipated budget is based on the team composition presented in section 5.2 and the evaluation schedule summarized in Section 5.1.

Annexes

Annex A: Internal Reference Group

Annex B: Detailed Evaluation Timeline

Annex C: Evaluation Communication Plan

Annex D: Mapping of C&V analytic work (2008 – 2013)

Annex E: Mapping of C&V interventions 2008 – 2013

Annex A: Internal Reference Group

Membership

The Internal Reference Group (IRG) is proposed to include the existing CfC stakeholder group plus additional members of WFP management.

CfC Stakeholder Group technical officers from the following offices:

IT, Policy and Portfolio
Logistics
Innovations, PPI
Vulnerability Assessment Mapping (VAM)
Procurement
Cash for Change (CfC)

Additional WFP management:

Representative from WFP Policy, Programming, and Innovation (PPI) – Rome
Representative from WFP Operations Services – Rome
Representative from WFP Resource Management and Planning – Rome
Representative from WFP Finance / Budget – Rome
Representative from WFP Regional Bureaux

Terms of Reference

1. Act as a point of contact for two-way communications/dialogue with their own Unit/Group and the Evaluation Team. Issues that may need to be communicated include technical issues related to the Evaluation plan and the process as the Evaluation proceeds and logistical or support issues especially in terms of case studies and country visits.
2. Review and provide feedback on three core Evaluation outputs: the Terms of Reference (draft circulated in *February 2014*); the Evaluation Inception Report (expected to be available by *April 2014* and the Evaluation Draft Report (expected to be available by *September 2014*)
3. Suggest key reference documents, data sources and people to be interviewed and facilitate access to people, data and documents as needed (i.e. providing email contact information etc.). (by *April 2014*)
4. Participate in focus groups, interviews or workshops during the Evaluation process as key informants that provide technical information to the Evaluation Team. It is expected that all Internal Reference Group members would be interviewed by the Evaluation Team during the Inception Mission scheduled for *March 2014* and participate in the debriefing and proposed end of Evaluation workshop in *December 2014*. Additional needs for interaction and the timing will be described in the Inception Report.
5. Alert the Evaluation Manager to any issues or problems arising during the process.

Annex B: Detailed Evaluation Timeline

	Name of the Evaluation	By Whom	Key Dates (deadlines)
Phase 1 – Preparation			
	Desk review. Draft TORs. OEV/D clearance for circulation to WFP staff	EM	Jan 2014
	Review draft TOR on WFP feedback	EM	Feb 10
	Final TOR sent to WFP Stakeholders	EM	Feb 19
	Receipt of proposals from evaluation firms	EM	Mar 4
Phase 2 – Inception			
	Team preparation prior to HQ briefing (reading Docs)	Team	Mar
	HQ briefing and inception (WFP Rome)** (possible inception visit to RB)	EM & Team	Mar 24-28
	Submit Draft Inception Report (IR) to OEV	TL	Apr 14
	OEV quality assurance and feedback	EM	Apr 21
	Submit revised IR	TL	Apr 25
	Circulate final IR to WFP key Stakeholders for their information + post a copy on intranet.	EM	Apr 28
Phase 3 – Evaluation Phase, including Fieldwork			
	Fieldwork & Desk Review. Field visits at RB + CO(s). Internal debriefing with the RB	Team	May 5 – Jun 27
	Aide-memoires	TL	June
	Analysis workshop	TL	July 14-18
Phase 4 – Reporting			
Draft 0	Submit draft Evaluation Report (ER) to OEV (after the company's quality check)	TL	Aug 8
	OEV quality feedback sent to the team	EM	Aug 15
Draft 1	Submit revised draft ER to OEV	TL	Sep 12
	OEV seeks OEV Dir. Clearance prior to circulating the ER to WFP Stakeholders. When cleared, OEV shares draft evaluation report with WFP stakeholders for their feedback.	EM	Oct 3
	OEV consolidate all WFP's comments (matrix), and share them with team	EM	Oct 17
Draft 2	Submit revised draft ER to OEV based on the WFP's comments, and team's comments on the matrix of comments.	TL	Oct 31
	Review matrix and ER.	EM	
	Seek for OEV Dir.'s clearance to send the Summary Evaluation Report (SER) to Executive Management.	EM	Nov 7
	OEV circulates the SER to WFP's Senior management for comments (upon clearance from OEV's Director)	EM	Nov 7
	Revise Executive Summary of evaluation report	EM	Nov 14
	OEV sends and discuss the comments on the SER to the team for revision	EM	Nov 14
Draft 3	Submit final draft ER (with the revised SER) to OEV	TL	Nov 21
	Seek Final approval by OEV. Dir. Clarify last points/issues with the team if necessary	EM+TL	Nov 21
Phase 5 Executive Board (EB) and follow-up			
	Submit SER/recommendations to RMP for management response + SER to ERBT for editing and translation	EM	Nov 21
	Tail end actions, OEV websites posting, EB Round Table Etc.	EM	
	Presentation of Summary Evaluation Report to the EB	D/OEV	EB1/2015
	Presentation of management response to the EB	D/RMP	EB1/2015

Note: TL=Team Leader; EM=Evaluation Manager; OEV=Office of Evaluation. RMP = Performance and Accountability Management

Annex C: Evaluation Communication Plan

WFP Cash and Voucher 2008 Policy Evaluation

Internal (WFP) Communications Plan

When	What	To whom	What level	From whom	How	Why
Evaluation phase	Communication product/information	Target group or individual with name/position	Organizational level of communication e.g. strategic, operational, etc.	Lead OEV staff with name/position	Communication means e.g. meeting, interaction, etc.	Purpose of communication
TOR	Draft ToR Final ToR	IRG EMG	Operational Strategic	Ross Smith, EM HW/ACL	Meeting Meeting / email	IRG review / feedback EMG briefing
Inception	Draft IR	IRG	Opn	Ross Smith, EM	meeting	Review / feedback
Field work debrief	Aide-memoires	IRG	Opn	Ross Smith, EM	email	Review / feedback
Report	D1	IRG	Opn	Ross Smith, EM	meeting	Review / feedback
Report	D2 + SER	IRG + EMG	Strategic	HW	email	Review / feedback
<i>Post-report</i>	<i>Workshop</i>	<i>IRG + key WFP stakeholders</i>	<i>Strategic</i>	<i>OEV, CfC</i>	<i>Workshop</i>	<i>Review of recommendations, policy revision</i>

External Communications Plan

When	What	To whom	From whom	How	Why
Evaluation phase plus month/year	Communication product/information	Target organization or individual with name/position	Evaluation management, evaluation team, etc.	Communication means e.g. meeting, interaction, etc.	Purpose of communication
TOR	Final ToR	Public	OEV	Website	Public information
Field-work	Aide-memoires	Country Office stakeholders	Evaluation team + Country Office	De-briefing	Discussion
Final Report	Final report and management response	Public	OEV and RMP	Website	Public information
<i>Other</i>					

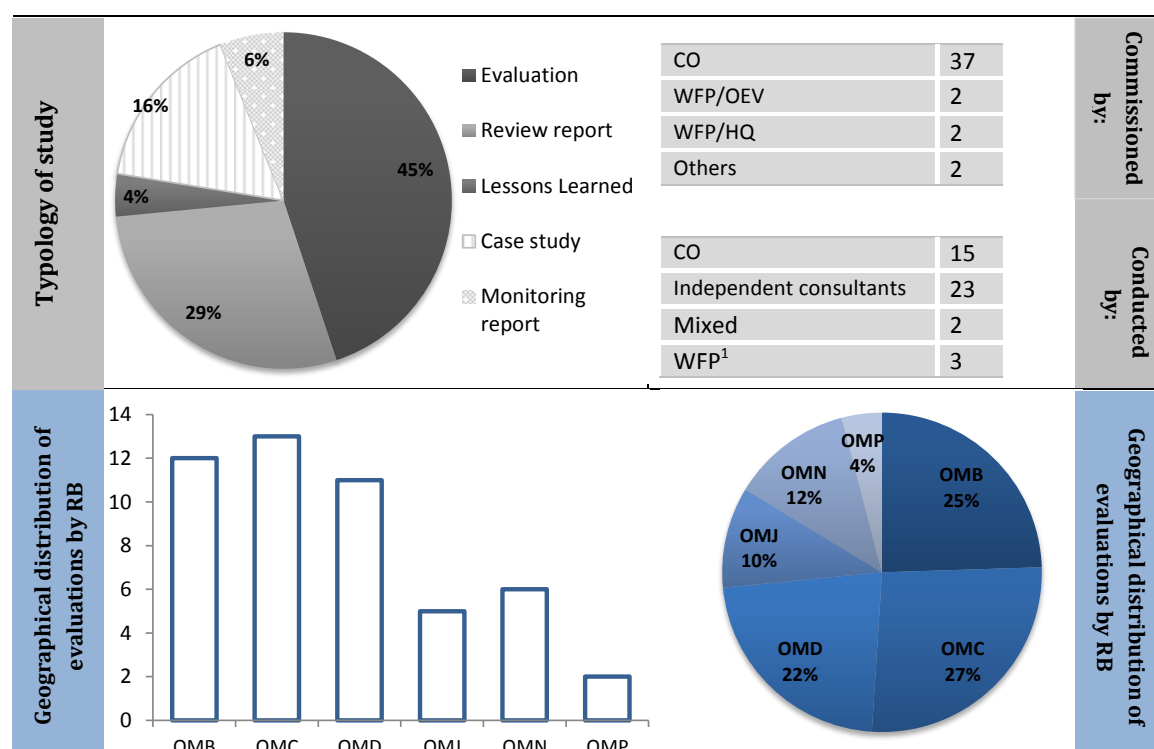
Annex D: Mapping of C&V analytic work (2008 – 2013)

During the preparation phase of the evaluation, OEV mapped the available secondary evaluations, studies, and related exercises that have been done by WFP Country Offices, Regional Bureaux and Headquarters over the 2008 – 2013 period. These studies vary in terms of their typology but also in their purposes and uses.

The majority of evaluations or reviews were linked to specific WFP operations in the country. In almost all cases, cash and voucher was the primary focus of the study while the rest comprised studies in which C&V was a component of a wider programme.

They include 22 evaluations (45 percent), 14 review reports (29 percent), 2 lessons learned (4 percent), 8 case studies (16 percent) and 3 monitoring reports⁶ (6 percent) for a total of 43⁷ studies. The majority of the studies (86 percent) were commissioned by the CO of which 51 percent were conducted by independent consultants and 41 percent by the COs themselves. See summary graphics in Figure 1.

Figure 1: Summary mapping of C&V analytic work.



⁶ The different typologies of the studies are based on the titles reported in the studies themselves.

⁷ One Study covered multiple case studies but it is counted once in the total number.

Objectives

The objectives of the reports were different and varied in relation to the nature of the studies including their rationale, scope, purpose, and country context. Nevertheless, a substantial number of objectives were relevant and common across almost all the studies, as follows:

- Assess relevance, efficiency, effectiveness, impact and sustainability of WFP assistance;
- Compare in-kind and cash voucher-based interventions and draw some conclusions on the appropriateness and effectiveness of the transfer modality chosen overall and for the country context;
- Compare the impacts of cash and food on the local economy;
- Examine and understand the changes introduced by the cash transfer strategy on the food security, nutrition, consumption expenditures, and livelihoods of the targeted beneficiaries;
- Assess effectiveness of C&V in addressing food access and food utilization issues;
- Assess the feasibility, effectiveness and implications of cash transfers in both humanitarian and development contexts;

The secondary objectives of almost all studies were to draw lessons from the knowledge acquired from the implementation of C&V. In particular, many evaluations were conducted during or at the end of a pilot project, and therefore, they served the purpose of building the rationale strategy for expansion and scale up of the existing C&V project. On the same line, other objectives were:

- To identify lessons learned and inform future food assistance programming so that recommendations and lessons learned can feed into project design;
- To guide COs as they plan their next steps in identifying the most appropriate transfer modality for their future programmes but also to adjust the current ones;

Methodologies

A wide range of methodologies were selected according to the scope of the study and data availability. The studies applied both quantitative and qualitative approach though the majority of them were reliant on qualitative data comprising:

- Extensive desk reviews and analysis of secondary information/data: all relevant secondary materials, including baseline reports, cost data, monitoring and evaluation reports, policy documents, project data and documents, and other monitoring reports and data.
- Focus group discussions with participants, non-participants, women, traders, community leaders etc.
- Key informant interviews with local government, NGOs and partners, WFP staff.

Quantitative data:

- Approximately half of the studies used household surveys and some of them were conducted in both programme and non-programme areas.

Almost all the studies included field visits to project sites.

Key issues

The keys issues covered in the studies were:

Appropriateness of transfer modality implemented	<ul style="list-style-type: none"> • Choice of the transfer modality • Beneficiaries' preferences & perceptions • C&V in emergencies • Advantages and disadvantages from using cash • Food basket quality and value • Rural vs. Urban contexts • Cost-effectiveness
Impacts of the transfer modality chosen	<ul style="list-style-type: none"> • Food consumption • Household consumption expenditures • Food utilization • Empowerment
<ul style="list-style-type: none"> • Implementation 	<ul style="list-style-type: none"> • Design & implementation • Beneficiary targeting • Safety issues • Beneficiary registration • Hotline facility • Distribution modalities • Banking infrastructures • Technology
<ul style="list-style-type: none"> • Partnerships 	<ul style="list-style-type: none"> • Quality of partners • Selection of cooperating partners
<ul style="list-style-type: none"> • M&E: 	<ul style="list-style-type: none"> • Adequacy of M&E system • Quality of reporting
<ul style="list-style-type: none"> • Gender 	<ul style="list-style-type: none"> • Women's empowerment • Protection • Social Dynamics • Intra-household dynamics
<ul style="list-style-type: none"> • Markets 	<ul style="list-style-type: none"> • Impact on local economies • Impact on prices and inflation • Access to markets

Main Findings

When looking at the findings from the studies, caution must be taken not to overgeneralize because cash and vouchers are implemented in different contexts, and very different circumstances (urban vs. rural settings, emergency vs. development). Nevertheless, findings in three key areas were identified as common across the studies, as follows:

- **Beneficiaries' preference** – The majority of participants in the studies preferred to receive cash over food. The ability to choose the most needed and preferred commodities, including locally produced food, and diversity is what made C&V generally preferred over in-kind food. Furthermore, they found cash to be the better choice as it allowed for the purchase of non-food items as well. Differences were found depending on context, linked to geographic areas, market facilities and seasonal calendars (e.g. value of food during the lean season)
- **Empowerment** – Across the studies, C&V were found to have contributed to the first step of empowerment (particularly of women) by providing them a relatively better choice and control over their food needs, as compared with others in kind assistance. It provided a flexible resource to affected households and empowers individuals to spend money according to their basic needs and prioritize their needs for themselves.
- **Food Consumption and diet diversity** – It was commonly found that C&V allowed the beneficiaries to access a more diverse food basket. The impact of the C&V on the beneficiaries' food consumption and dietary diversity was associated to the significant increase in the consumption of milk, dairy products and eggs compared to the group receiving in-kind food assistance. Many beneficiaries claimed that C&V enabled them to improve their dietary diversity by adding fresh food to their diets (milk, cheese, meat and the like).

Annex E: Mapping of C&V interventions

A preliminary mapping of C&V interventions was undertaken in preparation for this evaluation. Over the 2010 – 2013 period, the majority of cash and voucher interventions were implemented in the OMD (West Africa), OMN (East Africa), and OMC (North Africa and Middle East) regions. Vouchers also accounted for the majority of the transfer type. Figure 1 provides summary graphical information on this preliminary mapping and Table 1 provides details of activities by country.

Figure 1: Summary graphics of cash and voucher intervention mapping

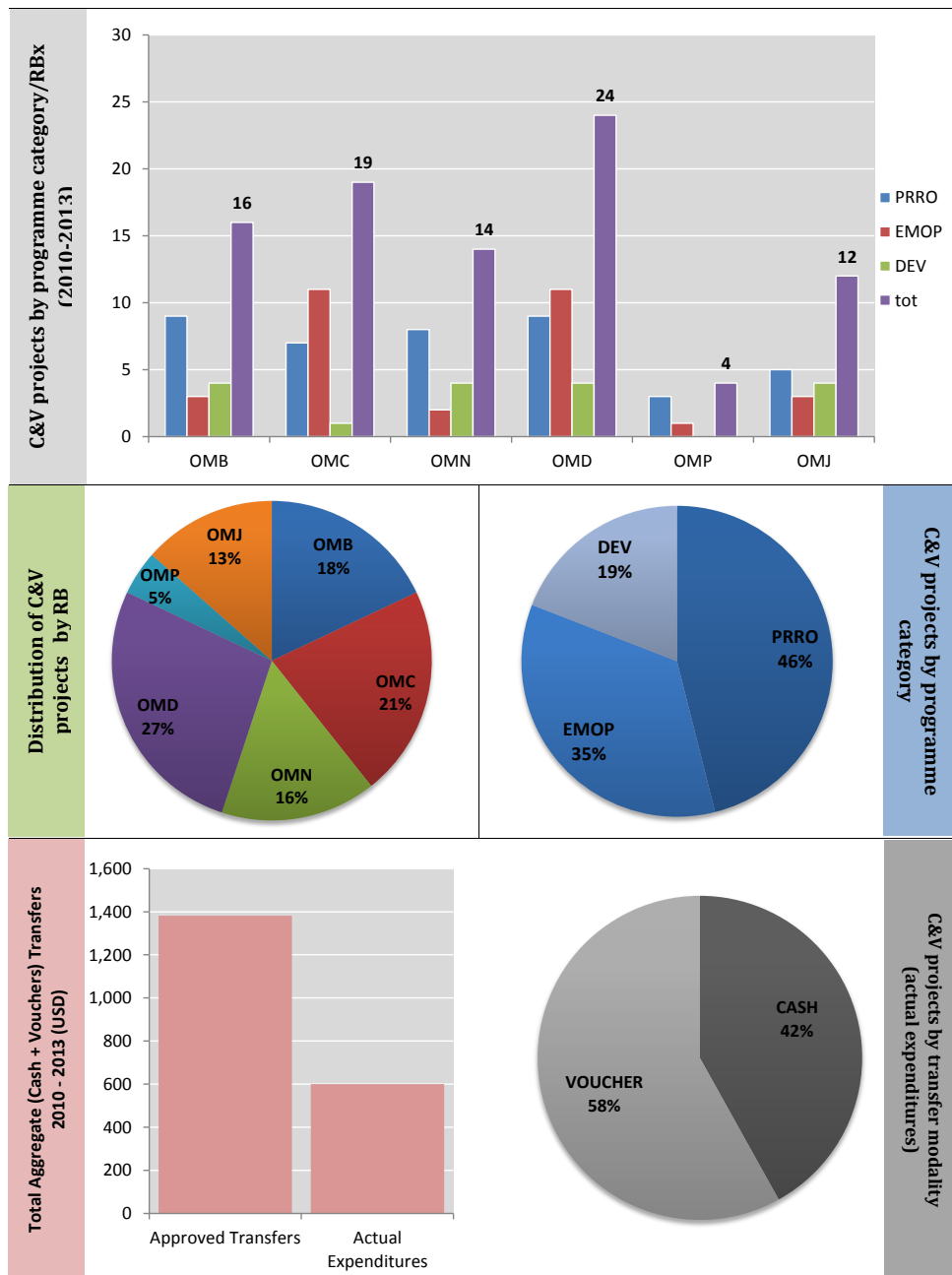


Table 1: Preliminary mapping of cash and voucher activities by country – 2009 – 2013

RB	CO*	Project No*	Project Type*	Project Title**	Transfer-based activity**					Total Project Aggregate (Cash + Vouchers) Transfers (USD) 2008-2016 *	
					GFD	FFA	SF	NUT	HIV/TB	Approved Transfers	Actual Expenditures
OMB	Afghanistan	200366	EMOP	Relief Food Assistance for Drought-affected Populations in Northern Afghanistan		FFW				7,578,540	4,299,804
	Afghanistan	200447	PRRO	Assistance to Address Food Insecurity and Undernutrition	X	CFW+CFT				31,716,000	-
	Bangladesh	200243	DEV	Country Programme		CFT+CFT				17,254,575	8,097,109
	Cambodia	200202	DEV	Country Programme	X	Cash Scholarship				4,036,872	751,111
	Cambodia	200373	EMOP	Relief and Early Recovery Food Assistance to Flood-affected Households in Cambodia	X					699,930	504,747
	Laos	200242	DEV	Country Programme		CFW				1,197,433	-
	Myanmar	200299	PRRO	Supporting Transition by Reducing Food Insecurity and Undernutrition among the Most Vulnerable		CFW+CFT				2,700,000	135,279
	Nepal	200152	PRRO	Assistance to Food-insecure Populations in the Mid- and Far-West Hill and Mountain Regions		CFW				19,131,418	7,485,714
	Nepal	200319	DEV	Country Programme		CFW+CFT				14,379,733	-
	Pakistan	200145	PRRO	Food Assistance for Household Food Security and Social Stability		CFW+CFT				14,270,826	2,540,296
	Pakistan	200177	EMOP	Emergency food assistance to families affected by monsoon floods in Pakistan	X****	CFW****				34,976,672	13,831,962
	Pakistan	200250	PRRO	Enhancing Food and Nutrition Security and Rebuilding Social Cohesion	X	CFW				47,366,192	5,827,488
	Philippines	200131	PRRO	Assistance to IDPs, Returnees and other Food-insecure Households in Conflict-affected Areas of Central Mindanao						3,400,000	470,808
	Philippines	200296	PRRO	Support for Returnees and other Conflict-Affected Households in Central Mindanao, and National Capacity Development in Disaster Preparedness and Response		CFT				4,000,000	1,345,948
	Sri Lanka	200143	PRRO	Supporting Early Recovery in Former Conflict affected Areas	X					1,678,280	506,296
	Sri Lanka	200452	PRRO	Supporting Relief and Recovery in Former Conflict-Affected Areas	X	CFW+CFT				5,734,976	530,572
Regional Sub-totals	No. of Countries = 9	No. of Projects = 16	PRRO = 9 EMOP = 3 DEV = 4								

OMC	Egypt	200238	DEV	Country Programme	Conflicting information: text (Com 3) & Table 2 (Com 2, 4)				7,592,089	-
	Egypt	200433	EMOP	Food Assistance to Vulnerable Syrian Populations in Jordan, Lebanon, Iraq and Turkey affected by the events in Syria	X****				26,120,000	6,690,479
	Iraq	200035	PRRO	Support for vulnerable groups		CFW****			8,958,907	6,758,309
	Iraq	200433	EMOP	Food Assistance to Vulnerable Syrian Populations in Jordan, Lebanon, Iraq and Turkey affected by the events in Syria	X****				69,204,900	11,579,648
	Jordan	200433	EMOP	Food Assistance to Vulnerable Syrian Populations in Jordan, Lebanon, Iraq and Turkey affected by the events in Syria	X****				365,752,160	62,506,015
	Jordan	200537	PRRO	Assistance to food-insecure and vulnerable Jordanians affected by the protracted economic crisis aggravated by the Syrian conflict	X	CFW+CFT			11,440,678	-
	Kyrgyzstan	200036	PRRO	Support to Food Insecure Households		CFW****			531,000	-
	Lebanon	200426	EMOP	Emergency Food Assistance to Syrian Refugees in Lebanon	X				203,641	203,639
	Lebanon	200433	EMOP	Food Assistance to Vulnerable Syrian Populations in Jordan, Lebanon, Iraq and Turkey affected by the events in Syria	X****				406,305,724	93,464,081
	Libya	200257	EMOP	Food assistance to vulnerable populations affected by conflict	X****				7,657,259	2,106,249
	Palestine	200037	PRRO	Targeted Food Assistance to Support Destitute and Marginalized Groups and Enhance Livelihoods in the West Bank	X	CFW			45,511,062	23,903,123
	Palestine	200298	EMOP	Emergency food assistance to the non-refugee population in the Gaza Strip	X				12,872,333	9,921,454
	Sudan	200027	EMOP	Food assistance to populations affected by conflict	X				5,957,642	3,145,353
	Sudan	200151	EMOP	Food Assistance to Vulnerable Populations Affected by Conflict and Natural Disasters	X	CFW			19,210,451	12,637,046
	Sudan	200312	EMOP	Food Assistance to Vulnerable Populations Affected by Conflict and Natural Disasters	X				26,778,354	19,918,061
	Sudan	200457	EMOP	Food Assistance to Vulnerable Populations Affected by Conflict and Natural Disasters	X	CFW			30,249,450	11,527,994
	Syria	200040	EMOP	Assistance to Iraqi Refugees in Syria	X				23,244,732	19,666,649
	Syria	200339	EMOP	Emergency Food Assistance to People Affected by Unrest in Syria	X****				10,800,000	-
	Tajikistan	200122	PRRO	Restoring Sustainable Livelihoods for Food-Insecure People					136,500	149,790
Tunisia	200307	PRRO	Assistance to Disadvantaged Rural Communities Affected by Food Insecurity		CFW+CFT			11,620,300	658,039	
Turkey	200433	EMOP	Food Assistance to Vulnerable Syrian Populations in Jordan, Lebanon, Iraq and Turkey affected by the events in Syria	X****				117,090,000	35,069,407	
Yemen	200044	PRRO	Food Assistance to Somali Refugees in Yemen		CFT			200,000	-	
Yemen	200451	EMOP	Emergency Food and Nutrition Support to Food-Insecure and Conflict-Affected People							
Regional Sub-totals	Number of Countries = 13	No. of Projects = 19	PRRO = 7 EMOP = 11 DEV = 1							

OMN	Burundi	200119	DEV	Country Programme		CFW				324,972	-
	Burundi	200164	PRRO	Assistance to Refugees, Returnees and Vulnerable food-insecure populations	X					3,032,777	2,454,414
	Djibouti	200293	PRRO	Assistance to Vulnerable Groups Including Refugees	X					3,704,861	1,868,450
	Ethiopia	200253	DEV	Country Programme					X****	17,952,315	8,266,326
	Ethiopia	200290	PRRO	Responding to Humanitarian Crises and Enhancing Resilience to Food Insecurity	X					45,828,035	6,519,151
	Ethiopia	200365	PRRO	Food Assistance for Somali, Eritrean and Sudanese Refugees	X						526,500
	Kenya	106680	DEV	Country Programme				X**** School meal commodities purchas		487,500	332,122
	Kenya	200174	PRRO	Food Assistance to Refugees	X					1,286,200	168,901
	Kenya	200294	PRRO	Protecting and Rebuilding Livelihoods in Arid and Semi-Arid Areas	X	CFW				76,162,286	19,156,884
	Somalia	200281	EMOP	Tackling Hunger and Food Insecurity in Somalia	X****					5,000,000	920,961
	Somalia	200443	PRRO	Strengthening Food and Nutrition Security and Enhancing Resilience	X	X				42,115,272	1,204,726
	South Sudan	200338	EMOP	Food Assistance for Food-Insecure and Conflict-Affected Populations in South Sudan			CFW*****			14,116,469	161,140
	Uganda	108070	DEV	Country Programme	X	CFW+CFT	Cash awards			5,641,272	1,118,852
	Uganda	200429	PRRO	Stabilizing Food Consumption and Reducing Acute Malnutrition among Refugees And Extremely Vulnerable Households	X					3,390,912	-
Regional Sub-totals	Number of Countries = 7	No. of Projects = 14	PRRO = 8 EMOP = 2 DEV = 4								

OMP	Colombia	200148	PRRO	Integrated Approach to Address Food Insecurity among Highly Vulnerable Households Affected by Displacement and		Support to blanket supplementary feeding fo			1,905,181	-
	Ecuador	200275	PRRO	Assistance to Refugees and Persons Affected by the Conflict in Colombia	X				2,969,364	1,127,869
	Haiti	108440	PRRO	Food Assistance for vulnerable Groups exposed to recurrent shocks		CFW****			49,497,408	5,757,307
	Haiti	200110	EMOP	Food Assistance to Earthquake Affected Population in Haiti		CFW****			61,727,400	31,101,003
Regional Sub-totals	Number of Countries = 3	Number of Projects = 4	PRRO = 3 EMOP = 1 DEV = 0							
OMJ	Congo (Brazzav)	200211	DEV	Safety Net Programme		Support to regular school and Child He			3,191,840	993,310
	Dem. Rep. Congo	200167	PRRO	Targeted Food Assistance to Victims of Armed Conflict and other Vulnerable Groups	X****	CFW+CFT****			35,311,949	12,094,567
	Dem. Rep. Congo	200480	EMOP	Emergency Support to Internally Displaced Populations in Eastern Democratic Republic of Congo	X				9,448,650	2,182,702
	Dem. Rep. Congo	200540	PRRO	Targeted Food Assistance to Victims of Armed Conflict and other Vulnerable Groups		CFW			38,183,009	1,790,920
	Lesotho	200499	EMOP	Assistance in Response to Crop Failure in Lesotho		CFW			6,732,143	2,758,151
	Madagascar	200065	PRRO	Response to Recurrent Natural Disasters and Seasonal Food Insecurity in Madagascar		CFW****			565,622	26,664
	Malawi	200608	EMOP	Targeted Relief Food Assistance to Vulnerable Population Affected by Natural Disasters	X				13,760,345	-
	Mozambique	200286	DEV	Country Programme	X	CFW	Support to orphans and vulnerable c		9,898,182	1,318,692
	Tanzania	200200	DEV	Country Programme		CFW	Support to MCHN programme		132,000	105,773
	Zambia	200157	DEV	Country Programme			MCHN centres: voucher /TB treatment		2,880,000	-
	Zimbabwe	200162	PRRO	Assistance for Food-Insecure Vulnerable Groups	X	CFW			27,390,000	14,406,679
	Zimbabwe	200453	PRRO	Responding to Humanitarian Needs and Strengthening Resilience to Food Insecurity	X	CFW	Support for food-insecure households hos		31,540,000	1,584,300
Regional Sub-totals	No. of Countries = 9	No. of Projects = 12	PRRO =5 EMOP = 3 DEV = 4							

TOTAL	No. of Countries = 52	No. of Projects = 89	PRRO = 41 EMOP = 31 DEV = 17							
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Source

* Cash for Change Unit (as of 7th September 2013)

** Project Document

*** Standard Project Revision 2011 – 2012

**** Information from Budget Revision used instead of Project Document

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Annex 2: Evaluation Matrix

2008 Cash and Voucher Policy Evaluation		Approach: Utilization Focused Mixed-Methods Policy Evaluation								
Questions	Sub-Questions	OECD-DAC Criteria	Analytic Focus	Indicators	Question Type:	Benchmark / Standard	Data Sampling	Data Source (primary / secondary)	Data Collection Instruments	Data Analysis
B. What were the intended and unintended results of the policy?	B1b. What does the evidence show regarding effectiveness of achieving intended outcomes of the policy for beneficiaries?	Effectiveness / Impact	C&V beneficiaries	<ul style="list-style-type: none"> - % of C&V project outputs and outcomes achieved - Evidence reported on effects related to empowerment, decision-making authority, coping strategies and livelihoods 	Descriptive	<p>Output and Outcome achievement meets stated Project Document targets (as available), contingent on resource levels/context.</p> <p>Factors and effects anticipated by policy, as stated in CO Strategies and Project Documents, fully measured and reported. Where available, results demonstrate positive impact.</p>	<ul style="list-style-type: none"> - 8 case studies (in-depth) with associate RBs - All COs (broad survey) 	<ul style="list-style-type: none"> WFP RB and CO staff, local leaders, partners, beneficiaries SPRs, PDM data, CO reports and evaluations 	<ul style="list-style-type: none"> KI interviews, beneficiary focus groups, CO survey Document review 	Cross-case analysis with examples of good practice from case studies, summarized findings from disaggregated survey data (potentially by activity, transfer model, average value of transfer, urban/rural).
	B1c. What evidence exists of the positive and negative implications for beneficiaries receiving C&V assistance, foreseen and unforeseen by the policy?	Effectiveness / Impact	C&V beneficiaries	<ul style="list-style-type: none"> - Frequency and significance of positive / negative implications linked to gender of C&V assistance for beneficiaries - Frequency and significance of positive / negative implications linked to protection risks of C&V assistance for beneficiaries - Evidence of other implications reported 	Descriptive	<p>Factors, risks and assumptions related to gender, protection and other implications for beneficiaries stated in CO strategies and Project documents are measured / evaluated and reported.</p> <p>Evidence of positive implications significantly outweighs negative implications.</p>	<ul style="list-style-type: none"> - 8 case studies (in-depth) with associate RBs - All COs (broad survey) 	<ul style="list-style-type: none"> WFP RB and CO staff, local leaders, partners, beneficiaries SPRs, PDM data, CO reports and evaluations 	<ul style="list-style-type: none"> KI interviews, beneficiary focus groups, CO survey Document review 	Cross-case analysis with examples of good practice from case studies, summarized findings from disaggregated survey data (potentially by activity, transfer model, urban/rural).
	B1d. To what extent have WFP monitoring, evaluation and reporting systems captured information on effectiveness?	Effectiveness / Impact	C&V beneficiaries	<ul style="list-style-type: none"> - % of outputs and outcomes related to effectiveness stated in policy that are monitored, reported on and evaluated in case study projects and global systems 	Descriptive	100% of policy outputs and outcomes related to effectiveness monitored, reported on and evaluated	<ul style="list-style-type: none"> - HQ & RB C&V focal pts, leadership - 8 case studies (in-depth) 	<ul style="list-style-type: none"> WFP HQ, RB and CO staff, partners SPRs, PDM data, CO reports and evaluations 	<ul style="list-style-type: none"> KI interviews Document review 	Cross-case analysis with examples of good practice from case studies, synthesized narrative analysis of HQ level data.
	B1e. Did WFP build sufficient organizational capacity (financial management, technical capacity, M&E systems, information technology, human resources) to manage C&V assistance?	Sustainability	WFP Org Capacity	<ul style="list-style-type: none"> - # of staff trained or specifically recruited for C&V in each key WFP function in case study COs - Reported utility of training compared to knowledge required to fulfill C&V functions - Documented, observed and reported adequacy of human resource, logistic, procurement, financial, IT and M&E systems compared with recollection of same in 2008 	Normative	<p>Minimal evidence of delayed or failed C&V projects due to insufficient organizational capacity.</p> <p>Clear evidence of sufficient organizational capacity.</p>	<ul style="list-style-type: none"> - HQ & RB C&V focal pts, leadership - 8 case studies (in-depth) - All COs (broad survey) 	<ul style="list-style-type: none"> WFP HQ, RB and CO staff Training records, guidance and directives 	<ul style="list-style-type: none"> KI interviews, observation, CO survey Document review 	Cross-case analysis with examples of good practice from case studies, summarized findings from disaggregated survey data (potentially by size of C&V portfolio, transfer model), synthesized narrative analysis of HQ and RB level data.

2008 Cash and Voucher Policy Evaluation		Approach: Utilization Focused Mixed-Methods Policy Evaluation								
Questions	Sub-Questions	OECD-DAC Criteria	Analytic Focus	Indicators	Question Type:	Benchmark / Standard	Data Sampling	Data Source (primary / secondary)	Data Collection Instruments	Data Analysis
	B1f. Did WFP enhance and build sufficient partnerships for implementation of the C&V policy?	Sustainability	Partners	<ul style="list-style-type: none"> - # of in-kind cooperating partners working with WFP on C&V - # of new cooperating partners working with WFP on C&V - # of FSPs and other partnerships formed to implement C&V 	Normative	<p>No evidence of C&V projects being delayed or failing due to insufficient implementing partners.</p> <p>Evidence of healthy partnerships with CPs, FSPs and national governments.</p>	<ul style="list-style-type: none"> - HQ C&V focal pts, leadership - 8 case studies (in-depth) - All COs (broad survey) 	<p>WFP HQ and CO staff, partner staff</p> <p>Project documents, purchase orders, MoUs, FLAs</p>	<p>KI interviews, CO survey</p> <p>Document review</p>	<p>Cross-case analysis with examples of good practice from case studies, summarized findings from disaggregated survey data (potentially by size of C&V portfolio, activity, transfer model, average value of transfer, urban/rural), synthesized narrative analysis of global level data.</p>
	B2. How <i>efficient</i> was WFP in achieving these results?									
B. What were the intended and unintended results of the policy?	B2a. To what extent have the guidance and business processes established to implement the policy provided the basis for operationally efficient food assistance programmes?	Efficiency	WFP Processes	<ul style="list-style-type: none"> - Reported changes in length of time from assessment to project implementation for projects approved before and after issuance of guidance and business processes - % of projects started that are fully implemented with no delays or reduction in transfers - Frequency and significance of reported costs, efficiencies or inefficiencies related to guidance and business processes 	Descriptive	<p>Reduced time from initial assessment to project implementation (measured by first distribution).</p> <p>Most projects fully implemented with no delays or reduction in planned transfers.</p> <p>Guidance and business processes reported as supporting, rather than inhibiting, operational efficiency.</p>	<ul style="list-style-type: none"> - 8 case studies (in-depth) - All COs (broad survey) 	<p>WFP CO staff, partners</p> <p>PRC records, project documentation</p>	<p>KI interviews, CO survey</p> <p>Document review</p>	<p>Cross-case analysis with examples of good practice from case studies, summarized findings from disaggregated survey data (potentially by size of C&V portfolio, transfer model).</p>
	B2b. What has WFP measured and learned about the intended outcomes of the policy regarding cost efficiency of WFP C&V transfer options compared to in-kind food assistance?	Efficiency	C&V Program	<ul style="list-style-type: none"> - % of case study projects with ex-ante cost efficiency analysis - % of PDM, SPRs, evaluations and other reports that measure ex-post cost efficiency for case study projects - Evidence of cost efficiency and factors that influence it in case study project documentation and evaluations 	Descriptive	<p>Significant evidence of ex-ante and ex-post cost efficiency analysis for C&V projects</p>	<ul style="list-style-type: none"> - 8 case studies (in-depth) - All COs (broad survey) 	<p>WFP CO staff</p> <p>Project documentation, CO evaluations</p>	<p>KI interviews, CO survey</p> <p>Document review</p>	<p>Cross-case analysis with examples of good practice from case studies, summarized findings from disaggregated survey data (potentially by size of C&V portfolio, activity, transfer model, urban/rural).</p>

2008 Cash and Voucher Policy Evaluation		Approach: Utilization Focused Mixed-Methods Policy Evaluation								
Questions	Sub-Questions	OECD-DAC Criteria	Analytic Focus	Indicators	Question Type:	Benchmark / Standard	Data Sampling	Data Source (primary / secondary)	Data Collection Instruments	Data Analysis
	B2c. To what extent is there evidence of reduced transaction costs for beneficiaries of WFP C&V programmes?	Efficiency	C&V beneficiaries	- % of PDM, SPRs, evaluations and other reports that measure effects on beneficiary transaction costs in case study projects - Evidence of reduced transaction costs in case study project reports	Descriptive	Significant evidence of transaction cost effect analysis	- 8 case studies (in-depth) - All COs (broad survey)	WFP CO staff, partners, beneficiaries Project documentation, CO evaluations	KI interviews, CO survey Document review	Cross-case analysis with examples of good practice from case studies, summarized findings from disaggregated survey data (potentially by activity, transfer model, average value of transfer, urban/rural).
	B2d. To what extent has the C&V policy facilitated or hindered WFP's timeliness and/or flexibility in delivering food assistance?	Efficiency	C&V Program	- % of projects completing cross-functional transfer modality selection analysis - Length of time from needs assessment to project implementation for cash and vouchers vs. in-kind food in case studies - Evidence of beneficiary preference for C&V over in-kind assistance	Descriptive	Evidence of complete modality selection analysis, timely implementation, and ongoing reassessment Evidence of more appropriate interventions based on context, needs and beneficiary preferences	- HQ & RB C&V focal pts, leadership - 8 case studies (in-depth) - All COs (broad survey)	WFP HQ, RB and CO staff, partners Project documentation, CO evaluations	KI interviews, CO survey Document review	Cross-case analysis with examples of good practice from case studies, summarized findings from disaggregated survey data (potentially by size of C&V portfolio, activity, transfer model, urban/rural).
	C1. How did <i>organizational capacity</i> factors, including financial management, organizational leadership, human resources, infrastructure, knowledge & learning systems, etc. influence implementation of the policy?	Sustainability	WFP Org Capacity	- Frequency and significance of influential strengths and weaknesses noted regarding organizational capacity	Descriptive	Greater strengths than weaknesses in organizational capacity factors	- HQ C&V focal pts, leadership - 8 case studies (in-depth) - All COs (broad survey)	WFP HQ, RB and CO staff, partners Project documentation, CO evaluations	KI interviews, CO survey Document review	Cross-case analysis with examples of good practice from case studies, summarized findings from disaggregated survey data (potentially by size of C&V portfolio), synthesized narrative analysis of HQ and RB level data.

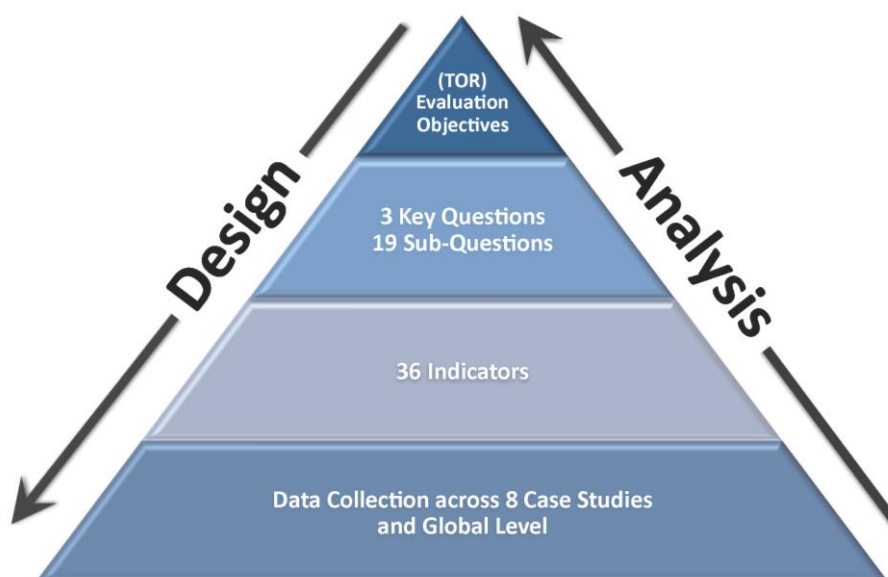
2008 Cash and Voucher Policy Evaluation		Approach: Utilization Focused Mixed-Methods Policy Evaluation								
Questions	Sub-Questions	OECD-DAC Criteria	Analytic Focus	Indicators	Question Type:	Benchmark / Standard	Data Sampling	Data Source (primary / secondary)	Data Collection Instruments	Data Analysis
C. What were the factors affecting implementation and results of the policy?	C2. To what extent did organizational <i>business processes and guidance</i> align in support of implementing the policy?	Effectiveness / Efficiency	WFP Org Capacity	- % of key organizational units that cite clarity on business process requirements for C&V programmes - Frequency and significance of business process and guidance gaps or bottlenecks noted	Descriptive	Full understanding of C&V business process and guidance and minimal related gaps / bottlenecks	- HQ C&V focal pts, leadership - 8 case studies (in-depth) - All COs (broad survey)	WFP HQ, RB and CO staff Project documentation, CO evaluations	KI interviews, CO survey Document review	Cross-case analysis with examples of good practice from case studies, summarized findings from disaggregated survey data (potentially by size of C&V portfolio), synthesized narrative analysis of HQ and RB level data.
	C3. How was policy implementation positively or negatively effected by <i>organizational motivation</i> factors, including organizational culture, organizational history, incentive and rewards, etc.?	Effectiveness / Efficiency	WFP Org Structure / Culture	- Frequency and significance of reported organizational motivation factors with positive/negative influence.	Descriptive	Greater positive than negative effects due to organizational motivation factors	- HQ C&V focal pts, leadership - 8 case studies (in-depth) - All COs (broad survey)	WFP HQ, RB and CO staff Project documentation, CO evaluations	KI interviews, CO survey Document review	Cross-case analysis with examples of good practice from case studies, summarized findings from disaggregated survey data (potentially by size of C&V portfolio), synthesized narrative analysis of HQ and RB level data.
	C4. How did the <i>enabling environment</i> , including funding levels, operational contexts, etc., positively or negatively effect policy implementation?	Sustainability	External Environment	- % growth in C&V programme funding - % of programmes planned vs. implemented - Reported frequency of various external factors with positive/negative influence	Descriptive	External factors enable significantly more than they limit implementation of the policy	- HQ C&V focal pts, leadership - 8 case studies (in-depth) - All COs (broad survey)	WFP HQ, RB and CO staff, partners Project documentation, CO evaluations	KI interviews, CO survey Document review	Cross-case analysis with examples of good practice from case studies, summarized findings from disaggregated survey data (potentially by size of C&V portfolio, activity, transfer model), synthesized narrative analysis of HQ and RB level data.

Annex 3: Methodology

1. The methodology for the evaluation is rooted in the objectives, criteria and sub-questions outlined in the ToR developed by the WFP Office of Evaluation. The inception phase of this evaluation included refinement of the evaluation sub-questions, development of a theory of change, an analysis of data availability, and selection of the countries for case study.

2. Data was collected at both a global and country level, emphasizing eight case study countries, four of which were visited respectively by two members of the evaluation team and four of which were studied through desk review. Selection of these case study countries was completed in partnership with the Office of Evaluation to maximize the diversity and relevance of the cases within the parameters of the schedules of the WFP country offices.

Figure 1: Evaluation design and analysis



The data collected was maintained within the ethical parameters of anonymity and confidentiality. The evaluation team used a variety of data collection tools and approaches to maximize usefulness and facilitate triangulation, including:

- in-person and remote key informant interviews with respondents from country case studies, Headquarters and Regional Bureaus,
- focus group discussions with WFP staff, beneficiaries and partners,
- a global online survey of WFP country offices, and
- desk research and review.

3. Data collection tools were translated into French to accommodate Francophone countries.

4. The evaluation focused on 3 key questions and 19 sub-questions related to WFP's C&V policy, which was further operationalized into 32 indicators to guide the data collection. Notes from interviews and focus groups were consolidated into Excel based data workbooks at the sub-question level and cross-checked by other team members to ensure the rigor of the process and reliability of the data. The quantitative survey data was exported and analyzed by two team members and the qualitative survey data was analyzed by three members to maximize the validity of the analysis.

5. After the initial data analysis, the evaluation team conducted a four day analysis meeting to triangulate qualitative and quantitative findings, conduct cross-case analysis, and identify high-level themes, culminating in a draft of descriptive finding statements and justifications for each sub-question. These draft findings were presented to key stakeholders during an analysis workshop at the WFP offices in Rome on July 28, and the feedback provided important clarification of the findings and recommendations.

Design

6. The broad goal of this policy evaluation was to determine the quality, results and influencing factors surrounding WFP's C&V policy to inform the policy for the next five years. The WFP Evaluation Office developed the terms of reference (ToR), which specified the goal and the associated questions and sub-questions.

7. Neither the policy nor related directives or clarifying documentation included a programme theory or logical results framework to use for informing the evaluation. Therefore, the evaluation team developed a high-level theory of change for use in designing the evaluation (see Annex 5).

8. The first step in the design process involved refining the sub-questions provided within the ToR and developing an evaluation matrix to provide 'line of sight' between the primary evaluation questions, sub-questions, indicators and data. Within this process, a list of 36 indicators was developed – specific questions or measures that operationalized the more general sub-questions. These indicators were compiled into an integrated series of tools, including internal and external interview and focus group protocols and English and French internet surveys.

9. Along with the data collection tools, associated scales and rubrics were also developed to provide evaluative consistency between both case studies and individual team members. Finally, a case study workbook was developed in Excel to provide a unified and consistent tool for recording summary notes and evaluative scores for each interview, focus group, and the desk review data. As appropriate for the overall goals of the evaluation, the data collection plan and instruments were designed for gathering indicative – not causal – data. While the primary reference for the evaluation design was the ToR and input from the WFP Evaluation Office, the evaluation followed the general principles of “utilization-focused evaluation”⁸.

10. The design phase also included selection of the country cases based on an analysis of the C&V program data provided by the Cash for Change unit and OEV. The purposeful selection of case country studies was focused on maximizing the diversity

⁸ Patton, M. Q. (2008). Utilization-focused evaluation. Sage.

and relevance of the cases – within the broader parameters of avoiding ‘evaluation fatigue’ of specific country offices as informed by guidance from regional offices. The primary criteria for the eight countries which were ultimately selected is presented in table 1 below:

Table 1: Case Study Selection

Country	Type	RB	CO Size	C&V	Diversity	Considerations
Burkina Faso	Visit	OMD	Medium	Cash	High	Early adopter; integration with national social system
Jordan/Lebanon	Visit	OMC	Large	Voucher	High	Very large C&V program; hub of Syria response
Zimbabwe	Visit	OMJ	Large	Both	High	Highly diverse program with both cash and vouchers and rural and urban
Pakistan	Visit	OMB	Large	Both	Medium	C&V program predated policy and is used within DRR efforts
Sri Lanka	Desk Study	OMB	Small	Both	High	Early adopter; small CO, highly diverse C&V program in different context
Niger	Desk Study	OMD	Large	Both	High	Longstanding C&V program; access to IFPRI data
Ethiopia	Desk Study	OMN	Large	Both	High	Longstanding C&V program; access to extensive data
Ecuador	Desk Study	OMP	Small	Voucher	Medium	Most diverse C&V program within Latin America; access to IFPRI data

Data

11. Overall, the evaluation collected primary data from at least 266 people, including 161 case study participants, 24 global and 6 regional level participants, representatives from 6 comparator organizations, and 69 country office representatives completing the web-based survey. It should be noted that the survey methodology requested that one individual compile responses from appropriate leaders throughout the country office, such that the total number of individuals providing a contribution to the survey is likely substantially higher than the 69 that took responsibility to submit it.

12. The evaluation also collected secondary data from WFP original-source documents and datasets, WFP published documents, and published reports. The evaluation also reviewed publications and unpublished reports from partners and peers of WFP, primarily from NGO partners, national Governments, civil society and service providers.

Table 2: Case Study Key Informant Participants

Case / CO	RB	Form	KIs
Burkina Faso	OMD	Visit	22
Ecuador	OMP	Desk	4
Ethiopia	OMN	Desk	2
Lebanon	OMC	Visit	33
Niger	OMD	Desk	3
Pakistan	OMB	Visit	42
Sri Lanka	OMB	Desk	18
Zimbabwe	OMJ	Visit	37

Table 3: Survey Participants

RB	COs	Response	Rate
OMB	13	13	100%
OMC	15	14	93%
OMD	18	14	78%
OMN	8	7	88%
OMJ	10	10	100%
OMP	11	11	100%
Total	75	69	92%

13. As shown in Table 3 above, there was a 100 percent response rate for the surveys in three regions and an overall average of 92 percent response rate. We attribute this remarkably high response rate to the excellent support provided by the C&V focal points and their colleagues at each of the regional offices.

Limitations

14. As with any evaluation, the specific parameters related to scope, timing, resources and data availability unavoidably create limitations. While the evaluation team does not consider any of the limitations to pose serious threats to the overall validity of the findings, the evaluation should be understood within the context of the following:

- a. The overall timeframe between the inception phase and completion of the first draft of the evaluation was five months, and the schedule constraints were further amplified by milestones related to each phase. These realities impacted both the case selection and involvement of individual key informants, and the results of the evaluation provide strong evidence of performance and influencing factors – not conclusive statements of causal impact.
- b. The need to direct data collection and analysis to questions related to the global C&V policy precluded analysis of specific C&V program performance.
- c. Country case studies were purposely selected to maximize diversity and relevance and the web-based survey was sent to all country offices. While this sampling approach was appropriate for this evaluation, it precludes statistical representation within confidence intervals.
- d. While the evaluation gathered as much external data (i.e. IFPRI studies, interviews with leaders of comparator organizations) the primary data informing the evaluation was provided by WFP staff and is subject to the limitations of WFP reporting mechanisms. For example, an overview of C&V operations was provided by both the Cash for Change unit and OEV, but these differed in various details, and further differed with a similar overview compiled by the Boston Consulting Group. These differences emphasize an overall limitation of this evaluation also noted in the TOR: the lack of a centralized, comprehensive and authoritative source of data.

- e. The data provided was further limited by variation in record keeping between countries, as much of the monitoring and evaluation data collected is not systematized and consolidated at a global or country level and is difficult to trace due to staff turnover.
- f. Interviews and focus groups were largely scheduled by WFP country offices within the protocols developed during the inception phase. The one-week schedule for country visits precluded most direct observation of C&V activities, and precluded independent confirmation of findings originating from interviews.
- g. Elapsed time between some C&V programmes and the evaluation meant that detailed feedback by some key informants was limited.
- h. Interviews for the desk study countries were carried out by phone, rather than in person, which may have limited candour or detail in the information provided.

Analysis

15. In order to maximize the usefulness of the findings, one element of the evaluation structure was refined during the analysis phase: the very broad ‘what were the intended and unintended results of the policy’ question was divided into two – one addressing the results related to effectiveness and one related to efficiency. The evaluation matrix and associated scales and rubrics within the evaluation data workbook provided the needed guidance to consolidate extensive volumes of qualitative data into a form for triangulation with data from other sources and cases. Additionally, this tool focused the analysis within the four primary evaluation questions. The final findings are, therefore, organized within the primary evaluation questions and address the associated sub-questions as relevant and appropriate for the higher-order question.

16. The first step of the analysis process was at the case study level, whereby each member of the case study team recorded their notes and entered evaluative scores on specific data points using the rubric scales developed in the inception phase. These individual scores were reviewed, discussed and revised as necessary by other members of the case study team. These then formed the foundation of data and findings for higher-level analysis.

17. During the global analysis meeting, the case study teams met together to triangulate the qualitative and quantitative data, including assigning evaluative scores using the rubric. Each case study team presented a summary of their case study findings and overall evaluative scores to the full team during the analysis meeting. These presentations sparked extensive discussions which ensured intra-team scoring consistency, added additional rigor to the methodology by providing extensive peer review of the data, and helped identify overall global findings.

18. The reporting phase was directed toward effective communication of the findings and maximizing the usefulness of the process for the primary stakeholders identified during the inception phase of the evaluation. The initial presentation of findings in Rome on June 28 was the primary catalyst for this effort, as the feedback helped

identify areas to condense and/or elaborate. A meeting with the OEV following the presentation confirmed that the primary organization for the findings should be the 4 primary evaluation questions, not the sub-questions.

Annex 4: Definitions

Term	Definition	Agency
Acquiring infrastructure	Infrastructure that can read and authenticate the card or password provided by the client requesting payment. This includes PoS, ATMs and mobile phones with merchant applications.	CaLP
Alpha value	Comparison of the overall cost for WFP and its donors to deliver food to beneficiaries with the local market value of the same type of commodity.	WFP
Asymmetric information	When one party in a market transaction – supplier or consumer – knows more than the other. This can lead to a distortion in bargaining power in favour of the party with greater access to information.	CaLP
Active labour market programmes	Programs aimed at increasing the skills, employment, and long-run earning potential of participants through training, apprenticeships, job search assistance, subsidized job placements, and the like.	CaLP
Administrative costs	All the costs required to deliver the transfers (and, in some cases, other related services). These activities include the identification of target population receiving and processing applications, dealing with appeals, processing payments, undertaking monitoring and evaluation, and exercising oversight over how program resources are used.	CaLP
Asset	Any physical, financial, human or social item of economic value owned by an individual or corporation, especially that which could be converted to cash. Assets can be categorized as human, physical, natural, financial and social.	CaLP
Authentication	The process of verifying a person's identity, e.g. asking for a password or Personal Identity Number (PIN), payments card or ID book. Often involves combining something they have with something they know (e.g. card plus PIN).	CaLP
Base costs	Costs that are not affected by the choice of transfer modality, e.g. office set-up and administration costs.	WFP
Baseline data	Preliminary information collected before or at the beginning of the programme. Baseline levels of the parameters to be measured as indicators (as chosen in the log frame) should be included.	ACF
Behavioural change conditionality	Conditions on beneficiaries receiving assistance can be targeted at changing behaviour (e.g. following health advice, attending nutritional education classes or sending children to school.). Most often such cash or voucher transfers are used in combination with in-kind assistance (also called direct food assistance) in post-emergency recovery and development programming.	WFP
Biometric authentication	Technologies that measure and analyse human physical and / or behavioural characteristics for authentication purposes e.g. fingerprint, voice print, iris recognition.	CaLP

Term	Definition	Agency
Cash account	Cash distributed through accounts that beneficiaries have opened in a selected bank, money transfer, or other financial institution.	WFP
Cash based interventions	The general aim of all cash based programmes is an immediate increase in the affected population's purchasing power, enabling it to cover basic needs (food and non-food) and/or invest in the recovery of livelihoods. Cash-based interventions are also likely to stimulate economic recovery, as local supply is involved (market intervention). Cash based interventions are useful tools that can be implemented across various technical sectors.	ACF
	Cash and voucher transfers.	ECHO
Cash for assets	Cash payments for taking part in projects to create community or public assets, such as irrigation systems, etc. This is a sub-set of Cash for Work relating to those work programs which create assets.	CaLP
Cash for work	Payment provided as a wage for work, usually in public or community work programmes. These may or may not result in the creation of public or community assets (e. irrigation works, or grass cutting respectively).	CaLP
Cash grant	Provision of money to targeted households/persons, given without any requirement to work. They can be given as emergency relief, for support to livelihood recovery or as a social safety net.	ACF
Cash transfers	The provision of money to beneficiaries (individuals or households). This may be either as emergency relief intended to meet their basic needs for food and non-food items or services, or to buy assets essential for the recovery of livelihoods.	CaLP
	The provision of money to individuals or households, either as emergency relief intended to meet their basic needs for food and non-food items, or services, or to buy assets essential for the recovery of their livelihoods.	ECHO
	Cash transfers are assistance to persons or households in the form of cash payments or bank transfers. Beneficiaries then meet their own food needs in the marketplace.	WFP
Cash transfer programming	The provision of money or vouchers to individuals or households, either as emergency relief to address basic needs or as recovery support to protect/re-establish economic productive activities. CTP can be used as part of preparedness, an emergency response or recovery.	DfID
Coherence	The consistency between humanitarian policies and security, developmental, trade, and with human rights.	ACF
Collusion	A secret agreement between individuals or organisations / companies / parties, in the public and/ or private sector, to conspire to commit actions aimed to deceive, exploit or gain unfair advantage over another party. In market situations is often associated with price fixing / lack of competition.	CaLP

Term	Definition	Agency
Combination (cash/commodity) vouchers	These combine the characteristics of cash and commodity vouchers.	DfID
Commodity voucher	These are exchanged for a fixed quantity and quality of specified goods or services at shops or markets participating in the scheme. Commodity vouchers are similar to in-kind aid except that in this case – assistance is accessed at local markets through traders	DfID
Competition	When a sufficient number of sellers compete with each other in a market to win customers, if no single trader dominates the market, then there will be competition (if a number of traders all agree to set the same price, this is not competition). When there is competition, no-one can determine the price of the good or service. It is the opposite of monopoly, and usually brings lower prices or better quality for consumers.	ACF
Conditionality	Conditionality refers to what beneficiaries are required to do to receive the transfer, and not to any conditions on how they subsequently use it.	DfID
Conditional cash transfer/grant	A cash grant where the recipient has to fulfil certain conditions, e.g. send children to school, plant seeds, build foundations for a house, demobilise.	ACF
	Where beneficiaries are required to fulfil a specific obligation or activity (such as attending school, building shelter, attending nutrition centres) to receive the transfer. Cash for Work (CfW) is an example of a conditional transfer.	DfID
	If the beneficiaries are required to fulfil a specific obligation or activity (such as attending school, planting seed, building shelter, demobilizing, etc.) to receive the transfer, then this is described as a conditional cash transfer. Examples include: Cash for Work (CFW) where payment is made for work on public or community works programmes, or payments made upon completion of certain pre-defined steps of shelter construction; Cash for Training where payment is made for attending training.	ECHO
	Receipt of the cash transfer is conditional upon the beneficiary providing a service of some kind (such as work); on using a service such as attending a school or health clinic; or spending the transfer on an agreed commodity or type of commodity, such a shelter or restarting a business	International Red Cross/Crescent Movement
	“Conditional” cash transfers impose a requirement on the beneficiary, or otherwise create a condition that must be fulfilled. Conditions determine how the cash will be earned or used. For example, cash in exchange for work, training, attending school, the purchase of linked to specific commodities or a change in behaviour (for example, changing behaviour that negatively affects education, health or nutrition).	NORAD
	A condition is attached as to how the money is spent, e.g. for reconstruction of a shelter or waiver of payment for school fees; or money is received after a condition is fulfilled, e.g. children enrolled at school (rare in humanitarian	UNHCR

Term	Definition	Agency
	settings). Cash for Work, where payment (cash or vouchers) is provided as a wage for work, usually in public or community programmes, is a form of conditional cash transfer.	
	A cash transfer conditional upon the beneficiary (a) providing a service of some kind (e.g. work); or (b) using a service e.g. attending a school or health clinic; or (c) spending the transfer on an agreed commodity or type of commodity. Conditions that may be attached to cash transfers can be categorised as (a) qualifying conditions, and (b) use conditions	CaLP
Conditional transfer	Conditional transfers impose requirements on beneficiaries such as participation in work, training or attending school.	WFP
Connectedness	This is a parallel concept to sustainability in strictly humanitarian actions, where thinking about sustainability may not be possible. It is the extent to which activities of a short-term emergency nature are carried out in a way that takes the longer-term into account.	ACF
Coping mechanism or coping strategy	When people's normal livelihood pattern is disrupted by some event, the ways in which they change their economic behaviour are called their 'coping mechanisms' (or coping strategies). These may include reducing non-essential expenditure, eating wild foods which they normally avoid, or adopting new ways of earning income, such as making charcoal or selling their labour. Coping mechanisms are not used every year, but are the adaptation to a specific problem. They do not have any long term negative impact: if behaviour does have long-term negative consequences, then people have failed to cope, and are adopting 'distress strategies' (q.v.).	ACF
Cost-efficiency	The strict monetary relationship between inputs and outputs of a programme, the cost of a transfer (input) and its value delivered to beneficiaries (output) without extending to programme outcomes or impact.	WFP
Cost-effectiveness	Combines efficiency and effectiveness: the most cost-effective action is the cheapest way to reach the set goals.	ACF
Cost-effectiveness	Measurement of the cost of achieving programme outcomes.	WFP
Coverage	The need to reach as many people as possible, wherever they are, who are facing life-threatening suffering.	ACF
Distress strategy (or 'survival strategy')	A distress, or survival, strategy is a way in which people adapt their economic behaviour in order to survive, but at the cost of long term negative impact themselves – usually because they have failed to cope. Examples would be selling one's last productive assets, cutting down on necessary expenditure such as health care, etc.	ACF
E-wallet	Software that resides on a smart card or mobile phone SIM card, and holds or can receive electronic cash and a digital signature.	CaLP
E-money	Also known as digital cash, this is currency that can only be exchanged electronically. An example of this in Zimbabwe is the TN Cashcard.	CaLP

Term	Definition	Agency
Economic security	A household or community is economically secure when conditions allow it to meet its essential economic needs in a sustainable way, without resorting to strategies which are damaging to livelihoods, security and dignity.	International Red Cross/Crescent Movement
Effectiveness	Effectiveness measures the extent to which an activity achieves its purpose, or whether this can be expected to happen on the basis of the outputs. Implicit within the criterion of effectiveness is timeliness.	ACF
Efficiency	Efficiency measures the outputs –qualitative and quantitative – achieved as a result of inputs.	ACF
Electronic voucher	E-vouchers carry information on the items and/or quantities they can be exchanged to. This information is stored on a barcode, a magnetic band or a microchip of a plastic card. In some cases electronic vouchers are provided through cell phones. To redeem electronic vouchers, beneficiaries have to use unique PIN codes provided individually. Electronic vouchers are issued to beneficiaries only once whereas their redemption value or quantity is credited remotely at predefined temporal intervals.	WFP
Embedded transaction	A good or service which is not paid for directly but is included or hidden within an exchange of another good or service which is paid for.	CaLP
Empowerment	Can be viewed as being on a continuum. At one end of the continuum being knowledge power and control over political decision-making and resources on an individual and collective level. Between, steps can be taken towards empowerment. However steps are taken backwards of the steps are not sustainable or if conditions (personal or external) change.	Literature ⁹
Evaluation	Evaluation is a process of judging the value of a project or programme's achievements, often comparing them to the planned activities and objectives. It should be done by comparing the situation after the intervention with the (hypothetical) situation that would have existed had the project not happened. In practice, people often compare the situation before the project with the one after the project, taking into account other external factors.	ACF

⁹ Berg, M. et al. *Examining Protection and gender in Cash and Voucher Transfers. Case studies of the World food Programme and United Nations High Commission for Refugees*. WFP. September 2013

Term	Definition	Agency
Error: exclusion and inclusion	Exclusion errors occur when people in the programme area who meet all the selection criteria of the programme are not included as beneficiaries. These errors can happen when: beneficiaries are not updated as new (and eligible) people move into the area or are born; people have not been informed properly about the programme; there is corruption by those compiling lists; mistakes in assessing people's situation. Inclusion error is when people who do not meet the criteria are nevertheless included as beneficiaries. These errors can come from: elite pressure on the selection process, and corruption; cheating; misunderstanding of the criteria; contradictory criteria.	ACF
Food security	A person, household or community, region or nation is food secure when all members at all times have physical, social and economic access to buy, produce obtain or consume sufficient, safe and nutritious food to meet their dietary needs and food preferences for a healthy and active life. There can be pockets of food insecurity almost anywhere – within countries, communities and families. Food insecurity may be caused by a variety of factors including reduction of food availability (e.g. loss of crops, food stocks, reduced food in markets), access to food (increased prices of food, reduced earnings, reduced sharing/gifts food) and food utilisation (problems in preparation, storage, hygiene, ill-health).	International Red Cross/Crescent Movement
Household coping strategy index (CSI)	The Coping Strategy Index (CSI) is a measure of how frequent and extreme the coping strategies that a household has to use are. High scores indicate that a household is having difficulty in coping, or is using 'distress' strategies, which have a long term negative impact. See annex 5 for details.	ACF
Household dietary diversity score (HDDS)	The household dietary diversity score (HDDS) is an indicator of the food security status of the household (wealthier people tend to have a more diversified diet). The HDDS considers the number of different food groups which have been consumed by the household over a given period of time (usually the previous day). Fewer than four food groups per day is often associated with high poverty and malnutrition rates, though poor household food security may not be the only reason for a low HDDS. Interpretation is always needed. For more details, please see annex 6.	ACF
Immediate cash	Cash made immediately available to beneficiaries via direct delivery (e.g. on working site) or via collection from an agent or bank counter. Beneficiaries are not required to open an account.	WFP
Income elasticity of demand	Measures the responsiveness of the quantity demanded of a good to a change in the income of the people demanding the good. Income elasticity is calculated as the ratio of the percentage change in quantity demanded to the percentage change in income.	CaLP
Inflation	An increase in prices (or an increase in the amount of money needed to purchase a specific item).	International Red Cross/Crescent Movement

Term	Definition	Agency
Integrated markets	Markets in which prices for comparable goods do not behave independently. If markets are well integrated, price changes in one location are consistently related to price changes in other locations and market agents are able to interact between different markets.	CaLP
Interconnected markets	A market system which, as well as being a market in its own right, is part of the supporting functions or rules of another market system.	CaLP
Know Your Customer	This usually refers to the information that the local regulator requires banks to collect about any potential new customer in order to discourage financial products being used for money laundering or other crimes. Some countries allow banks greater flexibility as to the source of this information, and some countries allow lower levels of information for accounts that they deem to be 'low risk'.	CaLP
Labour-based intervention	Where a benefit is paid as a wage for a work accomplished, usually in public or community work programmes (rehabilitation, reforestation, cleaning, road building, agriculture infrastructure). There may be an intended benefit for both the workers and the community (improvement or rehabilitation of services and/or infrastructure).	ACF
Lean period	Usual time of year when ability to access sufficient food is most difficult, e.g., for farmers before the harvest (during the rains) when the harvest from the previous year has been exhausted and prices of food are at their highest. For pastoralists before the main rains when access to pasture and water and hence health of livestock are most critical	International Red Cross/Crescent Movement
Livelihoods	A livelihood refers to the capabilities, assets and strategies that people use to make a living. That is, to achieve food and economic security through a variety of productive economic activities.	International Red Cross/Crescent Movement
Logical Framework Analysis (LFA)	A logical framework (also known as a Project Framework) is a tool for designing and managing development projects. It consists of a matrix to present in a concise and systematic way information about the logic of the project (how the activities will bring about the desired impact, and the key assumptions which the project has made). It also lays out how the project logic and its assumptions will be checked during the project. The log frame model is currently used by most donors and has become a key part of any proposal. See annex 4 for more details.	ACF
Magstripe card/magnetic stripe card	Mobile banking is the ability to access a bank account and conduct transactions using a mobile phone as the channel. Functionality varies from getting an account balance to paying bills or sending money to someone else who may or may not have a bank account.	CaLP
Market	A set of arrangements by which buyers and sellers are in contact to exchange goods or services; the interaction of demand and supply.	CaLP
Markets	Any formal or informal structure (not necessarily a physical place) in which buyers and sellers exchange goods, labour, or services for cash or other goods.	Oxfam / EMMA

Term	Definition	Agency
Market analysis	Research intended to understand how a market usually functions, how it has been impacted by a crisis and to identify the need for and most appropriate type support. Research can include information on supply and demand, price changes and income/salary data.	International Red Cross/Crescent Movement
Microcredit	Loan where the reimbursement of the total sum, including interest, is required over a given period of time.	UNHCR
Micro-finance	The provision of a broad range of financial services such as deposits, loans, payment services, money transfers, and insurance to poor and low-income households and, their microenterprises.	International Red Cross/Crescent Movement
Mobile banking	Mobile banking is the ability to access a bank account and conduct transactions using a mobile phone as the channel. Functionality varies from getting an account balance to paying bills or sending money to someone else who may or may not have a bank account.	CaLP
Mobile money	SMS code that can be cashed out in outlets, used for cash grants and vouchers. Requires network connection.	UNHCR
Mobile payments	Payments initiated from a mobile phone that need not necessarily involve a bank account. Typical usage entails the user electing to make a mobile payment, being connected to a server via the mobile device to perform authentication and authorisation, and subsequently being presented with confirmation of the completed transaction.	CaLP
Mobile voucher	SMS voucher code used at shops. Requires network connection.	UNHCR
Monitoring	Monitoring is the collection of regular information about the project during its life-time. Systematic information is gathered about project activities, to check they are happening according to the plans and the project objectives, and to see whether means (including budgets, staff) are being used in a correct and efficient manner. Broader monitoring should also be carried out to see how well the project is reaching its objectives and to test all the project assumption which were made in the LFA (see above). This information should be fed into decision making to improve project performance. It is also reported on to give feedback to donors, implementers, local Government and/or beneficiaries of the project.	ACF
Monopoly	A situation in which a single trader controls all (or nearly all of) the market for a given type of product or service, because of barriers which prevent other traders competing (e.g. high entry costs, governmental regulation or through coercion and/or corruption). A monopoly market usually favours the single trader: the supply, quality and price may not be optimal for those purchasing. Often a monopoly-like situation is created when there are only a few traders who decide to profit from the prices they can charge rather than compete with each other.	ACF

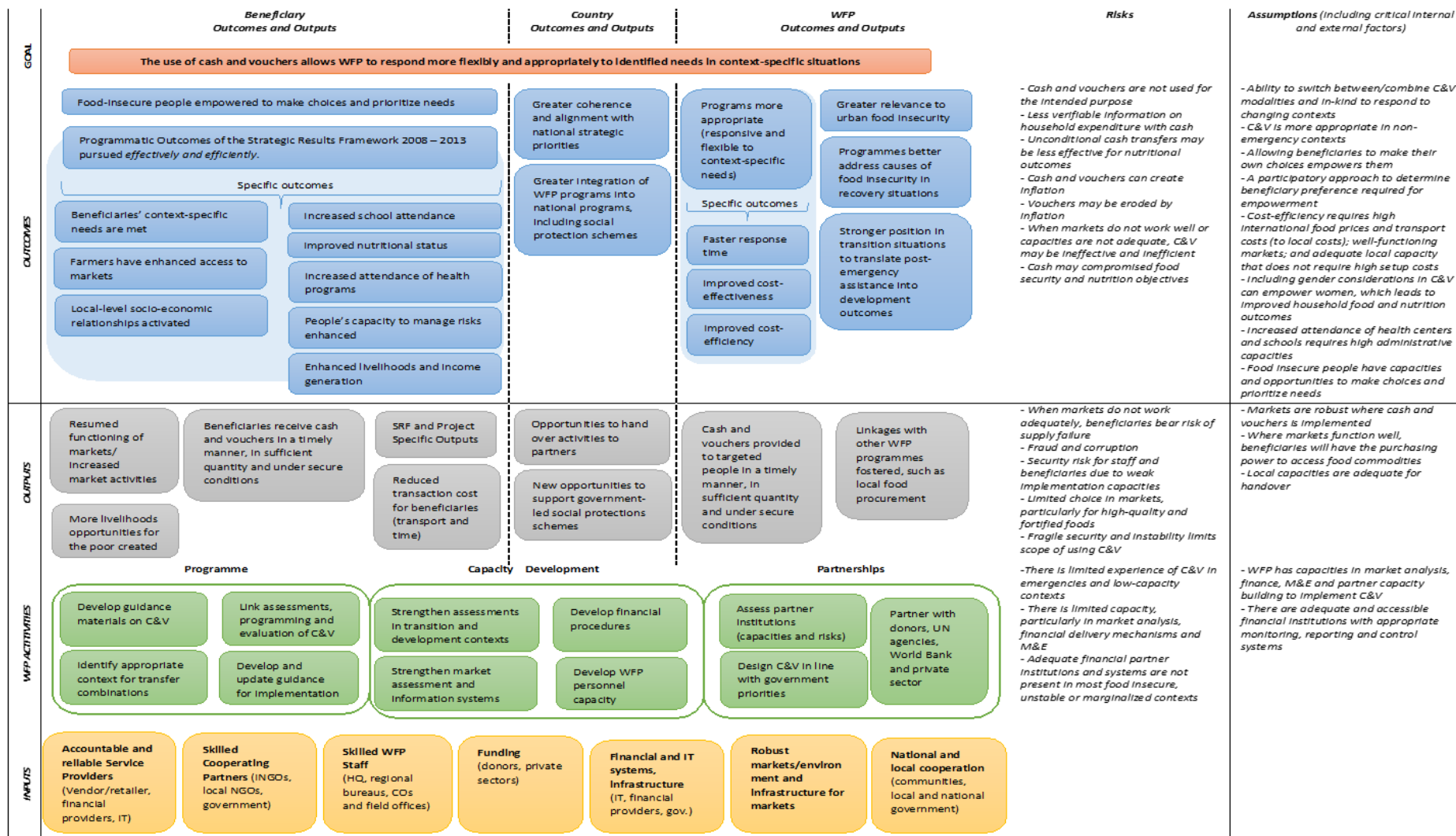
Term	Definition	Agency
Multiplier effect	An effect in economics in which an increase in spending produces an increase in national income and consumption greater than the initial amount spent. For example, if a corporation builds a factory, it will employ construction workers and their suppliers as well as those who work in the factory. Indirectly, the new factory will stimulate employment in laundries, restaurants, and service industries in the factory's vicinity.	ACF
Paper voucher	A voucher which is a redemption slip which can be exchanged in pre-selected shops, with specified traders/service providers or at specifically organised fairs. Beneficiaries receive one more paper coupons carrying either a monetary or a commodity value. Both cash and commodity vouchers can be exchanged for items or services but not for cash. They must be reprinted prior to any distribution and their validity is determined by some unique features.	WFP
Point of service/sale machines (POS)	Communication devices that do not contain any money, but have the capability of authorizing financial transactions carried out in retail stores, restaurants, hotels, or mobile locations.	CaLP
Pre-paid card	Plastic card usable in ATMs, used for cash grants and vouchers. Requires network connection.	UNHCR
Productive asset	An article that is capable of producing or allows for the production of an item or the provision of a service of economic value. Examples include land, equipment, materials, machinery, facilities (buildings), and transport.	International Red Cross/Crescent Movement
Purchasing power	The ability to purchase (this is usually defined by income).	International Red Cross/Crescent Movement
Public works programmes	Public works programmes provide employment to unskilled and semi-skilled workers on labour-intensive projects such as rehabilitation of irrigation systems, soil conservation, and road construction and maintenance	FAO
	Where income support for the poor is given in the form of wages (in either cash or food) in exchange for work effort. These programs typically provide short-term employment at low wages for unskilled and semiskilled workers on labour-intensive projects such as road construction and maintenance, irrigation infrastructure, reforestation, and soil conservation. Generally seen as a means of providing income support to the poor in critical times rather than as a way of getting the unemployed back into the labour market.	CaLP
Recall period	The time over which the person interviewed is asked to remember about their activities (spending, food intake, work, etc.). This period can be short (e.g. 24-hour recall, which asks about the 24 hours immediately preceding the interview) or longer. Answers will be more accurate, the shorter the recall period.	ACF

Term	Definition	Agency
Relevance / Appropriateness	Relevance is concerned with assessing whether the project meets local needs and priorities (as well as donor policy). Appropriateness is the tailoring of humanitarian activities to local needs, increasing ownership, accountability and cost-effectiveness accordingly.	ACF
OVI (Objectively Verifiable Indicators)	OVI are the indicators included in the LFA which are supposed to demonstrate/display or prove what is mentioned in the specific objective and results of the programme. These indicators are specific to each specific objective or result and are quantified as much as possible (for objectivity and verification purpose). The NGO is accountable for these indicators. As a result OVI should be relevant, reliable and easily checked.	ACF
Smart card	Are cards which store and record the type and value of assistance per recipient. Information included in them can be very simple (e.g. name, age, size of household, amount of entitlement). Biometric data (e.g. fingerprint) can be registered, converted into templates and stored in the chip of the card for on-site verification.	ACF
	Plastic card with a chip, valid in point of sale devices, used for cash grants and store purchases. Does not require network connection.	UNHCR
	A smart card contains a 'chip' with memory and is typically used to hold customer account information and a 'balance' of money, similar to a checking account. The card is inserted into a device that can 'read and write to' it, updating information appropriately. A proprietary smart card has information that can only be read by devices containing software provided by the smart card system vendor. Therefore, the customer is tied in to one hardware and software provider and the end user can only use their cards on a limited infrastructure of card readers.	CaLP
Social assistance/ protection	A regular, predictable, non-contributory transfer usually provided in cash (and sometimes in kind) to poor or vulnerable households or individuals which aims to allow them to build assets to protect themselves and increase resilience against shocks and vulnerable periods of the life cycle.	International Red Cross/Crescent Movement
	Repeated, unconditional, predictable transfers of cash, goods or services provided on a long term basis to vulnerable or destitute households or specific individuals (e.g., the elderly, pregnant women), with the aim of allowing them to meet basic needs or build assets to protect themselves and increase resilience against shocks and vulnerable periods of the life cycle. Usually refers to government assistance provided in cash, but can also refer to in-kind assistance.	CaLP
Social safety net	Predictable cash and/or in-kind transfers made on a regular and multi-annual basis to chronically vulnerable people or households (older or disabled people, war veteran, chronically ill persons, household without labour force), in contexts where governmental social security systems are not in place or not functioning.	ACF

Term	Definition	Agency
Subsidised sales	When market prices are too high (or when a product is not available because it is too costly to supply), traders can be asked to decrease their selling prices but are given a grant (a subsidy) to compensate for the loss incurred during the sales (e.g. traders receive a grant to cover their transportation costs and are supposed to reduce the selling price of their items).	ACF
Sustainability	Sustainability is whether an activity is likely to continue after external funding has been withdrawn, and/or whether its longer-term impact will continue.	ACF
Unconditional cash transfer	Given to beneficiaries or households without the recipient having to do anything in return. They can be provided to meet immediate needs and / or build assets to protect themselves and increase resilience against future shocks and stresses.	DfID
	Grants paid to beneficiaries without the beneficiary having to do anything specific to receive the benefit.	ECHO
	Cash transfers from governments or non-governmental organizations given without conditions attached to individuals or households identified as highly vulnerable, with the objective of alleviating poverty, providing social protection, or reducing economic vulnerability.	International Red Cross/Crescent Movement
	“Unconditional” cash transfers make no demands on the beneficiary, in exchange for receipt of the transfer. There is an assumption that money will be used to meet basic needs as defined by the beneficiary	NORAD
	Direct grant with no conditions or work requirements. No requirement to repay any money, and people are entitled to use the money however they wish.	UNHCR
Unconditional transfer	Unconditional transfers make no demands on beneficiaries and assume that beneficiaries will definitely use cash/vouchers to obtain food.	WFP
Voucher	Vouchers are tokens or coupons issued by an agency, a company or the State, which can be exchanged for a fixed set of goods, or goods up to a fixed value of money, at certain shops or by certain traders. The agency or company which issued the vouchers then takes the vouchers handed back by the shops or traders in exchange for an agreed sum of money. They may be valid for several months, or only a particular market day (‘fair’).	ACF
	“Vouchers” is assistance transferred through an instrument that can be exchanged for a specific commodity or service. The instrument of exchange can be a token, coupon or electronic entitlement, and has a fixed monetary or quantitative value, usually in relation to what will be purchased.	NORAD
	Vouchers provide access to pre-defined commodities or services. They can be exchanged in designated shops or in fairs and markets. The vouchers may be denominated either in cash, commodity or service value. These are described respectively as value-based, commodity-based or service-based vouchers. Combined vouchers also exist. Commodity vouchers have been used to provide access to food, NFIs, seeds and livestock for example. If the vouchers are not tied to a set of pre-defined commodities or services, then they will be treated as cash payments	ECHO

Term	Definition	Agency
	<p>Voucher is a paper, token or electronic card that can be exchanged for a set quantity or value of goods, set either in cash (e.g. 13 US\$ – <i>cash voucher</i>) or commodity or services (e.g. 5 kg of cereals or milling of 10 kg of food aid grain – <i>commodity voucher</i>). Redeemable with selected vendors or in fairs.</p>	UNHCR
	<p>A paper, token or electronic card that can be exchanged for a set quantity or value of goods, denominated either as a cash value (e.g. \$15) or predetermined commodities or services (e.g. 5 kg maize; milling of 5kg of maize). They are redeemable with preselected vendors or in ‘fairs’ created by the agency. Vouchers are used to provide access to a range of goods or services, at recognized retail outlets or service centers. When used for food (i.e. for food assistance), they provide access to commodities for a predefined value or quantity. The terms vouchers, stamps, coupons or ‘near cash transfers’ are often used interchangeably.</p>	CaLP
Voucher transfers	<p>Voucher transfers are assistance to persons or households in the form of paper or electronic entitlements which can be exchanged in shops for specific types and/or quantities of food. The two main types of vouchers are:</p> <ul style="list-style-type: none"> • Commodity voucher: exchanged for fixed quantities of specified foods • Cash voucher: exchanged for a choice of specified food items with the equivalent cash value of the voucher. <p>Both types of voucher can be exchanged only for food; recipients cannot claim cash. Shops where vouchers can be exchanged are selected by WFP and/or cooperating partners (CPs) based on specific selection criteria [B.1]. Vouchers are most effective when the objective of assistance is to ensure improved food/nutrition intake, using local shops and markets as suppliers.</p>	WFP
Work/training conditionality	<p>WFP’s conditional transfers are normally made in return for participation in work or training (e.g. food for work/training programmes). WFP may also pay wages in cash or vouchers rather than directly with food. Cash/vouchers for work programmes are intended to help beneficiaries directly as well as support the wider community through the outputs of the work. Wages should cover beneficiaries’ basic needs and should not compete with the local labour market. Usually, the wages are kept slightly below the market levels to serve as a self-targeting mechanism.</p>	WFP

Annex 5: Theory of Change



Annex 6: Stakeholder Analysis

Stakeholder Category	Stakeholders	Role in Policy	Interest in C&V Policy	Interest in the Evaluation
WFP	WFP Executive Board	Policy making and monitoring policy results	Among the Executive Board's oversight duties, the Board is responsible for overseeing WFP's policy framework. The Board reviews and approves all policies and their evaluations as part of WFP's Programme of Work.	The Board expressed a strong interest in this evaluation. The policy evaluation was cited as high priority because of the need for evidence based information on policy implementation for learning and accountability purposes and to inform possible revisions or updates to the policy. This evaluation responds to mandatory evaluation requirements set out by the Executive Board. A summary evaluation report will be presented to the Executive Board at the end of the evaluation.
WFP	WFP Headquarters Senior Management (incl. Cash for Change Steering Committee)	Policy making and policy implementation (high level decisions)	WFP Senior Management at Headquarters is responsible for providing policy guidance and high level guidance on the C&V policy implementation, including changes to organizational business processes. Senior Management have a high level of influence and control over strategic policy direction.	Given WFP's rapid expansion in the use of C&V since the policy was established, there is a specific interest to learn from policy implementation in different contexts (emergency, relief and recovery, development) and possibly use evaluation findings to guide future policy. There is also an interest to demonstrate accountability to the Executive Board and partners.
WFP	WFP Programme Innovation Division, Cash for Change Unit and Cash for Change Stakeholders Group	Policy implementation and monitoring policy results	The Cash for Change Unit, which sits within the Programme Innovation Division, coordinates policy implementation, develops tools and guidance for implementation, and provides field support to Regional Bureaus and Country Offices. Chaired by the Cash for Change Unit and composed of Service Chiefs, the Cash for Change Stakeholders Group guides C&V implementation and business processes and collectively ensures that Service Divisions adhere to overall C&V guidance.	Interest in learning from the evaluation on the strengths and weaknesses of WFP's C&V business processes, governance structures (including performance of the Cash for Change Unit) tools and established systems. The Cash for Change Unit seeks recommendations on what still needs to be done in terms of policy implementation and future policy revision. Evaluation results may result in a changes to the business process and manual, which are currently being updated.
WFP	HQ C&V Focal Points Group and WFP Headquarters Units/Divisions: Gender, Protection, Programme Units, VAM, Performance Management and Monitoring, Logistics, Finance, Procurement, IT, HR, Legal	Policy implementation and monitoring policy results	The Headquarters' C&V Focal Group provides technical advice and operationalizes policy implementation. Headquarters units have various roles, such as advising on programme design using the C&V modality (gender, protection, education, nutrition, HIV and AIDS, livelihoods, etc.); approving projects using C&V through the PRC process; advising and developing market assessment tools (VAM); monitoring programme results (RMPM); reviewing C&V business processes; and supporting Division staff and Country Offices in their role in C&V business process (logistics, finance, procurement etc.)	Interest in learning from the evaluation to potentially rationalize, streamline and adjust policy approach, implementation, business processes and systems. The evaluation may inform capacity gaps and changes to processes that have potential implications (both positive and negative) for units and divisions.
WFP	WFP Regional Bureaus and Regional Bureau Focal Points Group	Policy implementation	Regional Bureaus manage WFP regional coordination and support Country Offices. Regional Bureaus also interface with HQ on issues for their region, including around C&V. Within C&V, Regional Bureaus advise Country Offices on programme design, choices around the use in-kind or C&V modalities and the operationalization of C&V guidance and tools, including support to individual Country Office units (programme, logistics, finance, procurement, IT, etc.). A C&V officer sits in each Regional Bureau.	Interest in learning from the evaluation, particularly in terms of improving systems, business processes and implementation requirements that have implications for Regional Bureaus and the Country Offices they support. Additional possible interest in demonstrating accountability to donors to support country offices in resource mobilization.
WFP	WFP Country Offices (incl. all units and field offices)	Policy implementation	Country Offices implement the C&V policy on the ground by coordinating with national partners (Government, UN, private sector, NGO), assessing the feasibility of implementing C&V, designing C&V programmes, securing funding, and implementing C&V business processes at the Country Office and field levels. Policy implementation at Country Office level is influenced by resources and implementation capacities.	Interest in both learning and accountability dimensions. Learning may result in benefits for program design guidance, business processes, systems, and support to CO capacities, including possible recommendations in staffing and training. Demonstrating accountability could be directly linked to success in future resource mobilization.

Stakeholder Category	Stakeholders	Role in Policy	Interest in C&V Policy	Interest in the Evaluation
WFP Beneficiaries	Targeted recipients of in-kind and C&V assistance	Affected by policy	Beneficiaries encompasses targeted recipients and, when receiving household assistance, their families. Beneficiaries are ultimately the group most affected by the C&V policy and its consequent implementation. Beneficiaries receiving both in-kind and C&V assistance are affected by the policy - the policy and its implementation influence the type of assistance received and conditionalities. Beneficiaries have a disproportionately low amount of power in policy making and policy implementation. The use of participatory methods in programme design can increase beneficiary influence to a small extent.	If fully informed of the purpose of the evaluation, C&V beneficiaries are expected to have a high interest in voicing opinions, concerns and lessons learned to inform future policy design and implementation. However, most beneficiaries may be unaware of the evaluation or existence of a C&V policy.
Communities	Local communities and economies affected by WFP operations	Affected by policy	Communities where C&V and/or where in-kind is used are affected by the C&V policy: communities, including the political and traditional leaders, local economies, markets, vendors, traders and retailers, can be negatively and positively affected by the choice to implement or not implement the C&V modality in their community. C&V has the potential to affect local markets, economies and power structures. Communities may have the least amount of power over C&V policy making and implementation. Community-based participation in programme planning, implementation and M&E may increase their power, but it is not how widespread community-based participatory planning is used by WFP.	Community members have an interest in voicing opinions, concerns, information and lessons learned on the policy and its implementation. This may be particularly true of market actors and power-holders who can benefit or lose from the introduction of C&V to their community. Similar to beneficiaries, community members may have little knowledge of the C&V policy and evaluation.
National Government	National and Local Governments where WFP has a presence or may have a presence in the future	Varying degrees of influence on and participation in policy making, policy implementation, monitoring policy results, affected by policy	National and local governments have primary responsibility for the wellbeing and protection of their citizens. OECD-DAC principles for aid effectiveness promote national ownership of development, donor alignment with national objectives and systems, donor harmonization, focus on development results, and mutual accountability, which implies that national governments have a high stake in the C&V policy when it is implemented in their country. These countries may benefit from capacity building and handover strategies. Even countries that do not have programmes using C&V will have a stake in the policy, as there may be the potential for programming that uses C&V in the future. While interest in the policy may be high, power to influence policy making, implementation and monitoring may be limited depending on the country context, particularly in the case of small C&V projects and local government influence.	National and local governments will have an interest in learning from the evaluation for potential improvements in business processes and implementation. Specific areas of interest in evaluation results may include better partnerships, monitoring and reporting systems, information sharing and impact. Interest in holding WFP and its cooperating partners accountable for results in their country and local areas of implementation.
WFP Cooperating Partners	National and local Governments INGOs Other UN Agencies Donor Agencies Corporate Sector	Affected by policy	Cooperating partners are organizations, typically NGOs and Government bodies, that partner with WFP to implement projects and programmes. Cooperating partners often have deep relationships with communities and households and context-sensitive knowledge. These partners are directly affected by the business processes and requirements established around C&V, and therefore have a high stake in the policy formulation and its implementation.	Interest in learning from the outcomes of C&V programmes, expressing voice, and drawing lessons learned to improve business processes and systems that affect their work.

Stakeholder Category	Stakeholders	Role in Policy	Interest in C&V Policy	Interest in the Evaluation
WFP Donors	Government and inter-governmental donor agencies Private sector contributors	Varying degrees of being affected by policy and influencing policy making, policy implementation and monitoring policy results	Donors may sit directly on the Executive Board, and therefore directly influence the policy and monitor the policy results. These donors also represent significant funders of WFP operations and have considerable influence over WFP's strategic direction. All donors, including private sector contributors, have an interest in the policy and its implementation to ensure the efficient and effective use of resources. Donors may also influence policy implementation by funding certain distribution modalities, or by requesting logistic, financial or reporting requirements for C&V business processes that influence implementation.	Interest in establishing accountability for resources by determining the efficiency and effectiveness for which resources were used to achieve planned results. Evaluation results may influence donor funding strategies.
UN	UN agencies	May be affected by policy	UN agencies may officially partner with WFP to deliver programmes using C&V through Joint Programmes, or may coordinate with WFP through Delivery as One, UNDAF or joint programming. Agencies have an interest in the policy and policy implementation, as it may have direct consequences upon their own programming.	Agencies that partner or coordinate with WFP have an interest in learning from the evaluation and accountability for use of resources. Agencies that do not partner or coordinate with WFP, but have an interest in C&V or potentially use C&V will also be interested in learning from WFP's practice in C&V policy.
UN	Interagency clusters	May be affected by policy	Interagency clusters serve as the key networking and coordination platform for UN agencies and their partners. In theory, most clusters may be affected by the policy, as the C&V tool can be used in a broad array of programmes, such as economic development, food security, education, health, nutrition and refugee/IDP/resettlement. WFP's C&V policy could provide a learning platform as a model of practice (minimizing the need to develop similar tools of their own). C&V policy requirements may influence the work of clusters that coordinate with WFP on C&V.	Interest in learning from the evaluation to guide future strategy and tools for clusters, particularly those which WFP leads. Interest in demonstrating accountability to other stakeholders and donors.
Service Providers	Banks and financial institutions, IT providers, telecoms, retailers, vendors, traders (incl. wholesalers)	Affected by policy	Service providers are directly affected by the C&V policy implementation in a manner similar to cooperating partners. Service providers are private or public sector entities that are contracted by WFP to provide financial, IT, telecom, supply of food or other services. WFP C&V business processes, from risk assessment to contracting to payment, directly affect these providers. Their interest is focused on policy implementation. Service providers have limited control over the policy and its implementation, although some larger providers may have more influence within countries or regionally.	Interest in evaluation findings regarding business processes and systems affecting service providers. Interest using findings to establish new partnership modalities for more efficient and effective policy implementation.
Community of research and practice	Larger INGO/NGO community, academic, research and professional associations and organizations	No direct role in policy; may have interest in policy making, policy implementation and monitoring results	Broad interest in contributing to policy making and implementation as a community of practice and forum for discussing key trends and issues. Interest in research related to C&V practices and results. Some also provide services such as training and coordination forums which may complement or overlap with WFP C&V activities.	Interest in learning from the evaluation to inform ongoing research and study.

Annex 7: List of Key Informants

Comparator Organizations

Name, First	Name, Last	Title	Organization
Gerald	Anderson	Senior Director, Humanitarian Response	Save the Children
Emily	Henderson	Emergency Food Security and Vulnerable Livelihoods Adviser	Oxfam
Mark	Henderson	Cash and Voucher Adviser	Norwegian Refugee Council
Kerren	Hedlund	Technical Adviser, Cash Unit	UNHCR
Emma	Delo	Senior Officer Recovery, Disaster and Crisis Management	IFRC
Silke	Pietzsch	Senior Food Security and Livelihoods Advisor	ACF

WFP Headquarters

Name, First	Name, Last	Title	Organization
Laurene	Goublet	Programme Adviser	OSZI CfC
Levan	Tchatchua	Programme Officer	OSZI CfC
Zarrina	Kurbanova		Performance Management and Monitoring
Peter	Holtsberg		Performance Management and Monitoring
Parvathy	Ramaswami		Performance Management and Monitoring
David	Ryckembusch		OSZI Programme Innovation Service
Gina	Pattugalan	Protection Officer	
Victor	Tsang	Programme Officer	OMG Gender, Operations Management
Elena	Figus	Internal Auditor	
Edgardo	Yu	Chief	OSTB Information Technology Division
Adrien	Vanderknapp	Chief	OSLT Logistics and Transport Service

Name, First	Name, Last	Title	Organization
Barbara	Vanlogchem	C&V Focal Point	OSLT Logistics and Transport Service
Issa	Sanogo	Programme Adviser, Market Specialist	OSZA
Nathalie	Butcher		Procurement (OSB)
Tahir	Nour	Chief	OSZI CfC
Silvana	Giuffrida	Senior Programme Officer	OSZI CfC
Deborah	Yohendran	Reporting and Info Officer	OSZI CfC
Stanlake	Samkange	Director	Policy, Programme & Innovation Division
Annalisa	Conte	Chief	OSZI – Programme Innovation Service
John	McHarris	Sr. VAM Adviser	OSZAF – Vulnerability Analysis & Mapping
Jim	Harvey	Chief of Staff	
Yoshiko	Makino		Legal
Katrien	Provo		Legal
James	Lattimer	Chief	Monitoring Unit RMPM

Regional Bureaus

Name, First	Name, Last	Title	Organization
Samir	Wanmali	Senior Regional Programme Advisor	OMB
Nichola	Peach	Regional C&V Officer	OMB
Louis	Rovira	C&V Focal Point	OMP
Ernesto	Gonzalez	Programme Officer C&V	OMN
Margie	Rehm	C&V Programme Officer	OMD
Charles	Inwani	C&V Programme Officer	OMJ

Burkina Faso Case Study

Name, First	Name, Last	Title	Organization
Rainatou	Baillet	Head of Finance and Administration	WFP
Bernadette	Tapsoba	Head of Programme	WFP

Name, First	Name, Last	Title	Organization
Jean-Charles	Dei	Country Director	WFP
Jonas	Soubeiga	Head of C&V	WFP
Telesphore	Ouedraogo	Head of VAM	WFP
Nuru	Jumaine	Head of Logistics	WFP
Mohamoudou	Niodgo	Head of Sub Office Ouaga	WFP
Abdoulaye	Ilboudo	Assistant de Programme	ECHO
Abdoulaye	Traore		DEVCO
Siaka	Millogo	Food for Peace Specialist	USAID
Mario	Tedo	Expert en Vulgarisation et Formation	FAO
Ismail	Traore	Directeur General par Interim	Microfi – Societe Burkinabe de Microfinance
Martin	Loada	Responsable de Departement	Action Contre La Faim
Lamine	Diallo	Emergency Coordinator	Catholic Relief Services
Solomon	Sanglia	Head of Organization	ODE (Evangelical Church Aid)
Tinga	Ramde	Secretaire Executif	Secreteriat Executif Du Conseil National de Securite Alimentaire (SE-CNSA)
Oussimane	Ouedraogo	Directeur des Etudes de la Planification et du Controle	Ministere de L'Action Sociale et de la Solidarite Nationale
Marie Edith	Ilboudo- Bonkougou	Chef de Department charge de L'Assistance Humanitaire et de Rehabilitation	Secreteriat Permanent du Conseil National de Secours D'Urgence et de Rehabilitation
Mamadou	Sangare	Coordonnateur National`	Commission Nationale pour les Refugies (CONAREF)
Issaaka	Bonkougou	Directeur de l'integration locale et de Planification (DILP)	Commission Nationale pour les Refugies (CONAREF)
Jeanne	Zongo	Secretaire Pemanent	Secreteriat Permanent a l'assistance du PAM
Francis	Yameogosouka	Point focal, Ouaga	Ministere de l'agriculture

Pakistan Case Study

Name, First	Name, Last	Title	Organization
Lola	Castro	Country Director – UN WFP Pakistan	Management, WFP Pakistan
Carl	Paulsson	Head of Unit	Programme, WFP Pakistan
Rashida	Amir	Deputy Head of Unit	Programme, WFP Pakistan
Khalida	Malik	Consultant – Livihoods	Programme, WFP Pakistan
Rodrigo	Quintana	Consultant – Safety net programmes Pakistan (BISP)	Programme, WFP Pakistan
Falak	Nawaz	Consultant – DRR	Programme, WFP Pakistan
Arshad	Jadoon	Programme Officer – Livihoods	Programme, WFP Pakistan
Rabeea	Ahmed	Focal Person – Cash & Vouchers	Programme, WFP Pakistan
Touseef	Ahmed	Programme Officer – M&E	M & E, WFP Pakistan
Natiq	Kazmi	Sr. Assistant – M & E (Database – M & E)	M & E, WFP Pakistan
Khadim	Shah	Market Analyst	VAM, WFP Pakistan
Aman ur Rehman	Khan	Food Security Analyst	VAM, WFP Pakistan
Chandan	Shrestha	Head of Unit	Finance, WFP Pakistan
Arslan Zafar	Hashmi	Finance Officer	Finance, WFP Pakistan
Atif	Sheikh	Sr. Finance Assistant	Finance, WFP Pakistan
Akhtar	Nawaz	Head of Unit	ICT, WFP Pakistan
Abdullah	Zaman	Logistics Officer	Logistics, WFP Pakistan
Francisco	Gamarro	Representative to Cash Working Group	FAO
Masooma	Haider	Representative to Cash Working Group	FAO
Saima	Nazish	Representative to Cash Working Group	Oxfam GB
Sarfraz	Lal Din	Representative to Cash Working Group	ACTED
Aliya	Tayaba	Representative to Cash Working Group	Community Development Organization
Akmal	Hussain	Representative to Cash Working Group	Secours Islamique Relief

Name, First	Name, Last	Title	Organization
Marit	Fikke	Chief of Provincial Office Sindh	WFP Provincial Office – Karachi
Mohammad	Kamran	Programme Assistant Livelihoods	WFP Provincial Office – Karachi
Nizamud	Din	Project Coordinator	Basic Education and Employable Skills Training (BEST)
Rahat	Jan	Reports Officer	Basic Education and Employable Skills Training (BEST)
Khuman	Singh	Project Advisor	Sindh Rural Support Programme (SRSP)
Rukhsana	Abro	Project Coordinator	Sindh Rural Support Programme
Mr. Kashif	Saleem	Food Aid Coordinator	Save the Children Federation (SCF)
Marit	Fikke	Chief of Provincial Office Sindh	Provincial Disaster Management Authority (PDMA)
Syed Salman	Shah	Director General	Provincial Disaster Management Authority (PDMA)
	Omair	V/P product Manager UBL	United Bank Limited
Taimoor	Jamal	Assistant Project Manager UBL	United Bank Limited
Mohammad	Kamran	Programme Assistant, Livelihoods	WFP Pakistan
Jalil	Ahmad	Field Coordinator	WFP Pakistan
Nizamud	Din	Project Coordinator	BEST
Rahat	Jan	Reports Officer	BEST
	Zahid	District Coordinator	BEST
Kubra	Ghirano	Social Organizer	BEST
Ghulam	Murtaza	Social Organizer	BEST
Shoukat	Hussain	Field Engineer	BEST

Zimbabwe Case Study

Name, First	Name, Last	Title	Organization
Timothy	Bishop	Country Director	CRS
Luxon	Chinengo	Acting Deputy Director for Policy and PVO Administration	Zimbabwe Ministry of Labour and Social Services
Tyler	Cornish		Redan Mobile Transactions
Donna	Favorito	Head of Finance & Administration	WFP
Evelyn	Dafana	Finance Assistant	WFP
Esther	Muchadakuenda	Administration Officer	WFP
Marta	Fontan	C&V Officer	WFP
Noriko	Izumi	Chief of Child Protection	UNICEF
Ahmareen	Karim	Head of Programme	WFP
Sayaka	Maeda	Programme Officer – C&V	WFP
Tafara	Ndumiyana	National Programme Officer	WFP
Arthur	Pagiwa	Programme Assistant	WFP
Tsungai	Chibwe	Senior Programme Assistant	WFP
Edward	Mazarire	Programme Assistant	WFP
Pansi	Katenga	Programmes Director	ADRA
Anthia	Kerr	Livelihoods Adviser	DFID
Christoph	Laufens	Country Director	Help from Germany
Tsitsi	Magadza	Project Coordinator	Help from Germany
Sayaka	Maeda	C&V Officer	WFP
Herbert	Matsikwa	Head of Mashonaland Sub Office	WFP
Nomthandazo	Musengezi	Field Monitor Assistant	WFP
Sekai	Mudonhi	Head of Programs	CRS
I.T.	Mukaro	Deputy Director – Social Services	Zimbabwe Ministry of Labour and Social Services
Leon	Muwoni	Child Protection Specialist	UNICEF
Andrew	Odero	Head of VAM/M&E	WFP
Kudzai	Akino	Programme Officer	WFP
Gift	Magaya	National Programme Officer	WFP

Name, First	Name, Last	Title	Organization
Brenda	Zvinorova	Programme Assistant	WFP
Shupikayi	Zimuto	Programme Assistant	WFP
Tony	Randall	Logistics Officer	WFP
Tawanda	Magorimbo	Senior Logistics Officer	WFP
Selamawit	Biadghlin	Logistics Officer	WFP
Andrew	Chimedza	Senior Logistics Officer	WFP
Joseph	Makumbe	Logistics Assistant	WFP
Agatha	Zhou	Logistics Assistant	WFP
Abdur Rahim	Siddiqui	Deputy Country Director	WFP

Lebanon Case Study

Name, First	Name, Last	Title	Organization
John	Campbell	Emergency Coordinator	WFP Syria Emergency Project in Jordan
Haya	Abassi	Programme Officer (C&V Specialist)	WFP Syria Emergency Project in Jordan
Ahed	Mousa	Programme Assistant (C&V)	WFP Syria Emergency Project in Jordan
Jalal	Rostum	Front Store Manager	Abu Odeh Supermarket
Not recorded	Not recorded	Cashier line manager	Carrefour Supermarket
Not recorded	Not recorded	Refugee e-card beneficiaries	Amman's Qwiasmeh and Madaba distribution centers
Sarah	Gordon-Gibson	Programme Manager	WFP Syria Regional Emergency Coordinator's Office
Kayo	Takenoshita	Programme Officer (C&V)	WFP Syria Regional Emergency Coordinator's Office
Barbara	Clemens	Chief, Support Services	WFP Syria Regional Emergency Coordinator's Office
Ahmad	Talete	Finance Officer	WFP Syria Regional Emergency Coordinator's Office
Laila	Ahadi	Regional Procurement Officer	WFP Syria Regional Emergency Coordinator's Office

Name, First	Name, Last	Title	Organization
Yendri	Adam	National Procurement Officer	WFP Syria Regional Emergency Coordinator's Office
Imad	Osman Salih	Head of Country Operations	WFP Lebanon Country Operation
Ekram	Elhuni	Head of Programme	WFP Lebanon Country Operation
Catherine	Bellamy	Head of E-Card Team	WFP Lebanon Country Operation
Mohamed	Karaki	Senior Security Assistant	WFP Lebanon Country Operation
Charbel	Habib	Programme Officer E-cards	WFP Lebanon Country Operation
Alan	Kaloyev	Finance Officer	WFP Lebanon Country Operation
Hazem	El Zein	Field Coordinator	WFP Lebanon Country Operation
George	Abu Rizk	Deputy Livelihood Advisor	Save the Children International
Mahmood	Wahidi	Commodity Specialist	World Vision
Marion	Cezard	Head of Bekaa Sub Office	WFP Lebanon Country Operation
Charbel	El-Khoury	Project Manager Food Security Project	Intersos
Andrew	Ghafary	Direct Assistance Manager, North Bekaa	Danish Refugee Council
Christopher	Wynn	Monitoring and Evaluation Manager – North Bekaa	Danish Refugee Council
Ahmad	Saoud	Food Assistance Manager	World Vision
Youssef	Mahanna	Food Coordinator for Bekaa	World Vision
Assem	Saleh	Monitoring and Evaluation Coordinator	World Vision
Rayan	Boustany	Field Monitor Assistant	WFP Lebanon Country Operation
Not recorded	Not recorded	Refugee e-card beneficiaries	Zahle, Bekaa
John	Murad	General Supervisor of the National Poverty Targeting Program (NPTP)	Ministry of Social Affairs, Lebanon

Name, First	Name, Last	Title	Organization
Maureen	Philippon	Technical Assistant	ECHO
Jean-Marie	Garelli	Assistant Representative (Programme)	UNHCR

Desk Reviews (Ecuador, Ethiopia, Niger, Sri Lanka)

Name, First	Name, Last	Title	Organization
Lilian	Velasquez	Head of Finance	WFP Ecuador
Deborah	Hines	Country Representative	WFP Ecuador
Raphael	Chuinard	Deputy Country Director	WFP Ecuador
Nelson	Ortega	Head of Operation Unit	WFP Ecuador
Eric	Branckart	Head of VAM and M&E	WFP Ethiopia
Antonio	Avella	Deputy Country Director	WFP Niger
Giorgi	Dolidze	Head of C&V	WFP Niger
Allison	Osterman	VAM and M&E	WFP Niger
Laksiri	Nanayakkara	VAM Officer	WFP Sri Lanka
Nayanathara	Iddamalgoda	M&E Officer	WFP Sri Lanka
Mads	Lofvall	Deputy Country Director	WFP Sri Lanka
Thushara	Keerthatne	Programme Assistant/ C&V focal point	WFP Sri Lanka
Y.	Arafath	Finance Officer	WFP Sri Lanka
Musthafa	Nihmath	School meals Officer	WFP Sri Lanka
Mohammed	Haffeez	Senior Logistics Assistant	WFP Sri Lanka
Annet	Royce	Representative	NGO Sevelanka (not a partner), Sri Lanka
No name		Representative	Save the Children – (not a partner), Sri Lanka
Ketevan	Khurtsia	Representative	IFRC (not a partner), Sri Lanka
P.J.	Thurairatnam	Beneficiary	Sri Lanka
Niruban	Jeyachithira	Beneficiary	Sri Lanka

Baskaran	Amutha	Beneficiary	Sri Lanka
Sivesekaram	Vijyalaksumy	Beneficiary	Sri Lanka
Mahenthiran	Suresh	General Manager	Cooperative Shop – Tellipallai
R.	Mohaneswaran	District monitoring unit	Local government, Sri Lanka
Suntharam	Arumainayagam	Representative	Local government, Sri Lanka

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