

COUNTRY PORTFOLIO EVALUATION

State of Palestine: An evaluation of WFP's Portfolio
(2011 – mid 2015)

Evaluation Report

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Table of Contents

Fact Sheet: WFP’s Portfolio in the State of Palestine	i
Executive Summary	iii
1. Introduction	1
1.1 Evaluation Features.....	1
1.2 Country Context.....	2
1.3 WFP’s Portfolio	9
2. Evaluation Findings	14
2.1 Portfolio Alignment and Strategic Positioning	14
2.2 Factors and Quality of Strategic Decision Making.....	18
2.3 Portfolio Performance and Results	26
3. Conclusions and Recommendations.....	46
3.1 Overall Assessment.....	46
3.2 Recommendations.....	50
Annexes	54
Annex A Terms of Reference (excluding annexes).....	55
Annex B Methodology.....	70
Annex C Evaluation Matrix	75
Annex D People Consulted.....	91
Annex E Additional Information on the Portfolio	98
Annex F Livelihoods and resilience.....	109
Annex G Nutrition.....	129
Annex H Evaluation of efficiency and secondary economic results	145
Annex I Recommendations: links to CPE and SER text	164
Annex J Bibliography	166
Acronyms	179

List of Figures

Figure 1	Portfolio context and timeline.....	3
Figure 2	Prevalence of malnutrition in the State of Palestine, 2009 – 2014.....	6
Figure 3	Top five sources of gross ODA to the State of Palestine 2012–2013 (USD million).....	9
Figure 4	Top five sources of funding to the portfolio 2011 – mid 2015	10
Figure 5	Portfolio beneficiaries and tonnage, planned and actual by year 2011– 2014.....	12
Figure 6	WFP Country Office staff numbers 2011–2015	13
Figure 7	Actual beneficiaries by activity EMOP 108170 and 200298	27
Figure 8	Beneficiaries by activity PRRO 200037	28
Figure 9	Beneficiaries by modality and area, 2011–mid 2015	29
Figure 10	Planned and actual GFA in kind, 2011–2014.....	29

Figure 11	Planned and actual GFA by voucher, 2011–2014	30
Figure 12	Portfolio and Context timeline	98
Figure 13	Timeline and funding level of WFP portfolio 2011–2015	100
Figure 14	Beneficiaries by modality and area, 2011–mid 2015	110
Figure 15	Percentage distribution of in-kind and voucher beneficiary households in the West Bank according to their FCS in 2013 and 2014	120
Figure 16	Distribution of beneficiaries in Gaza per food consumption category, 2011 and 2015	121
Figure 17	Percentage distribution of FFA beneficiary households in the West Bank according to their FCS at baseline, during the activity and after 10 months	123
Figure 18	Prevalence of malnutrition in the State of Palestine, 2009 – 2014.....	129
Figure 19	Prevalence of anaemia in Gaza and West Bank among children 6–59 months and lactating women	130
Figure 20	Prevalence of overweight in the State of Palestine by location (2009–2014)	131
Figure 21	Quality of wheat flour	132
Figure 22	Quality of Iodised Salt	132
Figure 23	Food and Nutrition Security Conceptual Framework	133
Figure 24	WFP CO local and international food purchases (mt), 2011–2014.....	135
Figure 25	WFP CO internationally procured food (mt) 2011–2014	135
Figure 26	WFP CO locally procured foods (mt) 2011–2014	136
Figure 27	Committed donor funds for WFP for the six operations under review.	153
Figure 28	Committed donor funds for WFP CO for the six operations under review	154
Figure 29	Total planned versus actual spending for the six operations under review	155
Figure 30	Distribution of actual expenditure for the six operations under review (2011–2015)	155
Figure 31	Actual spending (left) and planned spending (right) across activities and modalities for the six operations under review (2009–2016).....	156

List of Tables

Table 1	WFP Country Portfolio 2011–mid-2015 by Programme Category	10
Table 2	The secondary economic effects of the voucher modality.....	38
Table 3	Recommendations	51
Table 4	Evaluation questions and criteria.....	75
Table 5	Evaluation Matrix	77
Table 6	GFA and school feeding, West Bank.....	101
Table 7	GFA and school feeding, Gaza	104
Table 8	Portfolio achievement of selected outputs, 2011–2014.....	107
Table 9	School feeding outcomes reported in SPRs.....	108
Table 10	Number of beneficiaries assisted and food tonnage distributed by CO between 2011–2015.....	110

Table 11	Targets and achievements in the State of Palestine portfolio 2011–2015 ..	111
Table 12	Percentage distribution of surveyed households in Gaza according to their FCS categories, 2011 and 2015 compared (case by case analysis)	122
Table 13	The percentage of GFA beneficiaries' total expenditures devoted to food in 2013 and 2014	124
Table 14	Value and change in CAS scores in target localities in the West Bank at baseline and endline compared	124
Table 15	In-kind food basket: changes during review period, and possible development.....	144
Table 16	Actual expenditure as percentage of planned spending for the six operations under review.....	154
Table 17	The secondary economic effects of the unconditional voucher modality ..	160

Fact Sheet: WFP's Portfolio in the State of Palestine

Operation	Time Frame	2011	2012	2013	2014	2015
PRRO 200709 - Food Assistance for Food-Insecure Populations in the West Bank and Gaza Strip	Jan 2015 - Dec 2016					Req: 145,053,535 Rec: 57,556,636 Funded: 40%
SO 200757 - Logistics Cluster Support and Logistics Augmentation in Response to the Gaza Crisis	Aug 2014 - Nov 2014 + 1 BR (extended to Dec 2014)				Req: 1,623,103 Rec: 1,276,501 Funded: 79%	
SO 200560 - Strengthening the Food Security Coordination Platform in the State of Palestine	Jun 2013 - May 2015 1 BR (extended to Dec 2015)				Req: 1,257,892 Rec: 827,779 Funded: 66%	
EMOP 200298 - Emergency Food Assistance to the Non-refugee Population in the Gaza Strip	Jan 2012 - Dec 2012 + 8 BR extended to Dec 2014			Req: 197,987,950 Rec: 130,313,959 Funded: 66%		
PRRO 200037 - Targeted Food Assistance to Support Vulnerable and Marginalized Groups and Enhance Livelihoods in the West Bank	Jan 2011 - Dec 2012 + 6 BR (extended to Dec 2014)		Req: 195,774,574 Rec: 130,764,258 Funded: 67%			
EMOP 108170 - Emergency Food Assistance for Operation Lifeline Gaza	Jan 2009 - Jan 2010 + 8 BR (extended to Dec 2011)	Req: 162,560,187 Rec: 131,898,232 Funded: 81%				
Direct Expenses (US\$ millions)		68,500,000	56,252,000	68,261,000	n.a.	n.a.
% Direct Expenses: Palestine vs. WFP World		2%	1%	2%	n.a.	n.a.
Food Distributed (MT)		66,650	49,328	50,999	56,500	n.a.
Total of Beneficiaries (actual)		665,061	645,650	627,098	1,862,903	492,772
Total of female beneficiaries (actual)		326,919	310,165	313,571	922,089	247,759
Total of male beneficiaries (actual)		338,142	335,485	313,527	940,814	245,013

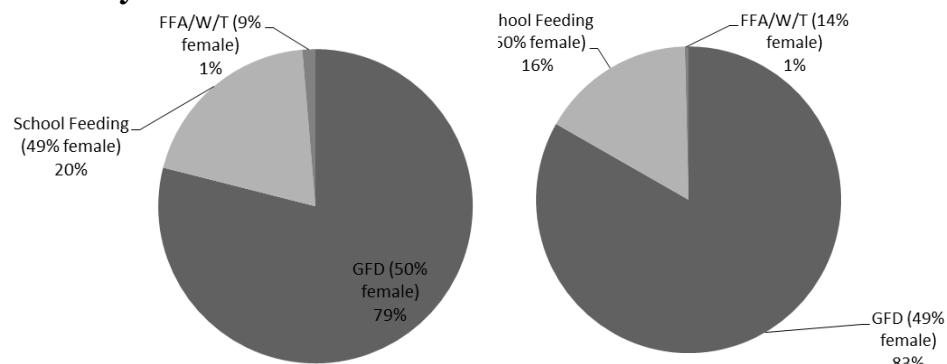
Source: WFP SPRs 2011–2014; WFP Resource Situation Documents; WFP APR 2014c
2015 data provided by Country Office up until August 2015
Requirements (Req.) and Received (Rec.) funding

Distribution of Portfolio Activities, Modalities and Strategic Objectives

Activity	GFA	School Feeding	FFA/FFT	Capacity Building	Vouchers	SOs
Operation						
EMOP 108170	x	x			x	1,5
EMOP 200298	x	x		x	x	1
PRRO 200037	x	x	x		x	1,3,5
PRRO 200709	x	x	x	x	x	1,2,3

Source: WFP Dakota 2015

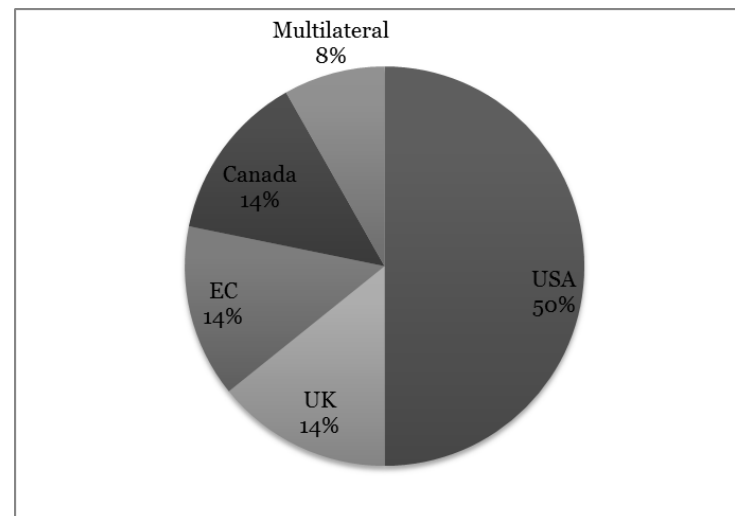
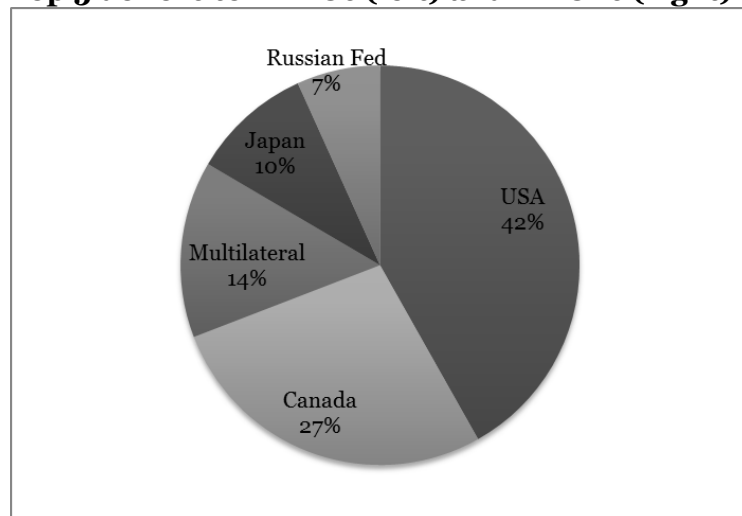
% of Planned (left) and Actual (right) beneficiaries by Activity



Source: WFP SPRs 2011–14. 2015 not yet available.

Top 5 Donors: USA (49%), Canada (21%), Multilateral (12%), EC (9%), Japan (9%)

Top 5 donors to PRROs (left) and EMOPs (right)



Source: WFP Resource Situation Documents (up until 23 August 2015)

Executive Summary

Introduction

Evaluation Features

1. This country portfolio evaluation (CPE) covered all WFP operations in the State of Palestine from 2011 to mid-2015, and the 2014–2016 country strategy (CS). It assessed WFP’s strategic alignment and positioning; the factors and quality of WFP’s strategic decision-making; and the performance and results of the portfolio as a whole. It was conducted by an independent evaluation team, with fieldwork in August 2015. The team augmented available data and a document review with semi-structured interviews undertaken with more than 200 stakeholders, including donor representatives and beneficiaries.

2. The Office of Evaluation selected this evaluation using systematic criteria related to WFP’s programme of work. The CPE was timed to provide evidence for informing the next cycle of country strategic planning in 2016 and the United Nations Development Assistance Framework (UNDAF).¹ There has been no previous evaluation of WFP’s portfolio.

Context

3. The State of Palestine is a lower-middle-income country with per capita gross domestic product of USD 1,600,² but one of the highest rates of aid per capita in the world – USD 626 in 2013.³ In 2011, 25.8 percent of the population was living below the poverty line.⁴ Poverty rates in Gaza (38.8 percent) are more than twice those in the West Bank (17.8 percent); the 40 percent unemployment rate in Gaza is double that in the West Bank.⁵ Conflicts, political uncertainty, and movement and access restrictions are the main constraints on the Palestinian economy.

4. The State of Palestine has endured decades of conflict. It is geographically fragmented: the West Bank, East Jerusalem, and Gaza are separated from each other, and there are obstacles to movement within the West Bank⁶. In 2014, the estimated population was 4.8 million.⁷ Palestinian refugees comprise 44.2 percent of the population. Food production is limited by natural conditions and by strict Israeli land-use controls in Area C, the largest subdivision of the West Bank.

5. Food insecurity is a significant challenge, with a captive economy, high prices and threats to livelihoods leaving 27 percent of households overall – 1.6 million people

¹ UNDAF. 2013. United Nations Development Assistance Mandate derives from United Nations General Assembly Resolution 33/147 of 20 December 1978. It includes a mandate to empower the Palestinian people in their efforts to realize their right to self-determination and to build the social, economic and institutional basis for the Palestinian State.

² Palestinian Central Bureau of Statistics (PCBS). 2014. Labour Force Survey.

³ World Bank. 2015. Net Official Development Assistance (ODA). Report No. AUS2922. Washington, DC.) General Assembly

<http://data.worldbank.org/indicator/DY.ODA.ODAT.PC.ZS>

⁴ PCBS. 2014. *On the Eve of the International Population Day*.

⁵ World Bank. 2014. *Gaza: Fact Sheet August 1, 2014*.

⁶ Division of the West Bank into Areas dates back to the 1995 Israeli-Palestinian Interim Agreement. Area A, the smallest zone of the West Bank, is under full Palestinian [Palestinian Authority (PA)] civil and security control. Area B is under Palestinian civil control and Israeli security control. Area C, which is the largest zone at about 60 percent of the West Bank, is fully subject to Israeli military control. East Jerusalem is directly controlled by the Israeli authorities. (See World Bank. 2013. *West Bank and Gaza: Area C and the Future of the Palestinian Economy*. Report No. AUS2922. Washington, DC.) General Assembly Resolutions describe East Jerusalem as being part of the Occupied Palestinian Territories. See, instead of many, Resolution 70/15 adopted by the General Assembly of 24 November 2015 (United Nations General Assembly Resolution A/RES/70/15). In the Gaza Strip, Hamas constitute de facto authorities. (See: UNOCHA, 2015, *Gaza one year on. Humanitarian concerns in the aftermath of the 2014 hostilities*.)

⁷ PCBS. 2014. *Palestinians' population status in Palestine, 2014*. [in Arabic]

– food-insecure in 2014: 47 percent in Gaza and 16 percent in the West Bank.⁸ Food security has been gravely jeopardized by military emergencies in Gaza, most severely, in 2014.

6. Between the 2009 and 2014 nutrition surveys, there were declines in the prevalence among children under 5 of wasting, to 1.2 percent; stunting, to 7.4 percent; and underweight, to 1.4 percent.⁹ However, overweight increased from 5 to 8 percent.¹⁰ Various micronutrient deficiencies were of grave concern. Although no severe anaemia was reported, mild and moderate anaemia were reported to be 17-33 percent among children and 35 percent among pregnant women.¹¹ The double burden of malnutrition was leading to a rise in the incidence of non-communicable diseases.¹²

7. Donor funding has been provided to protect the most vulnerable people through social safety nets. Eighty percent of people in Gaza depend on social assistance. Social transfers have become an important source of income for most households, accounting for 16 percent of household consumption (31 percent among the poorest households).¹³

8. In 2010, the Ministry of Social Affairs approved its Social Protection Sector Strategy, which identified increasing services to beneficiaries living below the national poverty line as a priority. The Ministry operates and formulates social protection policies in both the West Bank and Gaza, although institutional efficiency is impaired by the limited remit of the PA in Gaza. The Palestinian National Cash Transfer Programme is considered one of the most advanced of its kind in the region.

9. Despite high net school enrolment rates of 96 percent, education outcomes are constrained by ongoing conflict and poverty. Illiteracy among women and girls was three and a half times higher than that among men and boys in 2012,¹⁴ and traditional gender roles constrain women's participation in the economy. The 2011 National Gender Strategy commits to advancing gender equality and women's empowerment.

WFP Strategy and Portfolio

10. WFP has worked in Palestine since 1991. Its first country strategy¹⁵ covers 2014–2016. With the goal of building food security in sustainable ways, WFP focuses on three pillars: i) relief – meeting urgent food needs; ii) resilience – supporting resilient livelihoods and economic activity; and iii) preparedness – improving national capacity for emergency response. Key elements of the strategy include expanding the voucher modality; a conditional voucher programme to support agriculture and tree planting; scaling up capacity development for the PA's emergency preparedness; and deploying cost-effective productive safety nets.

11. During the evaluation period, WFP's country office undertook two emergency operations (EMOPs), two protracted relief and recovery operations (PRROs) and two special operations. Figure 1 shows the planned and actual beneficiaries per year, reaching a peak of 1.6 million in 2014 – a third of the Palestinian population in Gaza,

⁸ PCBS and Food Security Sector, 2015. *Summary of preliminary results of SEFSec 2013–2014*, p. 1.

⁹ PCBS. 2014. *Palestinian Multiple Indicator Cluster Survey 2013. Key findings report*.

¹⁰ PCBS. 2013. *Final Report of the Palestinian Family Survey 2010*.

¹¹ PA and the United Nations Children's Fund (UNICEF). 2014. *Palestinian Micronutrient Survey (PMS) 2014*. Ministry of Health.

¹² Hussein, A, *et al.*, 2009. Cardiovascular diseases, diabetes mellitus, and cancer in the occupied Palestinian territory. *Lancet* 373(9668): 1041–1049.

¹³ PA. 2014. *The national early recovery and reconstruction plan for Gaza*. Page 31.

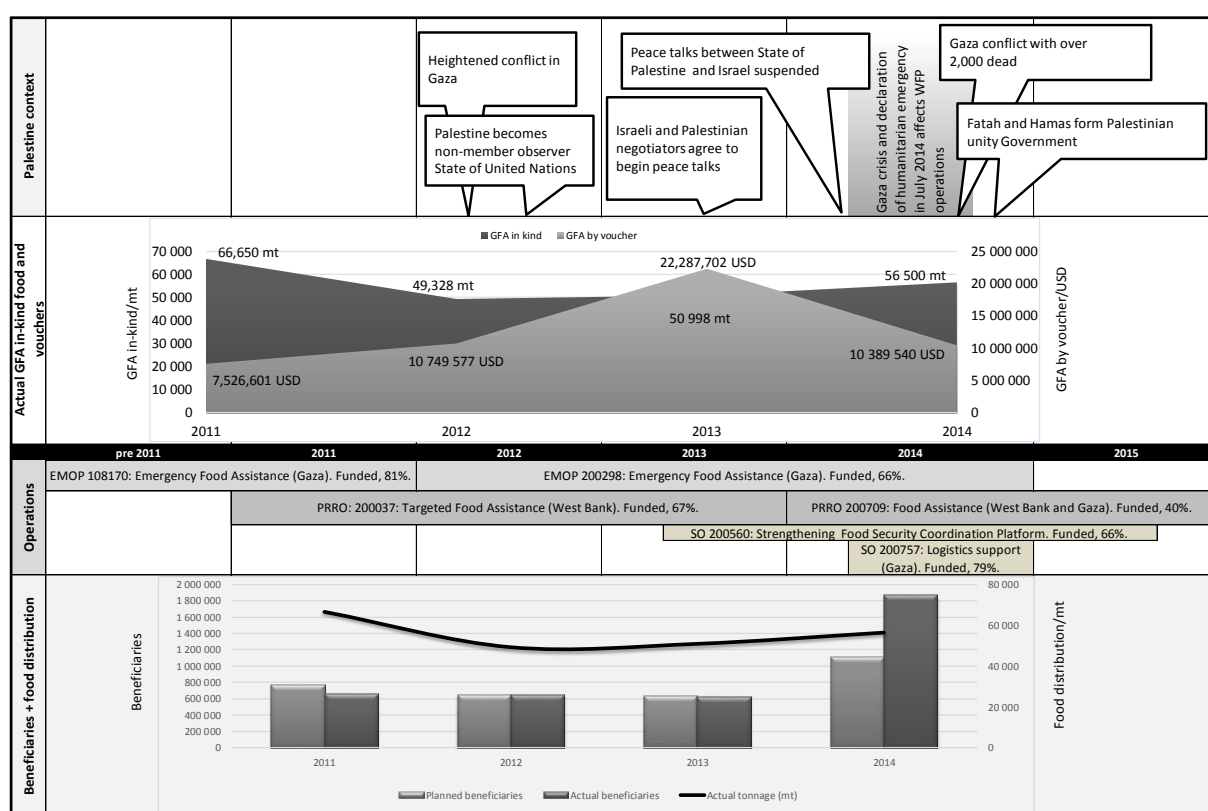
¹⁴ PCBS. 2012 data.

¹⁵ WFP. 2013. *WFP Strategy in the State of Palestine, 2014–2016*.

West Bank and East Jerusalem. Food totalling 243,597 mt was distributed and USD 60.7 million of food vouchers were redeemed by beneficiaries. The total requirement for these operations was USD 704 million, of which only 64 percent had been received by August 2015.¹⁶ PRROs, EMOPs and special operations received 55, 73 and 73 percent respectively of required funding. These operations supported the three pillars of the CS:

- *Relief*: General food assistance (GFA) for food-insecure Palestinians provided increasingly as unconditional electronic value vouchers for redemption at participating shops in a system that was jointly developed with the PA. This system also served as an increasingly popular platform for social transfers by the PA and other organizations. Using in-kind food, vouchers or a combination, GFA was greatly expanded in Gaza through EMOPs during periods of military crisis.
- *Resilience*: On a smaller scale, food assistance for assets (FFA) and food assistance for training (FFT) linked food assistance to efforts to make livelihoods more resilient in the West Bank. School feeding was undertaken in the West Bank and Gaza.
- *Preparedness*: One special operation strengthened logistics support in Gaza during the 2014 crisis. The other (2013–2015) provided resources to support the Food Security Sector (FSS), a food security coordination mechanism.

Figure 1: WFP State of Palestine portfolio context and timeline, 2011–mid 2015



¹⁶ These data include PRRO 200709, which runs to December 2016.

12. Although the portfolio did not have a separate mother-and-child health and nutrition component, WFP produced a strategic plan for nutrition and food technology and supported the Ministry of Health by providing technical assistance and demonstrating innovative models such as the Nutrition Awareness Campaign (NAC).

Evaluation Findings

Alignment and strategic positioning

13. The portfolio was relevant to the needs of food-insecure Palestinians. WFP was seen by stakeholders as a constructive partner in the development of national policy and strategies. It made an important strategic decision when it chose to design and deliver its activities in close collaboration with the PA. While this decision slowed implementation, it meant that WFP made the best possible contribution to sustainable strategic and institutional development given the difficult circumstances. The degree of coherence and collaboration between WFP's portfolio and those of other United Nations and other partners varied among partners and over time, but the portfolio was appropriately integrated in the UNDAF and other frameworks and implicitly aligned with international humanitarian principles. WFP's relationships with bilateral partners and non-governmental organization (NGO) partners were mostly complementary.

14. In the especially difficult circumstances of the State of Palestine, it was doubly important that WFP be realistic about the context as it designed and implemented its operations. WFP's alignment and strategic positioning were largely driven by the need to provide relief to help tackle chronic food insecurity while also responding to periodic acute crises. At the same time, and on a smaller scale, it pursued resilience strategies, working through the PA to help small numbers of needy Palestinians to strengthen their livelihoods. Not helped by the complexity and ambiguity of the international planning landscape within which it had to function, WFP's alignment and strategic positioning were a fluid mix of "humanitarian" and "development" strategies. Both of these categories are vulnerable to differing definitions and are presented in different ways according to the planning context, in the long-running debate about their meaning in the State of Palestine.

15. These uncertainties did not distract WFP from its core business of providing food assistance to needy Palestinians, although they were not conducive to optimal determination of what WFP should aim to be and do in the longer term. However, WFP did not take the opportunity to position its food assistance fully within the conceptual and operational framework of social protection. In general, WFP was not sufficiently realistic about the way it conceptualized and presented possible 'development' support roles for itself – despite its acknowledgement in some design documents that there was little chance of sustainable progress in the current context. The 2014 CS was too ambitious in its aims of "supporting resilient livelihoods and economic activity", its support for agriculture and tree planting and its "new focus... on East Jerusalem and other urban centres, focusing on women and youth in these settings."¹⁷

Factors and quality of strategic decision-making

16. The challenges of providing effective food assistance in this difficult institutional and operating environment were the principal factors affecting WFP's strategic

¹⁷ WFP. 2013. *WFP Strategy in the State of Palestine, 2014–2016*, p. 13.

decision-making. In general, WFP understood and responded to these challenges realistically. The CS systematically presented the factors it assessed in determining WFP's proposed approach in the State of Palestine.

17. WFP's analysis was constrained by limitations on data and analytical capacity. Because of the context, a range of other factors – including the need to help assure the food security of the Palestinian people, the need to pursue resilience strategies, the PA's institutional fragility, and funding shortfalls – often had to take precedence in determining the country office's strategic and operational priorities. Despite limited staff capacity in nutrition, WFP's strategic decision-making on the subject was sound.¹⁸

18. WFP's analysis of gender issues in the Palestinian context and portfolio was limited but useful. It included a review of the implications of the voucher modality for gender, analytical inputs to a United Nations study on the situation of and assistance to Palestinian women, and inputs to a gender scorecard exercise carried out for the United Nations Country Team in 2014.¹⁹ All this work contributed to the preparation of WFP's gender strategy in the State of Palestine.

19. The relief and preparedness pillars were appropriate for WFP. GFA – the bulk of the portfolio – was an appropriate priority, given the extent and severity of food insecurity. The need for relief was chronic and protracted, and meeting it was a safety net function within the social protection framework. Working to strengthen the preparedness of WFP, the international community and the PA – through the Palestinian Civil Defence (PCD) – was also an appropriate strategy.

20. The resilience pillar was a less useful part of WFP's strategic decision-making. Resilience is a vital part of Palestinian livelihoods, where it has specific meanings concerned with “steadfastness” and people's ability to stay on their land and sustain their livelihoods. However, the CS did not articulate or operationalize the concept sufficiently well, and the contributions that GFA relief activities could make to resilience were not clearly spelled out. WFP lacked the institutional and staff skills to tackle the challenges of promoting sustainable livelihoods convincingly. A lack of corporate guidance, national frameworks for livelihood programming and clarity in programme documents regarding how to restore and rebuild livelihoods²⁰ contributed to WFP's inability to secure much funding for resilience activities. There was little synergy between the relief and resilience pillars, not least because the latter was so weakly developed and the prospects for recovery were so massively constrained.

21. WFP showed strong strategic responses during the crises that erupted in Gaza in 2012 and 2014. Its experienced and committed personnel clearly demonstrated their ability to think clearly and act decisively at these difficult times. Staff worked closely and constructively with PA counterparts in various strategic, policy and programme settings and in the Emergency Operations Centre under the United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

Monitoring and evaluation

22. WFP established a sophisticated, high-quality monitoring system to report on GFA processes and key output-level indicators of beneficiary welfare: the cash equivalent redeemed through vouchers, the number of timely food distributions and

¹⁸ WFP worked with certain donors to set up the separate fund management and implementation systems required by their policy of having “no contact” with certain political and administrative stakeholders.

¹⁹ A.L. Esser, 2014. *Gender scorecard. United Nations Country Team (UNCT), State of Palestine.*

²⁰ Protection of livelihoods refers to mitigating the erosion of assets and the increase of indebtedness.

the number of beneficiary training sessions. However, WFP systems did not readily generate expenditure data in a form that was easy to use for efficiency analysis. It was also difficult to assess progress related to livelihood recovery because appropriate outcome and impact indicators were lacking.

23. The CPE found useful evidence on implementation of the voucher modality from evaluations in Gaza commissioned by the country office (2011 and 2012) and from monitoring reports (2013 and 2014). These quantified the impact on beneficiary households and the economic effects of the voucher system on various local actors in the dairy supply chain.

24. WFP learned from and acted on beneficiary feedback from its monitoring and evaluation system. Multiple systems were set up to collect the views of beneficiaries of vouchers and in-kind food. WFP’s sophisticated post-distribution monitoring system included checks on beneficiaries’ satisfaction and comments.

Portfolio Performance and Results

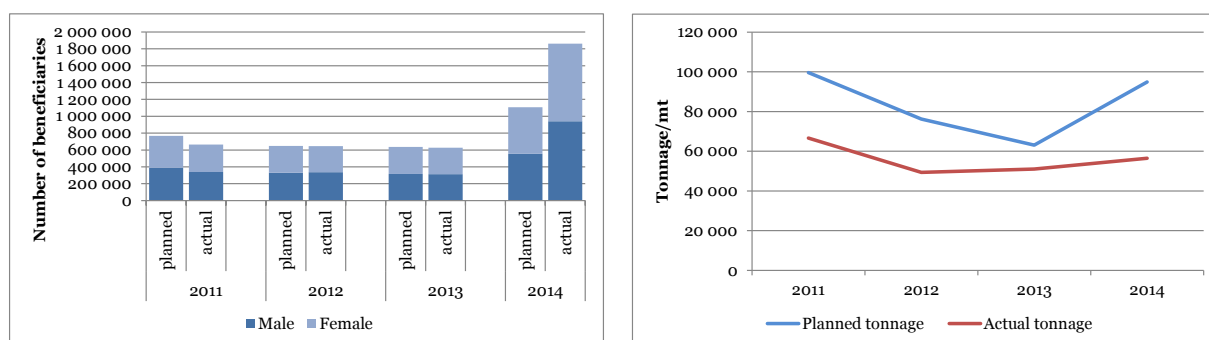
Outputs

25. WFP maintained GFA beneficiary numbers close to planned levels, and far above them in the Gaza crisis of 2014 (Figure 2). Through WFP’s innovative development of the voucher modality (Box 1), the number of beneficiaries receiving vouchers grew from 32,380 in 2011 (36 percent of planned) to 121,805 in 2014 (160 percent); in both years, 50 percent of beneficiaries were women. Because of funding shortfalls, WFP sometimes had to cut rations or voucher values. School feeding days per week were cut periodically in the West Bank from 2012, and school feeding ceased in Gaza in May 2014. Between 2011 and 2014, the numbers of school feeding beneficiaries fell from 75,530 to 50,347 in the West Bank and from 93,617 to 48,054 in Gaza. FFA outputs ranged from 0 percent of target for production of tree seedlings, to 52 percent of target for hectares put under irrigation. Under FFT, 227 of the planned 317 people took part in training sessions.

Box 1: Innovations – electronic voucher delivery mechanism

- Easy to scale up
- User-friendly
- Facilitates monitoring
- Facilitates integration of safety nets

Figure 2: Portfolio beneficiaries and tonnage, planned and actual, 2011–2014



Source: WFP Standard Project Reports 2011–2014.

26. WFP assisted the PCD in development of an information management framework, including a disaster preparedness web portal. It also contributed to the development of a smartphone tool with geographic information system linkages, for

use in on-site assessments.²¹ Later, it put more emphasis on training PCD staff and volunteers.

27. From mid-2013, special operation 200560 funded the FSS, a merger of three humanitarian clusters. Jointly chaired by WFP and the Food and Agriculture Organization of the United Nations, the FSS aims to enhance the coordination of work for, and the dialogue around, food security, and to lower the perceived barriers between United Nations agencies and the NGO community. Revision of the Socio-Economic and Food Security Survey (SEFSec) and coordination of the humanitarian programme cycle were its largest tasks. The information management systems it established for feeding data into reporting by OCHA were relevant and timely.

Targeting

28. WFP performed strongly in developing a GFA targeting system with its partners. It targeted its beneficiaries carefully and well, while targeting criteria remained relatively simple. Households selected on the basis of poverty and food insecurity were categorized only by size, with no further differentiation of needs among beneficiary groups. By the end of the review period, WFP was considering refinements to the targeting system, including a more comprehensive categorization by household size, a proxy means test formula and food consumption scores (FCSs).

Outcomes

29. During emergencies in Gaza in 2012 and, particularly 2014, WFP's rapid response is likely to have contributed to saving lives, although there is no specific evidence of this.

30. WFP's provision of food in-kind and through vouchers in the West Bank generally improved the FCS of beneficiary households. The proportion of voucher beneficiary households with acceptable consumption increased from 68.6 percent in 2013²² to 83.6 percent in 2014, and there was a sizeable reduction in the proportion of beneficiary households with borderline and poor FCS. However, the FCS of households receiving in-kind GFA eroded over the same period: the proportion with acceptable FCS dropped from 58.5 to 57.7 percent while the proportion with borderline FCS increased from 23.1 to 26.8 percent.

31. In Gaza, 77 percent of beneficiaries receiving only vouchers achieved acceptable FCS by 2015, compared with 36 percent of in-kind food beneficiaries. Nearly 91 percent of voucher-only beneficiaries had improved their FCS by at least one food consumption category since 2011.

32. Among FFA beneficiaries, 26 percent had acceptable FCS at baseline, rising to 92 percent during the activity but falling to 60 percent ten months later.

33. Outcome indicators for school feeding – retention rates and pupils' ability to concentrate and learn – were unevenly monitored. Retention rates were already high and did not change. Concentration and learning ability fluctuated, according to the anecdotal evidence available.

²¹ WFP. 2013. PRRO 200037 – Targeted Food Assistance to Support Destitute and Marginalized Groups and Enhance Livelihoods in the West Bank, Standard Project Report 2013.

²² GFA through vouchers was introduced in the West Bank in 2009. Baseline FCS data are not available.

The electronic voucher

34. The electronic voucher modality was one of the portfolio's strongest achievements. There were four main dimensions to this success, which also served as a model for WFP operations elsewhere, such as in Iraq, Lebanon and Turkey:

- Beneficiaries and retailers found the electronic card increasingly simple to use. The recently updated modality, developed in association with the Bank of Palestine and its "PalPay" electronic transactions system, enabled retailers to be paid in real time as they carried out food assistance transactions at their stores.
- The mechanism facilitated monitoring and enabled itemization of commodities collected in its own database, again in real time.
- The modality was easy to adapt and scale up, with beneficiaries identified through their Palestinian identity cards. Use of an "electronic wallet" made it possible for other organizations to deliver assistance through the same card. Most notably, WFP's modality helped UNICEF to provide water, sanitation and hygiene items and school uniforms in Gaza during the 2014 crisis, when the number of food assistance beneficiaries supported through vouchers increased from 60,000 to 300,000 within weeks.
- It facilitated integration of the safety net mechanisms of WFP, the PA and other agencies, while allowing separate identification and monitoring of different beneficiaries within the system. While there remained much scope for further refinement of the mechanism, WFP's progress and performance with the modality during the review period were widely praised by United Nations and PA informants.

35. The electronic voucher modality also produced significant economic results, directly benefiting participating shopkeepers, processors and producers and the Palestinian Treasury. Average monthly sales for shopkeepers grew by 40 percent across Gaza and the West Bank. Dairy producers' sales rose by 207 percent in Gaza and 58 percent in the West Bank, with corresponding potential for increased tax revenues. About 300 new jobs were created.²³ The economic effects of other WFP interventions were less systematically measured, and evidence collected suggests that they were weaker.²⁴

Efficiency

36. For this evaluation, crude estimates of the average costs of the in-kind food (GFA and school feeding) and voucher modalities (GFA and FFA/FFT) were calculated. Across the portfolio, based on actual financial expenditure and beneficiary numbers, the cost of in-kind food assistance was USD 74.4 per person compared with USD 91.1 for the voucher modality.

37. However, vouchers were more effective than in-kind support at improving outcomes – the FCS score. Achieving an improvement in a household's FCS category – (between 'poor', 'borderline' and 'acceptable') cost twice as much through in-kind food assistance as through vouchers.

38. Despite conditions that inflated costs, the country office improved the logistics

²³ WFP. 2014. *Secondary Impact of WFP's Voucher Programme in the State of Palestine. Findings Report.*

²⁴ Full evaluation report: Local purchases were from large dairy producers. There was a more systematic approach to accounting of the secondary economic benefits of the voucher modality than to measuring efficiency.

efficiency of its programming over the review period, including through introduction of the electronic payments system. Procurement and logistics processes continued to work well, and anecdotal evidence suggests that WFP managed its programmes well. PA officials and beneficiaries were very complimentary about the implementation of activities. This experience is confirmed by analysis of WFP–UNICEF support showing that 97 percent of beneficiaries of food, education, and water, sanitation and hygiene activities were satisfied with the delivery mechanisms.²⁵

Gender

39. The country office showed commitment and responsiveness in developing enhanced approaches for the promotion of gender equity, culminating in 2014 when it developed a gender strategy, undertook gender-sensitization training for all staff and began a process of identifying “gender advocates”. However practical effects were limited, except in the NAC. Implemented by WFP and a local NGO in Gaza, the NAC was perceived to make a real difference to women’s self-image and empowerment, in addition to its effects on participants’ nutrition awareness. Although modest in size, its achievements were important.

40. However, WFP assistance had little practical effect on enhancing gender equity. The cultural context made a gender-proactive stance sensitive at the community level, and potentially even risky for WFP staff, particularly in Gaza. The NAC appears to have been a more relevant livelihood intervention. It had a direct impact on improving household nutrition, and therefore increased human capital. It encouraged women – who had confined lives as a result of both the situation in Gaza and cultural norms – to leave their homes, mix with their peers and develop stronger social relationships. In these ways the NAC also contributed to building social capital.

Partnership

41. WFP worked proactively to fit its programming into the evolving framework of annual and multi-annual humanitarian planning. It was an active contributor to preparation of the State of Palestine’s first UNDAF.

42. Most of WFP’s work with partners at the operational level achieved cooperation and complementarity rather than synergy or multiplier effects. There was clear complementarity between WFP and the United Nations Relief and Works Agency with their responsibilities for food assistance to non-refugees and refugees, and their close cooperation during the 2014 Gaza crisis. There was complementarity with UNICEF, and again this was taken to a higher level during the Gaza crisis, when WFP’s electronic voucher platform was used for the distribution of UNICEF support. The biggest gap in opportunities for synergy and multiplier effects concerned nutrition. During the review period, nutrition capacity among WFP’s partners dwindled. They turned increasingly to WFP for nutrition advice, which put a heavy burden on WFP and its single nutrition officer, and created expectations of WFP’s nutrition services that were beyond its mandate.

Sustainability and Connectedness

43. The concept of sustainability was strongly circumscribed by the national context, and promoting institutional sustainability and connectedness became paramount. In activities that performed basic safety net functions by helping to assure food security and protect livelihoods from deep poverty, the consensus among informants was that

²⁵ Al Athar Global Consulting. 2015. *Joint emergency assistance programme to vulnerable families in Gaza. Formative review of the joint WFP-UNICEF e-voucher.*

WFP made valuable progress, building capacity, systems and ownership within the PA for a social protection system that informants considered stronger at the end of the review period than it was at the start. WFP's small-scale efforts to build resilience in livelihoods showed little evidence of sustainable results, although there was scope to protect livelihoods and promote steadfastness through labour-intensive public works.

Conclusions

Overall Assessment

44. Under the relief pillar of the strategy, WFP performed well. In the dominant activity of the portfolio – GFA – it maintained WFP's reputation for capable logistics in the delivery of in-kind food assistance, and contributed to a growing reputation for competence and innovation in the use of electronic vouchers. Reflecting a commendable commitment to innovation and learning from ongoing experience, development of the electronic voucher modality was a high point of WFP's performance in this portfolio. Good choices were made about where and for which beneficiaries to use the in-kind food, voucher or, occasionally, combined modalities, based on appropriate but comparatively simple criteria. Despite limited staff resources, WFP worked carefully and well to address the nutrition implications and challenges of its GFA activities in the Palestinian context.

45. Viewed through a social protection lens, relief and preparedness are closely related. During the review period, much of the preparedness had to remain an external responsibility: WFP and its partners had to be ready to react. WFP contributed well to this external preparedness, but more significantly it made important contributions to building national preparedness systems through the PCD and institutional progress in the capacities and programmes of the PA. Much remained to be done in this area. However, a degree of national ownership of enhanced systems was built.

46. While the relief and preparedness pillars of the CS achieved generally strong performance and results, the resilience pillar did not. This was the hardest area of the CS and portfolio to define and deliver satisfactorily. While resource constraints were a major reason for carrying out FFA and FFT on such a small scale, there were serious conceptual and strategic limitations in the determination of what WFP could usefully do. GFA helped to protect livelihoods but failed to enhance their resilience or sustainability. Although school feeding was identified in the CS as contributing to the protection of livelihoods, there was no monitoring of whether it achieved this purpose, and the evaluation found no empirical evidence that it had.

47. Overall, the performance and results of the portfolio show that the special context of the State of Palestine was a constant challenge – periodic emergencies disrupted normal WFP operations and necessitated rapid responses to crisis conditions. The country office had to contend with not only the crowded politics of the United Nations, but also the fragility of the State of Palestine. More common across WFP globally were the challenges of limited funding.

48. Performance was greatly strengthened by the skill and dedication of WFP staff, although in some areas, such as livelihoods and resilience, they lacked training and received inadequate corporate guidance. Ingenuity and innovation drove the country office to important successes with the voucher modality, which has served as a model for WFP work in other countries. While the portfolio benefited overall from committed and skilful management, planning of the CS was not fully realistic about what could be achieved in building resilient livelihoods, given the Palestinian context and WFP

resources. Portfolio implementation helped beneficiaries protect their livelihoods, avoiding hunger and destitution – a major achievement in the circumstances.

Recommendations

49. This CPE found many areas of strong performance in the WFP portfolio under review. This section focuses on areas where a redefinition or adjustment of the portfolio would be beneficial.

No.	Issue	Rationale	Recommendation	Responsibility and timing
1	Strategic orientation	<p>To clarify the role that WFP can most effectively play in food assistance to the State of Palestine.</p> <p>Food insecurity is a real problem in many impoverished Palestinian households. The mechanisms for addressing it should be contained in a national social protection framework, rather than external United Nations systems.</p> <p>As defined by WFP,²⁶ food security constitutes a meaningful theme for WFP in the Palestinian context. In the preparedness pillar of the CS, WFP could deploy established competence and made valuable contributions during the review period.</p> <p>The country office is not adequately skilled or resourced in livelihood development. Moreover, the Palestinian context makes it extremely difficult for WFP to use food assistance to promote more sustainable livelihoods. WFP's focus should rather be on using food assistance to protect livelihoods.</p>	<p>In the next CS, the country office should redefine the focus of its food assistance in the State of Palestine as support to the assurance of food security, and thus the protection of livelihoods, within a nutrition-sensitive national social protection framework, mitigating the erosion of assets and increasing indebtedness. This focus includes the promotion of preparedness to meet acute food security challenges.</p> <p>WFP should restructure its portfolio design and presentation accordingly. It should include protection of livelihoods, but not building livelihoods. The 'resilience' pillar is not recommended for continuation.</p>	<p>Country office, with support from the regional bureau and Headquarters: 2016.</p> <p>Implementation should be guided by the forthcoming scoping study by the regional bureau and the Institute of Development Studies on WFP's role in social protection.</p>
2	Shift to advisory role	<p>Despite the valued and useful contributions that WFP made to school feeding approaches and delivery during the review period, it would not be a good use of scarce resources to invest new efforts in further direct</p>	<p>WFP should provide technical advisory services to the PA in development of: i) school feeding policy and implementation approaches; and ii) labour-intensive public works policy and</p>	<p>Country office, with support from the regional bureau and Headquarters: 2016–2018.</p>

²⁶ WFP, 2015. *What is Food Security?*

No.	Issue	Rationale	Recommendation	Responsibility and timing
		<p>engagement in school feeding.</p> <p>Resourcing and implementation of FFA and FFT activities during the review period were unconvincing and offered no justification for further direct WFP engagement. FFT has no clear place in a social protection strategy. Labour-intensive public works may. This is a field in which WFP has corporate expertise.</p>	<p>implementation approaches.</p> <p>The technical advisory role does not exclude joint pilot work with the PA.</p>	
3	Human resources	Adjustment of strategic orientation and focus necessitates corresponding change in staff profiles.	WFP should develop staff profiles – including job descriptions – to combine the existing high operational competence with stronger strategic competence in social protection, maintaining the flexibility to respond to acute as well as chronic challenges.	Country office, with support from the regional bureau and Headquarters: 2016–2018.
4	Targeting	As the country office recognizes, a targeting approach that specifies beneficiary sub-groups in terms of poverty, food security level and household size would enhance the overall effectiveness of food assistance for the poorest groups, particularly at times when it may be necessary to reduce the level of support.	WFP should refine the targeting of households whose food security will be supported by the national social protection system, so that beneficiary sub-groups are assisted according to the level of poverty and food security as well as the household size.	Country office, in consultation with the Ministry of Social Affairs and with support from the regional bureau and Headquarters: 2016–2018.
5	Monitoring	To provide robust evidence on efficiency, and on food security and livelihood outcomes, enhancing understanding of appropriate uses of different modalities.	WFP should develop monitoring and analytical systems for: i) more comprehensive and routine analysis of the efficiency of its operations and more thorough comparative analysis of the efficiency of modalities; and ii) careful specification of solid and feasible outcome-level monitoring of the effects of food assistance on livelihoods protection.	Country office, with support from the regional bureau and Headquarters: 2016–2018.

No.	Issue	Rationale	Recommendation	Responsibility and timing
6	Gender and nutrition	Expansion of the NAC could achieve significant gender and nutrition benefits and is a practical way of helping to achieve objectives 2 and 3 of the WFP gender policy.	WFP should advocate and seek resources for expansion of the NAC to all food assistance beneficiary households in the State of Palestine.	Country office, with support from the regional bureau and Headquarters: 2016–2018.
7	Partnership	The United Nations currently relies too heavily on WFP for nutrition expertise in the State of Palestine. Although WFP has performed well in this field, this situation is unsustainable and detrimental to the nutrition of the Palestinian population, and to the reputation of the United Nations.	With reference to work across the United Nations system on the United Nations Global Nutrition Agenda, WFP should consult the other relevant United Nations agencies in the State of Palestine to confirm their respective roles in the field of nutrition, advocate for adequate resourcing and fulfilment of these roles, and confirm the specific mandate of WFP in this field.	Country office, with support from the regional bureau and Headquarters: 2016.

1. Introduction

1.1 Evaluation Features

1. This Country Portfolio Evaluation (CPE) is an independent evaluation commissioned by the Office of Evaluation (OEV) of the World Food Programme (WFP). The full terms of reference are at Annex A. CPEs address the full set of WFP activities during a specific period. They evaluate the performance and results of the portfolio as a whole and provide evaluative insights to guide future strategic and operational decision-making. CPEs address three key evaluation questions:

- Question 1: *Alignment and Strategic Positioning of WFP's Country Strategy & Portfolio*
- Question 2: *Factors and Quality of Strategic Decision Making*
- Question 3: *Performance and Results of the WFP Portfolio.*

2. The State of Palestine has been selected for this CPE for various reasons. There has been no previous evaluation of WFP's full portfolio of activities in the country. The current Country Strategy (CS) runs from 2014 to 2016; the timing was set up to be aligned with the National Development Plan (NDP, 2014–2016), the United Nations Development Assistance Framework (UNDAF, 2014–2016) and the WFP Strategic Plan (2014–2017) and its Strategic Objectives (SOs). It is expected that the CPE findings and recommendations will provide evidence to inform WFP CO's planning for the next UNDAF cycle and for its next CS. In addition, the evaluation is intended to inform the design of future WFP food assistance operations.

3. As shown at Annex A, the scope of the CPE is not an assessment of individual operations but rather an evaluation of the WFP portfolio as a whole, its evolution over time, its performance, and the strategic role played by WFP Country Office (CO). It covers the period 2011 – mid-2015 including all WFP operations implemented in that period and all geographic areas covered by the portfolio. It also covers the current WFP Country Strategy (2014–2016). Methodology was elaborated in the Inception Report (Turner *et al.*, 2015) and is summarised at Annex B. The evaluation matrix (Annex C, approved as part of the Inception Report) elaborates the key evaluation questions. Chapter 2 of this evaluation report is structured to answer the questions posed in the matrix.

4. Following a briefing mission to WFP headquarters (HQ) and an inception mission to the State of Palestine (both in June 2015), fieldwork took place 2–21 August 2015. It was conducted by an independent team of five consultants, assisted by Dr Ahmed Abu Shaban and Ms Solafa Eldeabella during the visit to Gaza. In addition to meetings in Jerusalem, evaluation team members visited the West Bank and Gaza. The team augmented analysis of available data and document review with extensive interviews. Over 180 people connected with the portfolio were interviewed during the main evaluation fieldwork. Annex D lists those consulted during the inception and main evaluation phases.

5. This CPE benefited from strong support from staff of the WFP CO, who not only provided a wealth of professional experience and ideas but also made major efforts to provide the evaluation team with financial and operational monitoring data. Apart from the usual constraints of time and resources, which meant that not every aspect of the portfolio could be investigated in exhaustive detail, the CPE had to cope with

two limitations. The first concerned Israeli restrictions on travel by two team members to Gaza (see Annex B), so that alternative (and effective) arrangements had to be made. The second, also discussed at Annex B, concerned the limitations of WFP data when used for efficiency analysis of the type attempted by this CPE. As indicated in the Inception Report (Turner *et al.*, 2015), data limitations and associated methodological challenges meant that the CPE could only offer a preliminary and partial analysis of this issue.

1.2 Country Context

6. This section provides an overview of significant economic, social and policy factors that have affected the country portfolio and are relevant to the evaluation. A further overview of key developments in the State of Palestine and within WFP is presented in the portfolio and context timeline (O below; see also Figure 12 and Figure 13 at Annex E). Even more than in other countries, the context of WFP's portfolio has a major, mainly constraining influence on the design and implementation of food assistance activities and their potential sustainability. The analysis in later sections of this CPE makes repeated reference to this influence and what it means for portfolio performance.

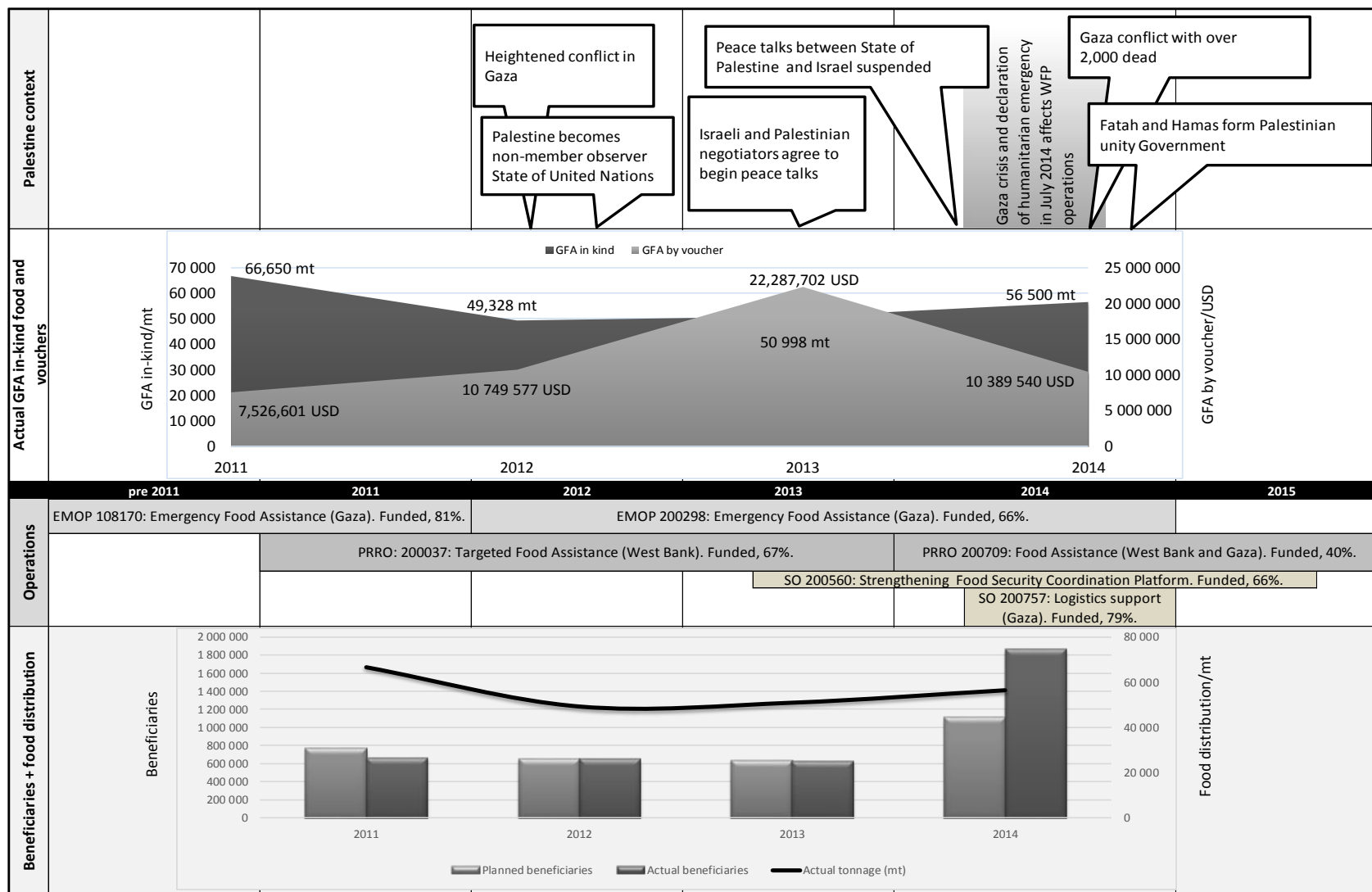
7. The State of Palestine is geographically fragmented with the West Bank, East Jerusalem, and Gaza separated from each other, as well as obstacles to movement within the West Bank. Its estimated population in 2014 was 4,816,000, including East Jerusalem, with an annual growth rate of 2.9 percent between 2010 and 2015 (PCBS, 2014d). The population of the West Bank was approximately 2.79m in 2014, and in Gaza it was approximately 1.76m.

History and Governance

8. The State of Palestine has experienced decades of conflict. The West Bank and Gaza became distinct political units as a result of the 1949 armistice (following the 1948 Arab-Israeli conflict) that divided the new Jewish state of Israel from other parts of (then) Palestine that were under the British Mandate (Reut Institute, 2006). During 1948 – 1967, the West Bank, including East Jerusalem, was ruled by Jordan, which annexed the area in 1950 and extended citizenship to Palestinians (including refugees) living there (Global Exchange, 2015). In the same period, Gaza was under Egyptian military administration. In the 1967 war, Israel captured and occupied these areas. East Jerusalem was immediately annexed to Israel, which reaffirmed its annexation in 1981 (Global Exchange, 2015). The international community has not recognised the legality of this annexation or of the steadily expanding Israeli settlements in the West Bank (European Union, 2015, Reuters, 2015).

9. Israel established a military administration to govern the Palestinian residents of the occupied West Bank and Gaza. In 1987, following over 20 years of military occupation, a popular uprising took place in Gaza and the West Bank (the first intifada). Political divisions and violence within the Palestinian community escalated during this period, especially the growing rivalry between the various Palestine Liberation Organisation (PLO) factions and Islamist organizations (Hamas and Islamic Jihad; UN, 2008, Rigby, 2015).

Figure 1: WFP State of Palestine portfolio context and timeline, 2011–mid 2015



Source: SPRs 2011–2014.

10. Division of the West Bank into Areas dates back to the 1995 Israeli-Palestinian Interim Agreement. Area A, the smallest zone of the West Bank, is under full Palestinian [Palestinian Authority (PA)] civil and security control. Area B is under Palestinian civil control and Israeli security control. Area C, which is the largest zone at about 60 percent of the West Bank, is fully subject to Israeli military control. East Jerusalem is directly controlled by the Israeli authorities.¹ 70 percent of Area C is off limits to Palestinian construction, including of agricultural infrastructure and home improvements; 29 percent is heavily restricted. Area C includes almost all the West Bank land that is suitable for agricultural production, but Palestinian access to this land is either prohibited or severely restricted (World Bank, 2013a: 9). Demolitions of Palestinian homes and other livelihood structures are common in Area C (UNOCHA, 2011b, UNOCHA, nd), and the establishment of Israeli settlements there has also affected Palestinian livelihoods.

11. In 1994 the PLO formed the PA. At the end of September 2000, a new wave of protests broke out, known as the ‘second intifada’, which led to a severe tightening by Israel of restrictions on movement and access. In 2002 Israel started the construction of the West Bank Separation Barrier (LACC, 2003), which runs mostly to the east of the Green Line marking the border between Israel and the West Bank on the eve of the 1967 war.

12. In January 2006, elections were held for the Palestinian Legislative Council (PLC), with Hamas – a movement that opposes the Oslo Accords and refuses to recognise Israel – winning a majority. In response to the Hamas victory, some donors cut off their financial support for the PA. Israel began to withhold the tax revenue it collects on behalf of the PA, which further weakened the Palestinian economy.

13. In June 2007, Hamas carried out a coup in Gaza, establishing sole control over the territory. Governance of the West Bank and Gaza has been divided between the Fatah and Hamas political parties since then. In November 2012, there were eight days of military hostilities in Gaza. These were detrimental to an already fragile humanitarian situation there. In August 2014, Gaza marked the end of the third period of military action since 2008. More than 2,100 people were killed, over 60,000 houses were partially or completely destroyed, and public services, including water and electricity, were devastated, creating scarcity of water, energy, food, and shelter (FSS, 2014; UNOCHA, 2014a).

14. The NDP 2014–16 is the State of Palestine’s guiding framework for reaching national goals. It emphasises efforts to boost the national economy, bolster economic independence, and enhance the private sector. It strives to alleviate poverty, reduce unemployment, and promote equality and social justice (PA, 2014a: 4).

Economy and poverty trends

15. The State of Palestine is a lower middle-income country, yet one that is still extremely dependent on aid, with 25.8 percent of the Palestinian population living below the poverty line in 2011 (PCBS, 2014b). Poverty rates in Gaza are twice as high as the West Bank (17.8 percent in the West Bank, and 38.8 percent in Gaza) and

¹ See World Bank. 2013. *West Bank and Gaza: Area C and the Future of the Palestinian Economy*. Report No. AUS2922. Washington, DC. General Assembly Resolutions describe East Jerusalem as being part of the Occupied Palestinian Territories. See, instead of many, Resolution 70/15 adopted by the General Assembly of 24 November 2015 (United Nations General Assembly Resolution A/RES/70/15). In the Gaza Strip, Hamas constitute de facto authorities. (See: UNOCHA, 2015, *Gaza one year on. Humanitarian concerns in the aftermath of the 2014 hostilities*.)

unemployment rates of almost 40 percent in Gaza are double those seen in the West Bank (World Bank, 2014b). It experienced its first recession in 2014 since 2006 (UNCTAD, 2015: 1).

16. The gross domestic product (GDP) per capita is USD 1,600 (PCBS, 2014a), compared to GDP of USD 32,200 in Israel. Recent conflict, political uncertainty and restrictions on movement and access are the main reasons why the Palestinian economy is unable to take off. Growth in the Palestinian territories, already decelerating since 2012, slowed down further to less than 2 percent in 2013. The closures in 2012–2014 of the illicit tunnels along the Egypt-Gaza border – formerly a major lifeline and source of employment – have hit Gaza hard.

17. The Palestinian economy is service-oriented and an unsustainable public expenditure model drives much of the economic activity, which is dependent on external support. The Palestinian economy is closely linked to the Israeli economy, with Israel as the main market for exports and imports, and an important employer of Palestinian labour, although there are periodic restrictions on Palestinian workers' access to Israel, as after the first intifada and in 2015.

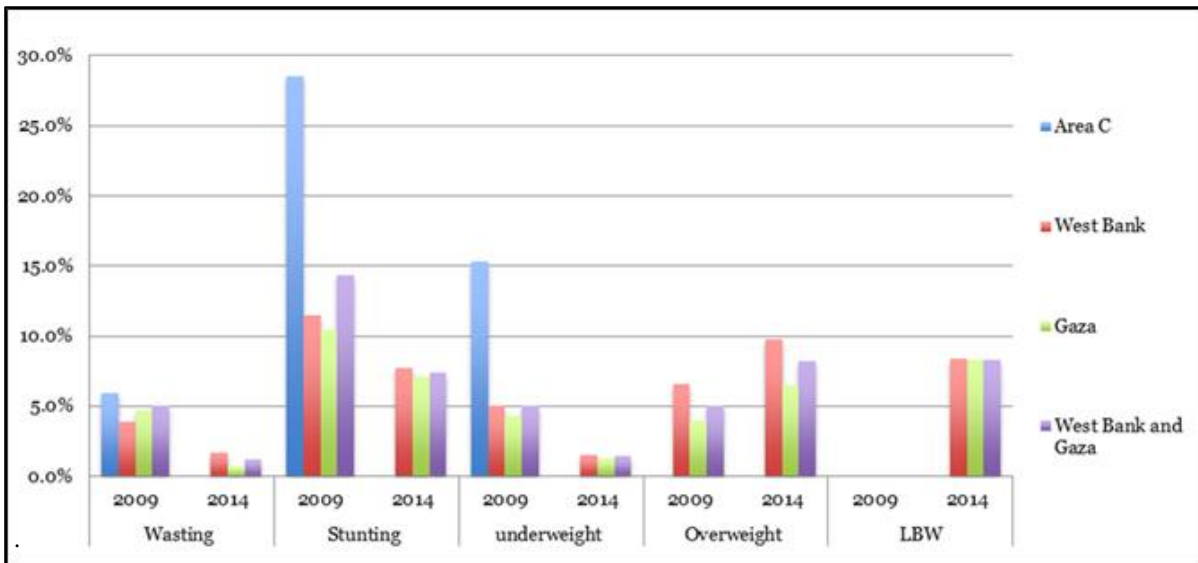
Refugees

18. The State of Palestine has a long-standing refugee population, comprising 44.2 percent of the total population. The United Nations Relief and Works Agency (UNRWA), which was established following the 1948 conflict, is responsible for refugees in the State of Palestine, Jordan, Lebanon and Syria, including food assistance to them, requiring close co-ordination with WFP. Its records showed that there were 5.3m Palestinian refugees registered in mid-2013 in these four countries. This constituted 45.7 percent of the total Palestinian population worldwide. Approximately 1.26m people out of the 1.76m residents of Gaza are Palestinian refugees; 762,288 Palestinian refugees are included in the West Bank's estimated population of 2.4m (UNRWA, 2015b). About 29 percent of Palestinian registered refugees live in 58 official refugee camps, of which ten are in Jordan, nine (plus three unofficial camps) in Syria, 12 in Lebanon, 19 in the West Bank, and eight in Gaza (PCBS, 2014c). During the evaluation period, the crisis in Syria affected all 12 Palestinian refugee camps (560,000 refugees). Of the 480,000 Palestinian refugees remaining in Syria, 95 percent are estimated to be in continuous need of humanitarian aid.

Health and Nutrition

19. The health and nutrition status of the Palestinian population was comparable to that in other countries in the region, with relatively good mother and child health indicators. The health and nutrition situation improved since 2000 due to successful immunisation programmes. The prevalence of wasting, stunting and underweight declined as reflected in the findings of the most recent survey conducted in 2014 (PCBS, 2014e; see also Figure 2 below). The results revealed that 1.4 percent of children under five were underweight, 7.4 percent were stunted and 1.2 percent were wasted. However, the percentage of children suffering from overweight increased from 5 percent to 8 percent since the previous survey conducted in 2009 (9.8 percent of children under 5 in the West Bank, and 6.5 percent of children under 5 in Gaza; PCBS, 2013b; PCBS, 2014e).

Figure 2 Prevalence of malnutrition in the State of Palestine, 2009 – 2014



Source: PCBS, 2010; UNRWA et al., 2010; PCBS, 2015b

20. Data on micronutrient deficiencies, in particular iron deficiency anaemia, were of grave concern. Though no severe anaemia was reported, mild and moderate anaemia among children were reported to be 17–33 percent, and 35 percent among pregnant women (PA & UNICEF, 2014). In addition iodine deficiency was reported to be 20 percent among school children and Vitamin A deficiency 22 percent. Vitamin D was also reported to be an emerging concern.

21. The country was facing a double burden of malnutrition because of micronutrient deficiency diseases and a growing overweight and obese population. This was leading to a rise in the incidence of non-communicable diseases (NCDs) and the increasing prevalence of diabetes mellitus, cardiovascular diseases and hypertension (Husseini *et al.*, 2009).

22. Several factors, including politics, urbanisation, globalisation, conflict, poverty and unemployment, and transitions in food consumption patterns, were contributing to the increasing prevalence of risk factors such as smoking, unhealthy diet and lack of physical activity. Priorities of the PA, therefore, were to address anaemia and other emerging micronutrient deficiencies and overweight. (WFP, 2013h).

23. UNRWA has contributed to sizeable health gains for Palestinian refugees over its operations since 1950. The infant mortality rate, for example, declined from 160 per 1,000 live births in the 1960s to 20 in the 2000s and then 12 at the end of 2008. However, a 2013 United Nations study was recently reported (after UNRWA had checked the data) to have shown that the Gaza infant mortality rate had risen for the first time in 53 years, reaching 20.3 in that year (Guardian, 2015). The challenge among refugees was also non-communicable diseases as local conditions affected the physical, social and mental health of Palestinian refugees (PA, 2015b).

Education

24. According to UNICEF, ongoing conflict and poverty are constraining education outcomes across the State of Palestine (UNICEF, nd). Closures, curfews and military operations continually disrupt conditions for children’s schooling. In Gaza, the average number of students per class is 36.2 and only 30 percent of young children

were enrolled in licensed kindergartens (PA, 2014a). The State of Palestine is at the upper end in terms of access to education in the Arab Region, with 96 percent net enrolment rates. The out-of-school rate for children of primary school age declined over the evaluation period from 10.3 percent in 2011 to 6.6 percent in 2013. However, enrolment rates in secondary education are lower: 73.8 percent for the State of Palestine. They are particularly lower for boys: 73.9 percent in Gaza and only 62.4 percent in the West Bank (UNESCO, 2014).

Agriculture and Food Security

25. Food insecurity is a significant challenge, with high rates of poverty and unemployment in a captive economy, high prices and threats to livelihoods leaving more than a quarter of the population (1.6m people) food-insecure in 2014 according to the most recent report on the Socio-Economic and Food Security (SEFSec) survey (PCBS and FSS, 2015: 1). In Gaza, 47 percent of households were food-insecure, following a peak of 60 percent after the 2009 conflict there, while 16 percent of households in the West Bank were food-insecure. However, the SEFSec methodology has recently undergone protracted revision. A short report on preliminary results for 2013–2014 was issued in late 2015, with the full report expected to be released in the first quarter of 2016 (PCBS and FSS, 2015: 2).

26. Weak agricultural infrastructure, land confiscation and limited access to land and water mean that agricultural and rural development can only make a limited contribution to food security. The main agricultural products include vegetables, grapes, fish, olives, olive oil, meat, poultry and eggs, and honey. In 2013, the agriculture sector accounted for 5 percent of GDP (World Bank, 2013b). It is estimated to be operating at one quarter of its potential. Severe restrictions and a lack of water have led to under-investment in the sector (WFP, 2013h).

27. During the evaluation period, the following livelihood groups were the most likely to be food-insecure:

- farmers whose access to land and agricultural inputs was restricted by the Separation Barrier and mobility restrictions in the West Bank, and by the Buffer Zone and blockade in Gaza, and whose harvests were affected by drought, frost and other adverse climatic events;
- herders in the West Bank whose access to water and pasture was limited by restrictions, Israeli settlements and drought;
- fishermen in Gaza whose access to fishing waters was restricted;
- urban poor whose irregular and low wages were insufficient to meet their food and other basic needs in a context of increased prices;
- households whose salaries decreased, including the newly unemployed as a result of the global economic crisis, those who lost their jobs in Israel or within the State of Palestine, and/or those who were receiving no or lower remittances.

Social safety nets

28. Donor funding has been provided for measures to protect the poorest and most vulnerable people and provide social safety nets, especially for the unemployed, refugees and internally displaced Palestinians. Eighty percent of people in Gaza depend on social assistance, while social transfers have become an important source of income for the majority of households, accounting for approximately 16 percent of total household consumption overall and 31 percent among the poorest households

(PA, 2014b: 31). In 2010, the Ministry of Social Affairs (MOSA) approved its Social Protection Sector Strategy, which identified increasing services to beneficiaries living below the national poverty line as one of its priorities. MOSA operates social protection programmes and formulates social protection policies in both the West Bank and Gaza, although institutional efficiency is impaired by the limited remit of the PA in Gaza, where parallel agencies operate under the Hamas administration².

29. The Palestinian National Cash Transfer Programme (PNCTP) is the Ministry's flagship social protection programme. The PNCTP is considered one of the most advanced cash assistance programmes in the Middle East and North Africa region, using a sophisticated management information system which includes poverty targeting (World Bank, 2012). PNCTP beneficiary households are also entitled to other state assistance, including health insurance, school fee waivers and cash grants to help with one-off emergency needs (Perezniето et al., 2014). Some 30,000 of them receive food assistance from MOSA through WFP. Religious (*zakaat*) and family support (including remittances) are important elements of Palestinian social safety nets too, with the former channelled through a large number of Islamic charitable organisations.

Gender

30. The economic and political situation has a strong effect on women. Illiteracy among females was three and a half times higher than among males: illiteracy among males was 1.8 percent compared to 6.4 percent among females in 2012 (PCBS, 2012). Palestinian programmes' performance in reaching women's economic and political participation targets remains low. Traditional gender roles in the State of Palestine reinforced men's role in economic activities, while women are generally expected to prioritise domestic responsibilities. Despite the rise in the participation rate of women in the labour force during the past ten years, the rate is still considered low: 17.4 percent of females in the labour force in 2012 compared to 10.3 percent in 2001. Women's participation is concentrated in the informal sector and a narrow range of fields in the formal economy (UNCTAD, 2014). The PA have shown their commitment to advancing gender equality and women's empowerment and adopted the first cross-sectoral national gender strategy in 2011 (PA, 2011b)

Humanitarian challenges and the aid landscape

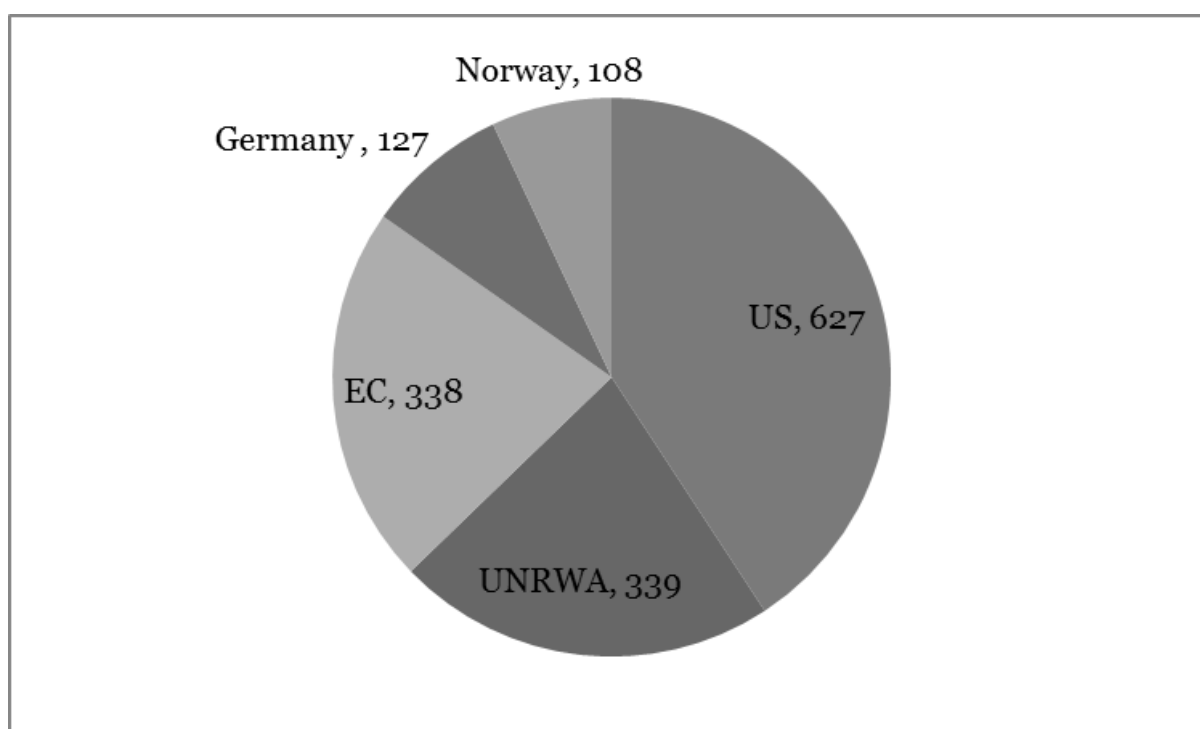
31. The country context outlined above poses significant humanitarian challenges (see ¶46 below) alongside the significant levels of poverty that persist in this lower middle-income country. These challenges span the long-term plight of refugees and the severe short-term crises that arise from periodic military action – notably the events in Gaza in 2012 and the much larger-scale crisis there in 2014, both of which had major consequences for WFP operations. Consequently, the State of Palestine has one of the highest rates of aid per capita in the world (USD 626 in 2013 (World Bank, 2015)). UNRWA provides humanitarian services to refugees (¶18 above), while WFP works with a number of other United Nations agencies, notably UNICEF, WHO, FAO and UNDP, to provide these services and related livelihood support to Palestinians not registered as refugees. The United Nations Office for the Co-ordination of Humanitarian Affairs (OCHA) plays a central role. Many international and national non-governmental organisations (NGOs) also provide humanitarian services –

² In the Gaza Strip, Hamas constitute de facto authorities. (See: UNOCHA, 2015, *Gaza one year on. Humanitarian concerns in the aftermath of the 2014 hostilities.*)

including Oxfam Great Britain, Global Communities, Ard el Insan and Catholic Relief Services.

32. In 2013, official development assistance (ODA) accounted for 19.1 percent of gross national income (World Bank, 2013b). ODA in 2013 was USD 2,610.4 million, an increase from 2011 (USD 2,443 million) and 2012 (USD 2,011 million). Between 2012 and 2013, the largest ODA source was the United States, disbursing USD 651.3 million. Figure 3 below shows the top five sources of gross ODA between 2012 and 2013.

Figure 3 Top five sources of gross ODA to the State of Palestine 2012–2013 (USD million)



Source: OECD-DAC. Data not available for full evaluation period.

1.3 WFP's Portfolio in the State of Palestine

Overview and funding of the portfolio

33. WFP has been present in Palestine since 1991, with 28 operations. During the evaluation period (2011–mid-2015) WFP undertook six operations. These comprised two Emergency Operations (EMOP 108170 and EMOP 200298), two Protracted Relief and Recovery Operations (PRRO 200709 and PRRO 200037), and two Special Operations (SO 200560 and SO 200757). Figure 13 in Annex E illustrates the timeline of the country portfolio.

34. Table 1 gives an overview of operations during the period and of funding for them. The requirement for these operations was USD 704m, of which 64 percent was received. WFP operations are rarely funded in full; those addressing emergencies are usually better funded than those tackling chronic food insecurity. Funding of the country portfolio reflected this general pattern, although it was also influenced by the attitudes and strategies of the major funding nations with regard to the Middle East in general and Israeli-Palestinian tensions in particular (§88 below). The EMOPs and

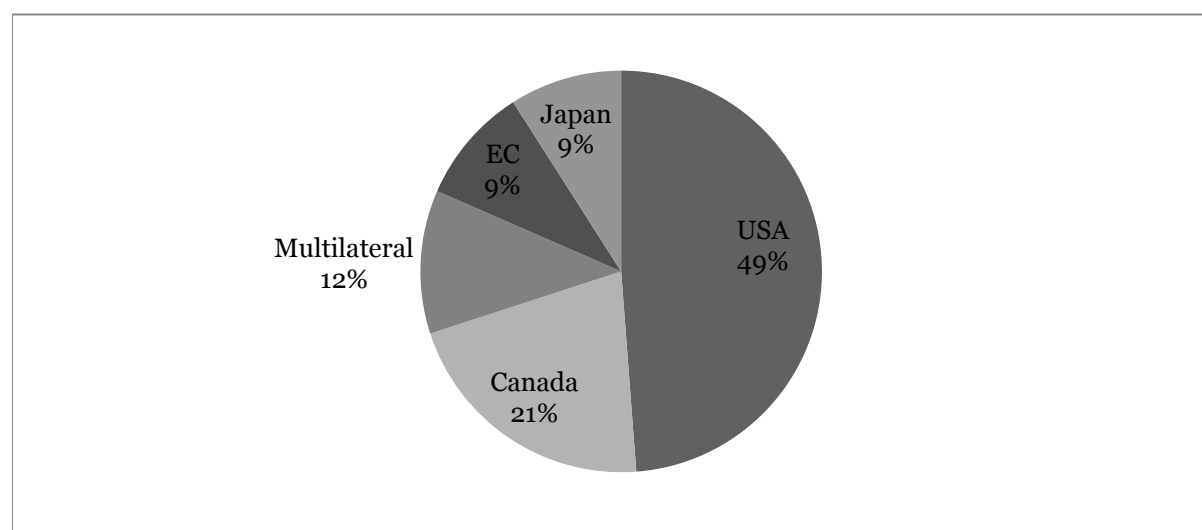
SOs received 73 percent of the funding required. PRROs were funded by 55 percent of the required amount, although this includes PRRO 200709, which runs until 31 December 2016. PRRO 200037 received 66 percent of the required funding. The largest donor to the Palestine operations over the evaluation period was the United States, which contributed 49 percent of the funds received (USD 154.0 million) for the six operations. The USA was the largest contributor to the EMOPs (USD 26.2 million) and the PRROs (USD 61.8 million). Canada was the largest contributor to the SOs (USD 1.45 million). Figure 4 summarises the top five sources of funding to the portfolio.

Table 1 Country Portfolio 2011–mid-2015 by Programme Category

Type of Operation	No. of operations	Requirements (USD)	% of requirement by project type	Actual received (USD)	% Requirements vs. Received ³
Relief and Recovery (PRRO)	2	340,828,109	48%	185,895,899	55%
Emergency Operation (EMOP)	2	360,548,137	51%	262,219,453	73%
Special Operations (SO)	2	2,880,995	0.4%	2,104,280	73%
Total	6	704,257,241	100%	448,943,131	64%

Source: Resource Situation documents (up to 23 August 2015), Wings Database

Figure 4 Top five sources of funding to the portfolio 2011 – mid 2015



Source: Resource Situation Documents

³ By comparison: three PRROs in the Tanzania portfolio, 2011–2014, received overall 77 percent of required funding. In the Indonesia portfolio, 2009–2013, a PRRO was only 30 percent funded; an EMOP was 93 percent funded and two SOs were 57 percent funded.

Evolution of WFP strategy and portfolio

35. At the start of the evaluation period, there was no Country Strategy and WFP were undertaking two operations: EMOP 108170, providing support to Gaza; and PRRO 20037, providing assistance to the West Bank. Following conflict with Israel, the EMOP 108170 was launched in January 2009 to assist a large number of conflict-affected people. WFP food assistance was provided through General Food Assistance (GFA) of food rations to individuals in orphanages and other special care institutions, a pilot voucher programme, and a school feeding (SF) safety net in non-refugee primary schools. Budget revisions meant that the programme was extended, beyond an initial year, to 31 December 2011, due to the absence of significant changes in the food security and nutrition situation in Gaza. EMOP 200298 continued to meet Gaza's immediate food requirements beyond 2011 and enhanced food consumption and dietary quality for beneficiaries. This EMOP planned to transfer additional GFA beneficiaries to voucher transfers, doubling the number of voucher beneficiaries.

36. In the West Bank, PRRO 200037 provided food assistance to support destitute and marginalised groups and aimed to “enhance” livelihoods. This two-year PRRO started in January 2011, but was extended until the end of 2014 in order to provide time to prepare for a new PRRO covering activities in both the West Bank and Gaza. As well as assisting through voucher transfers to food-insecure and vulnerable groups, this operation included supporting the national social safety net by developing capacity for monitoring food security and increasing the PA's capacity to manage in-kind and voucher programmes, with a view to eventual handover. It involved controlled expansion of voucher assistance on the basis of lessons learned from a pilot voucher project that started in 2009 and developed into the ‘Sahtein’⁴ electronic card system in use today. In WFP terminology, this is an unconditional value voucher system: the voucher “is redeemed for a choice of specified food items with the equivalent cash value of the voucher. The value of this voucher is expressed in monetary terms... Unconditional assistance makes no reciprocal demands on beneficiaries” (WFP, 2014r: 10, 12).

37. WFP's first Country Strategy in the State of Palestine (WFP, 2013h) was introduced in 2014 and covered the period 2014–2016. The CS focused on three pillars: “meeting urgent food needs; supporting resilient livelihoods and economic activity; and improving national capacity for emergency response”. Key elements of the strategy included the expansion of the value voucher programme; a new conditional voucher to support agriculture and tree planting; scaling up capacity development of the PA's emergency preparedness; supporting PA capacity development to deploy cost-effective productive safety nets; and working in East Jerusalem and other urban centres, with a focus on women and youth.

38. The Gaza EMOP 200298 and West Bank PRRO 200037 were streamlined into PRRO 200709 as of 2015. The PRRO 200709 project document (PD) stated that it was aligned with the 2014 CS, as well as the new UNDAF, the Palestinian National Development Plan (2014–2016) and the updated Social Protection Sector Strategy (2014–2016). It continued to respond to crises in Gaza, and combined ongoing operations in the West Bank and Gaza to address urgent humanitarian needs and facilitate recovery and sustainable, longer-term food security for non-refugees. The value vouchers were the preferred modality for the operation because of “their

⁴ Approximately translated as “double good health”.

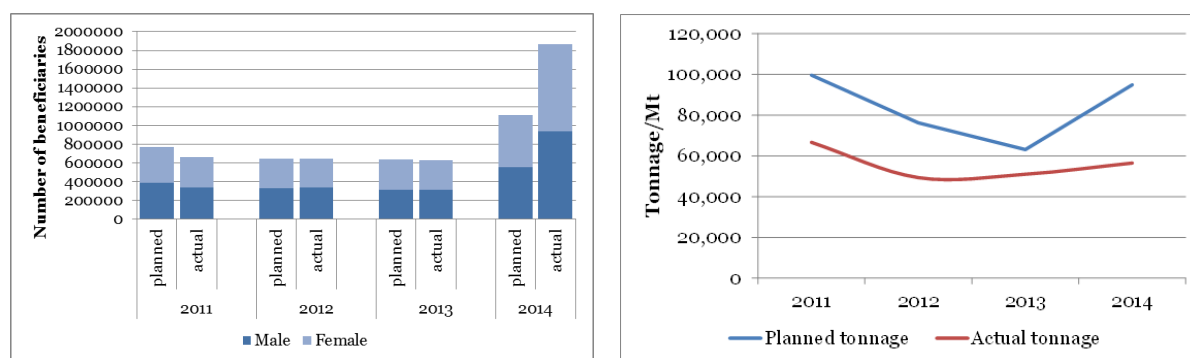
effectiveness, multiplier effects on the local economy, and positive impact on household food consumption and dietary diversity” (WFP, 2014d: 7).

39. There were two special operations (SOs) during the evaluation period. SO 200560 ran from June 2013 until May 2015, providing resources to support the Food Security Sector (FSS), a food security co-ordination mechanism. SO 200757 provided logistics cluster support and logistics augmentation in response to the Gaza crisis, following the declaration of a humanitarian emergency in July 2014. The operation ran for four months from August 2014.

40. Notable innovations in the portfolio during the review period were the continuing development of the electronic voucher platform, in ways that not only benefited WFP’s food assistance but made the system available for use by the PA and other agencies; and WFP’s related emphasis on building secondary economic benefits from food assistance through local procurement and engagement of the local retail sector.

41. Figure 5 shows the changing number of beneficiaries and tonnage over the evaluation period. The numbers of beneficiaries reached increased by almost three-fold to 1,862,903 in 2014, due to the humanitarian crisis in Gaza that year.

Figure 5 Portfolio beneficiaries and tonnage, planned and actual by year 2011–2014



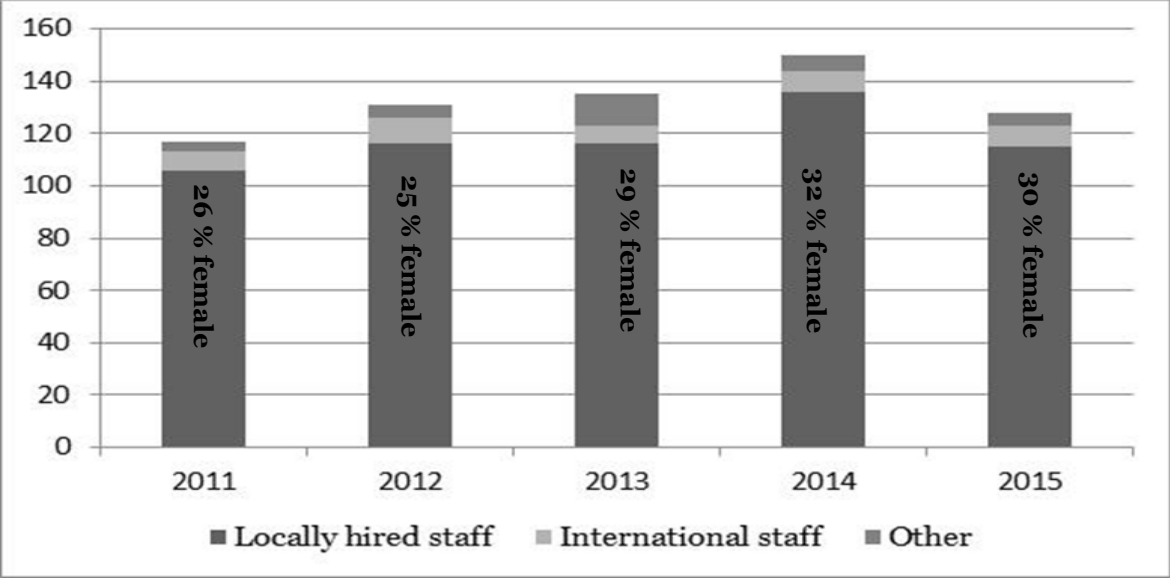
Source: WFP SPRs 2011–2014

42. Further details on the portfolio under review are presented in section 2.3 below and at Annex E, Table 8, Annex G and Annex H.

WFP presence in the State of Palestine

43. The WFP CO in Jerusalem was supported by sub-offices in Gaza, Nablus and Hebron and one port office (Ashdod). The WFP presence in the State of Palestine remained relatively constant over the evaluation period, with locally hired staff numbers fluctuating between 106 in 2011 and 116 in 2015, as illustrated in Figure 6 below. Higher numbers in 2014 were due to the emergency in Gaza.

Figure 6 WFP Country Office staff numbers 2011–2015



Source: WFP CO data. 'Other' includes consultants, volunteers and interns.

2. Evaluation Findings

2.1 Portfolio Alignment and Strategic Positioning

Strategic context

44. The review period spans two WFP Strategic Plans (SPs): 2008–2013 and 2014–2017. The former had five Strategic Objectives (SOs), the latter, four. SO 5 of the 2008–2013 SP concerned capacity development. This objective was mainstreamed in the subsequent SP, leaving four SOs. These, as before, spanned the objectives of saving lives and protecting livelihoods in emergencies; helping to rebuild livelihoods and enhance their resilience; and reducing chronic undernutrition. They referred less explicitly than SO 2 in the previous SP to disaster preparedness; this was subsumed under SO 3's commitment to "reduce risk" (WFP, 2013g: 16). They provided a sound overarching framework for the three 'pillars' of the WFP 2014–2016 CS for the State of Palestine: relief, resilience and preparedness (WFP, 2013h: 18–19 and ¶89 below).

45. The country portfolio was also framed by a number of corporate policies, including those on gender (WFP, 2009e); humanitarian protection (WFP, 2012i); nutrition (WFP, 2012e); vouchers and cash transfers (WFP, 2011c); SF (WFP, 2013j); capacity development (WFP, 2009d); disaster risk reduction and management (WFP, 2011d); and safety nets (WFP, 2012g).

46. There were two overlapping frameworks for the resourcing of the portfolio, focused on humanitarian and development funding respectively. The former went through several mutations during the review period. The Consolidated Appeal Process (CAP), started in 2003, was replaced in 2013 by the Humanitarian Programme Cycle (HPC), which later led to the production of an annual Strategic Response Plan (SRP), guided by a Humanitarian Needs Overview (HNO). Participation in and alignment with these processes was one way for WFP to seek funds for its operations. The second was inclusion of WFP project proposals in the UNDAF. The State of Palestine's first UNDAF covers 2014–2016 (UNDAF, 2013). WFP was reportedly active and constructive in its preparation. CO and other United Nations informants stated that preparing an UNDAF was a challenge because of the constraints on development in the country and the still limited ability of the PA to manage a multi-sectoral development plan. (One senior United Nations official described the UNDAF as "an imperfect solution to an insoluble problem".) Another challenge was the fact that the State of Palestine was not a member state of the United Nations, meaning that reciprocal obligations under the UNDAF could not be formulated in the same binding way. Ultimately, according to CO informants, WFP put many of the funding proposals it had included in the HPCs into the UNDAF as well; and some other agencies did the same.

Relevance to the State of Palestine's needs

47. The two EMOPs were, by definition, responses to urgent food assistance needs in Gaza. So was SO 200757, strengthening Logistics Cluster support during the 2014 Gaza emergency. SO 200560 provided for the operation of the new Food Security Sector, integrating three former humanitarian Clusters (Agriculture, Food and Cash for Work) – a move generally endorsed by informants in humanitarian agencies and the PA as a logical step forward, and aligned with the formation of a Global Food Security Cluster.

48. The earlier PRRO, 200037, “aim[ed] to meet immediate food needs, enhance food consumption and improve dietary diversity. It will promote long-term resilience by supporting the re-establishment of agricultural livelihoods in areas affected by conflict” (WFP, 2010d: 3). It also stated, realistically, that “no sustainable improvement in living conditions is expected while Area C remains inaccessible for agriculture and economic investment” (WFP, 2010d: 6). Its blend of in-kind and voucher modalities was relevant to the varying market access conditions in the West Bank and to PA preferences (WFP, 2010d: 8). This relevance might have been more assured if it had been underpinned by a thorough analysis of the comparative advantages and feasibility of cash transfers rather than the use of value vouchers (¶174 below). Relevant factors, not made explicit in operational design, included the reluctance of some donors to support cash transfers; the unsuitability of cash for enhancing food security in areas where commercial food markets were poorly developed; and, arguably, the notion of complementarity: that WFP’s food assistance should operate alongside, or conceivably in closer integration with, the PA’s own Palestinian National Cash Transfer Programme and UNRWA’s Job Creation Programme (effectively a cash transfer to vulnerable households).

49. PRRO 200709, launched in January 2015, again offered “to coherently address urgent humanitarian needs and facilitate early recovery and sustainable, longer-term food security for non-refugees by meeting urgent food needs... and reinforcing the food security and resilience of food-insecure people under the national social safety net programme; supporting early recovery, reducing the risks of disasters and building resilience through conditional activities with partners and the Government...” (WFP, 2014d: 3). It offered a relevant mix of relief, recovery and resilience support, this time spanning Gaza and the West Bank and realistically based on the assumption “that restrictions will remain in place, continuing to erode livelihoods and food security” (WFP, 2014d: 5). Unlike its predecessor, it made an explicit commitment to the third ‘pillar’ of the CS, preparedness, through support to disaster risk reduction (DRR), including capacity development for the Palestinian Civil Defence (PCD).

50. None of the six operation designs reviewed here stated an explicit theory of change (TOC), which is not a formal requirement in WFP operations design. The realism with which they recognised the Palestinian context meant that there were limits to their inherent TOCs. Outcomes could not be expressed in terms of fundamental development change.

51. The evaluation matrix (Annex C) approached the issue of targeting in terms of portfolio relevance (evaluation question (EQ) 2) and performance (EQ10). The CPE addresses it in ¶116–¶125 below.

Coherence with national agenda and policies

52. PA informants stated their satisfaction with the degree of WFP engagement with the national agenda and policies, and the amount of WFP consultation with the PA about its own planning. Despite having no separate mother and child health and nutrition (MCHN) component in the portfolio, WFP was well aligned in acknowledging the need to move towards an approach that supported the Ministry of Health (MOH) by providing technical assistance and demonstrating technical innovation models such as the Nutrition Awareness Campaign (NAC). The portfolio was aligned with the national nutrition policy (Annex G, ¶25–¶28). An SF policy had not yet been approved; but PA informants expressed strong satisfaction with the technical advisory role that WFP played in SF. The gender strategy that the CO

developed towards the end of the review period was aligned with the PA's cross-sectoral national gender strategy (WFP, 2014k; PA, 2011b).

53. The national agenda and policies were work in progress, but particularly in the fields of social safety nets, social protection and SF, WFP was stated to be a valued and constructive participant in these internal debates (Table 8, ¶16–¶20). The PA's national development plans for the periods 2011–2013 and 2014–2016 (PA, 2011c) emphasised partnership with United Nations agencies in establishing a social protection system that ensures a decent standard of living for citizens and that helps the poor to make a transition from dependency to self-reliance (PA, 2014a). These development plans highlighted the need to create employment opportunities for young people and women, and to focus efforts on Gaza, East Jerusalem and Area C, all of which were flagged as priority intervention areas in the WFP Country Strategy (CS). According to PA informants, WFP development of the voucher system with MOSA was in line with the State of Palestine NDP 2014–2016, as well as the Social Protection Sector Strategy. The economic effects of this modality, such as supporting local food production and commerce, were also in line with PA aims. Like the UNDAF that was associated with it, the NDP had limited weight while development resources and management capacity remained scarce and the external constraints on development stayed in place. A WFP portfolio focused largely on relief and recovery could only offer limited coherence with an NDP; but that coherence was achieved, notably with the social protection elements of the Plan.

Coherence with partners

54. The institutional landscape of multilateral, bilateral and NGO agencies in the country was complex, crowded and sometimes fractious, with a degree of potential overlap created by the concurrent 'humanitarian' and 'development' processes to which many of the agencies – including WFP – were simultaneously committed. The degrees of coherence and of collaboration between the WFP portfolio and those of United Nations and other partners varied between partners and over time. There was a clear allocation of roles between WFP and UNRWA, responsible for food assistance to non-refugees and refugees respectively and collaborating on food assistance to Bedouin in Area C, as well as on the piloting of voucher modalities by UNRWA based on WFP experience in the West Bank.

55. All informants consulted on the matter viewed the establishment of a single Emergency Operations Centre in Gaza during the 2014 crisis as an important achievement. That was the first year in which an overarching Centre of this nature functioned in Gaza, under OCHA; previously, UNRWA had had *de facto* co-ordinating responsibility. WFP played a major part in discussions with OCHA, UNICEF and UNRWA that led to the launch of the Centre, and played two roles: as a participating agency with humanitarian responsibilities, and as formal co-ordinator of the FSS.

56. Reflecting their global relationship, WFP also collaborated closely with UNICEF in what an informant described as “closely related strategic positioning”, achieving important coherence on social protection strategies and, operationally, during the 2014 Gaza crisis when WFP quickly expanded the voucher programme to support UNICEF distribution of water, sanitation and hygiene (WASH) items. They were well aligned, too, in SF and nutrition (see below).

57. Although senior informants from both agencies stated that the two organisations' strategic and policy perceptions were not always fully aligned with each other, WFP and FAO built a coherent partnership around their joint leadership of the FSS, and

worked together in support to the SEFSec, Palestinian DRR capacity and Ministry of Agriculture (MOA) land rehabilitation efforts. Interviews indicated that relations with UNDP were less coherent, with scope for more intensive communication and stronger integration of their support to social protection and sustainable livelihoods. These two dimensions of what should be an integrated United Nations support strategy are reportedly poorly co-ordinated at present – partly because the PA does not emphasise it enough, and partly because the two agencies do not collaborate strongly enough.

58. Between WFP and OCHA, there was significant fluctuation in the degree of coherence and the quality of collaboration, particularly at CO level and with regard to the West Bank. Informants stated that there were difficulties and disagreements between the agencies around the introduction of the HPC, on the emphasis given to protection issues, on the appropriate emphasis for advocacy and on SEFSec. Towards the end of the review period, however, mutual understanding and collaboration were stronger.

59. In the nutrition field, WFP's interventions were complementary to other services provided in Gaza and the West Bank. WFP focused on developing partnerships by collaborating with NGOs and other United Nations agencies for community-based approaches to counselling and health education through the NAC. Interventions for food fortification were intended to build on partnerships with MOH, MOE (Ministry of Education and Higher Education) and MOSA, which, according to PA and WFP informants, were the predominant partners in this area during the writing of the PRRO 20079 PD. WFP provided nutrition advice and costing to UNWRA in designing the food basket for refugees based on the national food consumption score.

60. Outside the United Nations system, WFP's relationships with bilateral and NGO partners were mostly complementary – meaning that their respective roles jointly helped to achieve shared objectives. Interviews indicate close relationships with bilateral partners like the United States Agency for International Development (USAID), the United Kingdom Department for International Development (DFID) and the Canadian Department of Foreign Affairs, Trade and Development (DFATD), which provided funding for implementation of WFP operations in close strategic consultation with each other. WFP was a leading implementing agency for these agencies' humanitarian policies in the State of Palestine. Relations with the World Bank were reported to be less close, and those with the European Union Humanitarian Aid and Civil Protection Department (ECHO) were increasingly focused on the latter's arguments that the Palestinian situation was not a humanitarian crisis and should not be presented to funders in those terms.

61. With NGOs – notably Oxfam Great Britain (GB) and the Co-operative Housing Federation (CHF, now known as Global Communities (GC)) – WFP had a complementary relationship as contractor for GFA service provision (¶66) – a relationship also practised on a smaller scale in the nutrition field with Gaza NGO Ard El Insan. WFP's promotion of local production and commerce through the voucher modality was coherent with the campaigns of some of its partners, such as Oxfam and the Ma'an Development Centre in Gaza. Towards the end of the review period, WFP and FAO were also building complementary consultative relations with a larger number of local NGOs through the FSS.

62. Document review and interviews in Jerusalem indicate that the WFP CO portfolio was appropriately integrated into the UNDAF, the SRP and the SRP's predecessor frameworks. Meaningfully effective integration (Annex C, EQ 4) would

imply that these frameworks were purposeful programmes of change, to whose outcomes the WFP portfolio might have contributed. In fact, they were resourcing mechanisms rather than integrated operational programmes, although they did serve the useful purpose of co-ordinating roles and limiting duplication, thus probably enhancing efficiency and coherence (although such improvements could not be calibrated).

63. The portfolio was implicitly, rather than explicitly, aligned with international humanitarian principles. Several CPE interviews within and beyond the CO sought views about its alignment with the SPHERE standards, but responses indicated that compliance with them has not been a central concern. WFP was described as having played a constructive role in enhancing humanitarian performance standards.

How strategic was WFP in its alignment?

64. None of the PDs for the six operations in the portfolio referred to WFP's comparative advantage in the State of Palestine. The CS offered a one-paragraph summary, referring to "a) proven ability to scale up and respond to frequent emergencies quickly and effectively, b) strong field presence and large scale of operations, c) respected food security knowledge and analysis on national food safety nets, and d) strong partnerships with PA ministries, UNDAF and CAP partners, NGOs, donors and increasingly the private sector" (WFP, 2013h: 12). CPE interviews indicate that the first three parts of this statement were accurate, and good progress had been made in various areas of alignment with partners. The CS also referred, accurately, to WFP's comparative advantage in emergency response and DRR (WFP, 2013h: 15). Apart from this latter reference, justification of the CS in terms of comparative advantage was implicit rather than explicit.

65. As noted above (¶47), WFP was realistic about the constraints on its country portfolio. At the same time, it was proactive about reinforcing the resilience and steadfastness of Palestinian livelihoods to the extent possible, through the emphasis in its PRROs on moving from in-kind to voucher modalities and attempting land rehabilitation through food for assets (FFA) activities – although the effectiveness of these efforts was limited. Interviews and documentation show that it was also proactive about lifting some of the policy and institutional constraints on social protection and civil defence in the country by its active engagement with and within the PA in these sectors.

66. During the review period, WFP pursued a rational strategy in selecting its partners. Within the United Nations system, those choices were largely automatic – for example, the division of responsibilities with UNRWA – but it was proactive in building sectoral engagement with FAO and UNICEF. Interviews indicate that the decision to use a range of international NGOs as partners in implementing food assistance was based on cost considerations, detailed local expertise, and the need to separate fund management and implementation in line with donor policies on contact with local authorities, particularly in Gaza.

2.2 Factors and Quality of Strategic Decision Making

Analysis of hunger challenges, food security, nutrition and gender issues

67. Design and management of the portfolio under review were characterised by thoughtful analysis of the Palestinian context and of the food security and related challenges confronting the population: see, for example, the discussion in the CS

(WFP, 2013h: 6–12). The analysis set out in the CS was the basis for that document’s proposal of a three ‘pillar’ strategy – relief, resilience and preparedness (WFP, 2013h: 13). These three elements of strategy were in fact evident throughout the review period, and form one of the analytical dimensions of this CPE (see Annex B below).

68. Nevertheless, WFP pursued a prudent, conventional path in its choice of programme categories. According to CO informants, funding strategy was one factor in the use of EMOPs for food assistance in Gaza and a PRRO (during most of the review period) for support to the West Bank. From 2015, after funding and other issues had been reassessed, activities in Gaza and the West Bank were combined under one PRRO. In the Palestinian circumstances, there was no realistic prospect of funding and successfully implementing a Country Programme, with its more developmental implications. Trade-offs and realism were constantly necessary in recognising the need for ongoing social safety net support and limiting ambitions with regard to promoting sustainable livelihoods.

69. WFP activities were informed by corporate policy on the role of food assistance in helping to preserve household assets, to reduce households’ recourse to negative coping strategies, and to build resilience in the face of recurring crises (WFP, 2003; see Table 8 below). WFP’s resilience policy (produced after portfolio operations were designed) defined resilience as “the capacity to ensure that shocks and stressors do not have long-lasting adverse development consequences” (WFP, 2015a: 5).

70. The CS stated that WFP planned to pursue longer-term approaches, consistent with its closer alignment with the UNDAF and with WFP strategic objectives concerned with restoring and rebuilding livelihoods. This commitment was not, however, apparent in significantly strengthened analysis of how to address the severe constraints on Palestinian livelihoods. Moreover, the CS contained an implicit TOC that strengthening PA capacity and promoting economic activity through local purchase would enhance livelihood prospects for poorer households. While strengthening the PA and local production were positive objectives in themselves that might over the longer term also help to restore livelihoods, the logic chain for achieving this within the timeframe of the CS was not evident. Moreover, evidence showed that the main beneficiaries of local purchase were the larger dairy producers with few (if any) benefits accruing to farmers and with relatively few new jobs being created.⁵

71. There was a lack of either corporate guidance or national frameworks for livelihood programming, and a lack of clarity in programme documents around how to restore and rebuild livelihoods mirrored similarly divergent perceptions among CO staff on how to define livelihood objectives and how to design strategies for achieving them. Interviews with CO staff indicated that, throughout the review period, staff lacked expertise in designing interventions to protect, restore or rebuild livelihoods in contexts of protracted crisis, and there was no staff member with overall responsibility for this area of work. According to interviews, most CO staff had little exposure to or training in conceptual models, such as DFID’s sustainable livelihoods framework, to international best practice in post-disaster livelihoods recovery or to integrated relief and recovery programming approaches.

72. Design of operations assumed a positive correlation between provision of food assistance and more resilient livelihoods. This was most notable in the PRRO PDs – and also in the CS. The first budget revision for the 2011–2014 PRRO 200037 (West

⁵ WFP monitoring data and WFP, 2014g. During the period under review 31 new jobs were created in the West Bank and 46 in the Gaza Strip.

Bank) referred to a “synergy of relief and recovery” activities (WFP, nd(f): 2) and the 2015–2016 PRRO 200709 (West Bank and Gaza) aimed to combine “previous relief, recovery and early-stage development activities into a single operation” (WFP, 2014o: 5). The CS stated that WFP would support the PA in developing sustainable solutions to food security through “supporting resilient livelihoods and economic activity” (as well as in meeting immediate food needs and improving national capacity for emergency response) (WFP, 2013h: 13).

73. However, programme documents did not spell out how these ideas were to be translated into programming. In particular, the documents did not explain how synergies between relief and recovery were to be achieved. Nor was it always apparent which of the repertoire of activities in WFP’s portfolio were seen as contributing to relief and which to livelihood recovery or resilience.

74. Programme design made little explicit reference to the desirability or suitability of using cash transfers as a modality to help Palestinians enhance their food security – nor to corporate policy on the factors affecting such choices (WFP, 2011c; WFP, 2014r). Instead, PDs for the PRROs maintained the sometimes confusing WFP juxtaposition of the terms ‘cash’ and ‘voucher’ while mainly referring to the use of value vouchers that had a cash value exchangeable only for specific food items. WFP did not undertake analysis to determine and justify the appropriateness of the value voucher in preference to an unconditional cash transfer. (For a recent analysis of the issues, see ODI, 2015.) The CS offered four lines of argument against the use of cash transfers, on the grounds that these “would not necessarily benefit the Palestinian economy” (WFP, 2013h: 12).

75. Early in the review period, the CO produced a strategic plan for nutrition and food technology (WFP, nd(e)). Despite limited nutrition capacity, it undertook thorough analysis of nutrition data, factors and issues in the design of its strategy and operations (WFP, 2013h: 14–15; WFP, 2012b: 3–4; WFP, 2010d: 6, 12–13; WFP, 2014d: 5, 10–11; see also Annex G below). This included increasing use of data from the National Nutrition Surveillance System (NNSS). Careful thought was given to the appropriate nutritional content of the commodities available through the voucher modality, with reference *inter alia* to data from the Palestine Expenditure and Consumption Survey (PECS) – although scope remained for further enhancements (Annex G).

76. WFP provided limited corporate guidance on incorporating efficiency analysis in the project life cycle, which partly explains the paucity of such analysis of WFP CO’s portfolio (Annex H). According to CO staff, there was no corporate guidance on how to identify the most efficient WFP activities, modalities and operations. As a consequence, cost-efficiency analysis, and the comparison of different options based on such analysis, were not part of operations design. Similarly, there was limited guidance on how to monitor and optimise the efficiency of performance during implementation. Consequently, the results frameworks for the portfolio did not include any indicators related to costs and there was no monitoring of such factors. CO informants stated that they had intended to measure cost factors but the data collection process seemed so arduous that they left it out.

77. Providing corporate guidance for efficiency analysis is particularly important because such comparisons can be technically challenging. For instance, efficiency analysis further along the results chain becomes more difficult, partly because measuring and attributing costs becomes more difficult. Where it was relatively easy

to assess, i.e. at the input level such as for procurement or logistics, there was some evidence of this type of analysis taking place. But nearer the end of the results chain – at the output and outcome level – there was very limited analysis. Over the review period, there was only one study that attempted to calculate the efficiency of the outputs of voucher and in-kind assistance in a comparable way. This was done in terms of the costs of a comparable basket of goods (Creti, 2011). So perceptions of the relative efficiency of different modalities were founded on a very limited evidence base.

78. The availability and quality of data were a major constraint on efficiency analysis. Calculating the efficiency of interventions based on actual expenditure was complicated and cumbersome and appears to have limited the frequency of this type of analysis. There were several challenges with WFP data systems, which made completing efficiency analysis difficult (Annex H). Methodological and data challenges undoubtedly restricted the amount of efficiency analysis done (Creti, 2011, Mountfield, 2012).

79. There was no corporate guidance for assessing the economic returns of WFP's work in the State of Palestine. However, because the CO identified this as an important aspect of the portfolio, it received more attention than efficiency analysis in the project cycle. A monitoring system was in place from 2012 to measure the economic results of the voucher scheme. Analysis on Hebron was produced in 2012 as a pilot case, and the first full assessment for the West Bank and Gaza was produced in 2013. A second round of data collection for the West Bank and Gaza was done in 2014, and the second secondary impact study was produced in 2014. There are some concerns about the coverage of this analysis (Annex H) and it is too early to tell how it might feed into future programming choices. Nonetheless, it is clear that there was a more systematic approach to accounting for the secondary economic benefits of the voucher modality than to measuring the efficiency of the portfolio. In addition, reviews of the voucher modality in Gaza in 2011 and 2015 also looked at the economic effects (Creti, 2011; and a recent study of DFID-funded activities in Gaza (PAI & Atos, 2015)). These contributed to a more detailed understanding of the broader benefits that the voucher modality can offer. In comparison the results of the FFA/FFT work received less attention, even though evaluations for both initiatives were completed recently.

80. WFP's analysis of gender issues in the Palestinian context and portfolio was limited but useful. It included a review of the implications of the value voucher modality on gender (WFP, 2012j); analytical inputs to a United Nations study on the situation of and assistance to Palestinian women (WFP, 2014p); and inputs to the gender scorecard exercise carried out for the whole United Nations Country Team (UNCT) in 2014 (Esser, 2014). All of this effort contributed to the preparation of WFP's gender strategy for the State of Palestine (WFP, 2014k).

Putting issues on national agendas, helping develop national and partner strategies and national capacity

81. In some country contexts, WFP can and should engage in policy advocacy to government, which may choose to adopt the ideas put forward to it. The task was subtler in the State of Palestine during the review period, as the PA remained politically, fiscally and technically weak and unable to assert full national sovereignty over social and development policy for all its population. The situation grew more challenging after the PA lost most of its authority in Gaza. In these circumstances, WFP undertook intensive, ongoing consultations with the PA, particularly with MOSA on the development of social safety nets and related food assistance modalities,

encouraging MOSA to start using the voucher system. According to numerous informants in the PA and partner agencies, WFP's *modus operandi* in this regard was appreciated and effective, building a sense of PA ownership over steadily developing safety net systems in which WFP staff were seen as colleagues rather than outsiders. WFP chose to work within the PA, rather than simply delivering advocacy and advice from outside. This often required trade-offs between the rate of implementation and the depth of ownership and institutional development achieved. But it contributed to more sustainable institutional results – although the continuing challenges posed to the Palestinian state by the national political and economic context constantly hinder any such steps towards sustainability.

82. Having originally (before the review period) had a contractual relationship with PCBS for PCBS to provide statistical services to it, WFP developed a similar collaborative relationship with this organisation during protracted, intensive joint efforts to move the SEFSec and other data collection, monitoring and reporting systems forward. A third field of partnership was in DRR and preparedness, as WFP staff worked with colleagues in PCD to build systems, strategies and capacity, including limited initial steps to strengthen volunteer networks. Last but not least, although its direct engagement in school feeding ceased towards the end of the review period, WFP had developed a strong professional relationship with the Ministry of Education and Higher Education (MOE) in which, according to PA informants, it made a major contribution to the development of PA approaches in this area – notably increased attention to the nutritional content of SF. As one official in Ramallah put it, “WFP is among our best partners in terms of co-ordination, follow up, communication. Very good documentation. Organised in the way they do business. Respond quickly to requests for meetings. Sometimes offer help also in areas not directly linked to our formal partnership agreement”.

83. In these collegial processes, WFP achieved significant influence over the policy, strategy and systems of the PA, and contributed to national capacity for analysis and decision-making in the fields outlined above – although less than one percent of its expenditure was categorised as capacity building (¶140 below), despite the commitments of the CS to capacity development in the fields of DRR and “productive safety nets” (WFP, 2013h: 13). This was primarily at the central level in Ramallah, although the development of the safety net system and the associated electronic platform – as well as SF systems and PCBS data collection – extended to the local level throughout the country.

84. WFP had varying degrees of influence on United Nations strategy and planning with regard to hunger challenges, food security, nutrition and gender issues (Annex C, EQ 7). As outlined in ¶54–57 above, the closeness and character of its relations with other United Nations agencies varied, for a range of reasons. WFP participated in the inter-agency Gender Task Force, but that group is reported not to have made much progress, due to weak leadership and poor funding. There was close collaboration and some technical cross-fertilisation with UNICEF, UNRWA and FAO (notably helping UNRWA shift to the voucher modality), and PA and United Nations informants noted WFP's committed engagement in the UNDAF preparation process. But there is little evidence that WFP achieved strong influence on overall United Nations strategy and planning. With so much of the humanitarian budget devoted to food assistance, WFP had significant technical and operational presence, which increased during times of conflict in Gaza. But its overall policy influence in the United Nations system during the review period, according to several informants in that system, was clouded by

uncertainty as to its mandate, purpose and ambitions: how far it aimed to move beyond ‘humanitarian’ action into ‘development’ modes, and how this might affect its demand for resources and its assumptions of influence. The feeling among these informants was that WFP did not profile or explain itself clearly enough to United Nations colleagues, ultimately limiting its influence on strategy and planning.

85. WFP had the capacity to influence the national agenda, develop national or partner strategies and develop national capacity (Annex C, EQ 7). Interviews in the CO, elsewhere in WFP and with the PA and partners left little doubt as to the technical and operational competence of WFP. The CO used these strengths actively in its support to the PA and in its collaboration with some United Nations and NGO partners. It was widely admired for its skill and resourcefulness in logistics, disaster preparedness, the development of the e-voucher system and support for the SEFSec process, for example. But interviews with all its senior staff indicate that its capacity in more upstream areas of food security and social protection policy and strategy – as opposed to the operational aspects of design and delivery – was limited. It had few personnel who were comfortable and competent in high-level strategic debate and planning with, for example, UNDP, the World Bank, DFID or the PA itself about the future shape and functioning of these sectors. Implicitly recognising this, the CS summarised the skill sets that the CO needed (WFP, 2013h: 16–17) – but did not comprehensively justify how they would contribute to CS implementation.

Factors affecting WFP’s choices in its CS and portfolio

86. The CS (WFP, 2013h) systematically presented the factors it assessed in determining WFP’s proposed approach in the State of Palestine: the economic and political context; analysis of the food security situation; the national policy framework; the responses of the United Nations and other partners; lessons learned, about gaps in national food security and the operational response and about WFP’s own past operational performance; and (briefly) WFP’s comparative advantage (¶64 above). Review of pre-CS PDs shows that similar factors were taken into account in earlier operations design.

87. WFP’s references to preparedness in the CS primarily concerned strengthening the PCD. This was arguably in keeping with its emphasis on building policy and strategy from within the PA. But the CS also noted the risks that renewed violence could disrupt livelihoods and increase food needs; and that lack of rapid response mechanisms could delay emergency response. It therefore committed WFP to “maintain a strong focus on contingency planning; review and revision of risks including those related to the protection of individuals and households assisted by WFP...” (WFP, 2013h: 15). It recognised the need for preparedness within WFP and within the United Nations system for the periodic security crises that afflict the State of Palestine and massively disrupt all operations not focused on emergency relief work. Not only was the special context a major factor affecting WFP’s choices; the special instability of that context necessitated frequent operational choices to delay some activities or to divert staff time to the most urgent needs. CO informants noted how the 2014 Gaza crisis had disrupted some of their normal programming, such as the development of a gender strategy and systems.

88. WFP’s resourcing strategy for the portfolio was also dominated by the national context and the attitudes of funding agencies to it. It worked proactively with the major western donors committed to supporting the food security of the Palestinian people, setting up separate fund management and implementation systems as required to

respect the ‘no contact’ policies of some of these donors with regard to certain political and administrative stakeholders. Time and intellectual effort had to be devoted to the ongoing debate about whether the Palestinian context constituted a humanitarian crisis and whether food assistance should be classed and funded as humanitarian aid. WFP was well aware that, outside security emergencies like those of Gaza in 2012 and 2014, the situation in the State of Palestine was not comparable with places like Syria or Somalia. But it sought much of its resourcing through the United Nations’ humanitarian funding system, while maintaining constructive bilateral discussions with key funding agencies such as USAID, DFATD and DFID – much of whose support also came from their humanitarian budget lines.

89. The CS made no explicit reference to the WFP Strategic Plan until the annex in which it presented an ‘alignment matrix’ showing how the CS priorities matched up with the Strategic Plan SO’s (WFP, 2013h: 18–19). Project documents, however, made more reference to the SOs with which the planned operations were aligned, and the annexed logical frameworks were structured by SO.

90. Interviews confirm that, in genuine humanitarian contexts such as the Gaza crises of 2012 and 2014, WFP respected the priority humanitarian principles of protection, neutrality, impartiality and independence. This happened alongside debates about whether long-term assistance to the State of Palestine should be classed as ‘humanitarian’, and reported WFP resistance at some stages to a perceived focus on protection priorities in the United Nations’ programming. SPHERE humanitarian standards were not a major reference point for WFP, although OCHA stated that they were checked at Cluster and national levels – and were not always maintained during the 2014 Gaza crisis (a common situation in such circumstances).

Learning from experience, adapting to changing contexts

91. As noted (¶86 above), the CS included a review of lessons learned in framing the way forward for WFP. This focused on experience with the evolving food assistance modalities (WFP, 2013h: 11–12). The CO committed itself to a heuristic approach through working and learning with and within the PA on social safety nets, social protection, DRR and preparedness.

92. In the State of Palestine, ability to adapt to changing contexts had to include the ability, on the basis of preparedness, to respond to crises. Informants in many agencies expressed admiration for the way WFP achieved this, particularly during the Gaza crisis of 2014 when the e-voucher system that it had introduced there was rapidly upscaled and broadened to carry support to larger numbers of beneficiaries, notably those receiving WASH support and school uniforms from UNICEF. WFP’s strong performance in this regard was driven by the proactive, dedicated attitude of its staff, by its preparedness for a new emergency and by the adaptability of the electronic payments modality that it had developed with the PA and the Bank of Palestine (with the support of technical service providers).

93. The most senior staff in the CO were undoubtedly aware of developments in international understanding of, and WFP policy on, livelihoods, food insecurity, nutrition, school feeding and other themes relevant to the portfolio (EQ9, Annex C). But there is comparatively little documentary evidence of this, or of explicit WFP response to such developments in the country. The CS referred to WFP SOs, but not to specific corporate policies. In keeping with WFP tradition, PDs focused on operational experience and proposals, with little reference to broader international experience or to corporate sectoral policies. Exceptions were the CO’s nutrition and

food technology strategic plan early in the review period (WFP, nd(e)) and the later gender strategy (WFP, 2014k), which did refer to the relevant corporate policies.

94. The WFP Country Office commissioned two evaluations of the voucher modality in Gaza. A mid-term review was conducted in 2011 (Creti, 2011) and a subsequent evaluation was conducted in 2012 (Mountfield, 2012), building on and developing these findings. More recently, in 2013 and 2014, monitoring reports were produced based on quantitative data on voucher modality implementation, quantifying its impact on beneficiary households, and the economic effects of the voucher system on the various local actors of the dairy supply chain (Kanoa and McCormack, nd and WFP, 2014g). The 2014 study showed that the proportion of beneficiary households with acceptable food consumption had increased from 72 percent in 2013 to 80 percent in 2014. The study also showed evidence of positive secondary economic impact of the voucher modality on participating shops' sales, modest numbers of new employees hired and retained, and investments. In 2014 a macro-financial assessment of the scale-up of the existing e-voucher platform was conducted by WFP to give an overview of the entire financial landscape in the country to support the Country Office in continuing to select the most appropriate mix of transfer modalities and distribution mechanisms (WFP, 2014q).

95. United Nations informants confirmed that WFP worked proactively within United Nations structures to fit its programming into the evolving framework of annual and multi-annual humanitarian planning, and that it was an active contributor to the preparation of the State of Palestine's first UNDAF. WFP programming was effectively inserted into those frameworks (e.g., UNDAF, 2013: 40; UNOCHA, 2014b: np⁶).

96. During portfolio implementation, WFP learned from and acted on beneficiary feedback as part of its increasingly detailed and sophisticated M&E system. Multiple systems were set up to collect the views of voucher and in-kind beneficiaries, comprising telephone numbers that people could call with comments or complaints; comments boxes in voucher shops; and monitoring visits to beneficiary households (Al Athar, 2015: 24). CO interviews show that WFP's sophisticated post-distribution monitoring (PDM) system included checks on beneficiary satisfaction and comments, and, operated in real time, automatically triggered messages to the M&E section if problems or concerns were raised on various subjects. For institutional feeding, monitoring visits were combined with beneficiary interviews. The CO and/or implementing partners then took action on the basis of beneficiary feedback: for example, replacement of chickpeas with lentils in rations distributed to Bedouin (following complaints about cooking time and cost); and adding vegetable oil to the voucher commodity list. Feedback on school feeding was obtained from school management and from children.

97. WFP was aware of the changing nutritional status of the Palestinian population and of the emerging challenges posed by the double burden of malnutrition (¶21 above). Responding appropriately to the need to reduce the amounts of sugar and fat in the Palestinian diet, it made a number of adjustments to the composition of the in-kind food basket, cutting the amount of sugar and eventually replacing it completely with lentils (Table 15, Annex G).

⁶ np: no page number.

2.3 Portfolio Performance and Results

98. Performance of the portfolio under review took place through the six operations detailed in ¶33 above. The principal food assistance activities were GFA in kind, using vouchers and (for a much smaller caseload in Gaza) a combination of the two modalities; a small-scale FFA activity in the West Bank and a still smaller food for training (FFT) activity for women in the West Bank; and school feeding in Gaza and the West Bank. In addition, food was provided on a small (and in some cases dwindling) scale to institutions like orphanages and old age homes in East Jerusalem, Gaza and the West Bank. GFA was co-ordinated with MOSA's provision of cash assistance to the poorest and most vulnerable households. Institutional assistance included training, systems development and equipment provision for the PCD; training and systems development for MOSA; and the development and operation of the FSS.

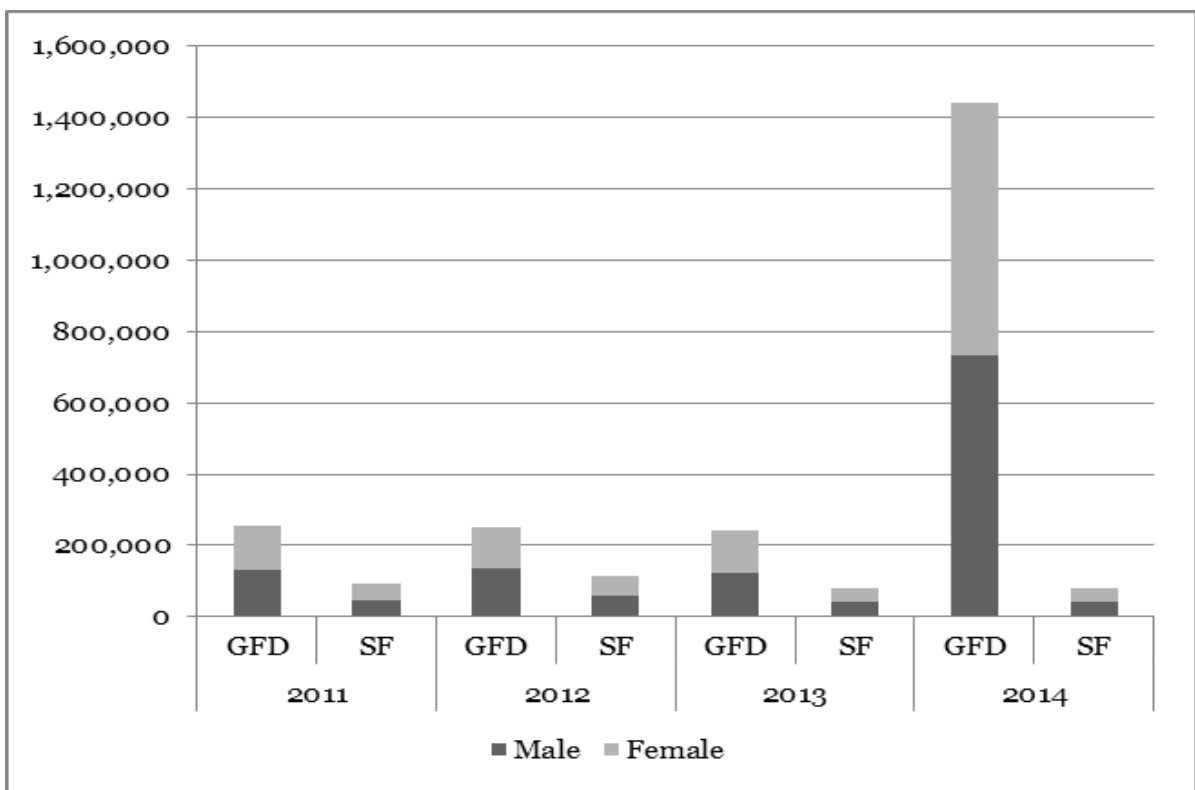
Performance at output level

99. Table 6 and Table 7 at Annex E present some details on GFA and SF in the West Bank and Gaza respectively, showing how different caseloads (groups of beneficiaries) received food assistance through in-kind and voucher modalities. They also note the complementary social safety net support that MOSA provided in cash to selected severely needy households – although it was not possible to obtain data on the amounts of money that MOSA distributed. The tables also show the various modalities. In the West Bank, WFP food was distributed in kind by MOSA to its beneficiaries, by UNRWA to all Bedouin and herder communities in Area C, and by Global Communities (WFP's NGO service provider) to a separate caseload. In addition, WFP food assistance was provided by the voucher modality to a MOSA caseload and separately to a caseload managed by Global Communities. In addition, food and dairy companies provided WFP food assistance to selected schools under the auspices of MOE. Table 6 specifies some of the tasks in these food assistance processes and which agency undertook each.

100. Table 7 at Annex E presents similar information for GFA and SF in Gaza. There, WFP food assistance was provided to the MOSA caseload only in kind, while a second caseload was given in-kind assistance by Global Communities. WFP had a second contract with Oxfam Great Britain (GB) to operate a voucher modality, while some very needy households were given a combination of in-kind and voucher assistance. Institutional feeding and SF were also undertaken.

101. The data on beneficiaries in Table 6 and Table 7 (Annex E) complement those presented in Figure 7 and Figure 8 below. Figure 7 illustrates the changing number of beneficiaries in the EMOPs. The total number of beneficiaries for the EMOPs in Gaza increased sharply during and after the crisis in 2014, from 290,958 in 2013 to 1,487,858 in 2014.

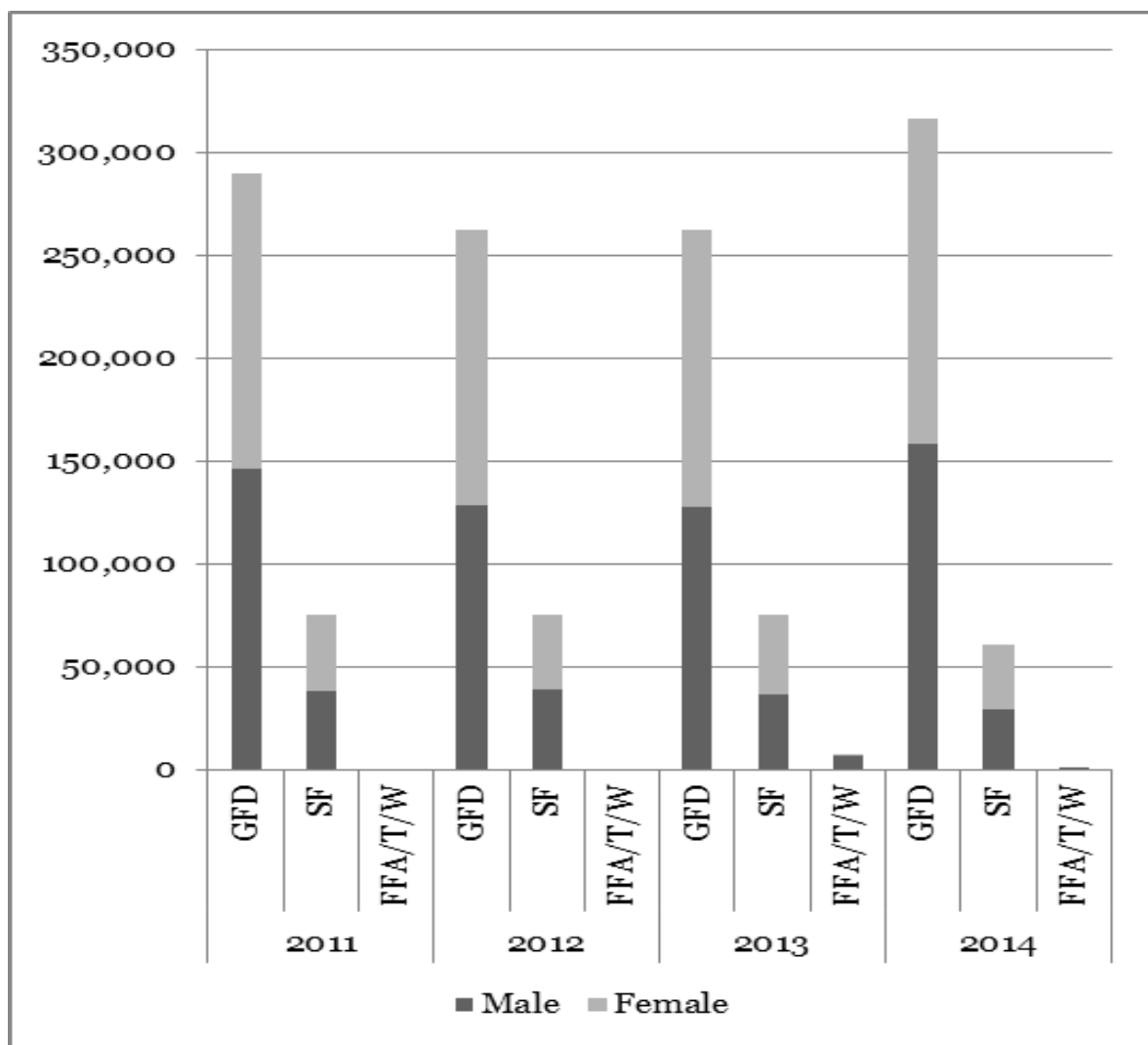
Figure 7 Actual beneficiaries by activity EMOP 108170 and 200298



Source: WFP SPRs 2011–2014.

102. The number of beneficiaries receiving vouchers grew over the evaluation period from 32,380 in 2011 (36 percent of planned) to 121,805 in 2014 (160 percent of planned). The changes in actual beneficiaries for activities for the PRRO are illustrated in Figure 8. The figure also shows the total number of beneficiaries of FFA and FFT activities, which were only undertaken in the West Bank.

Figure 8 Beneficiaries by activity PRRO 200037



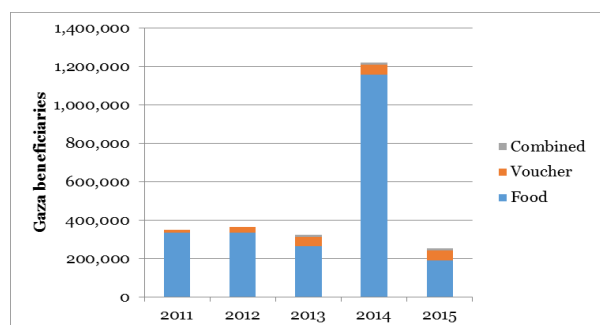
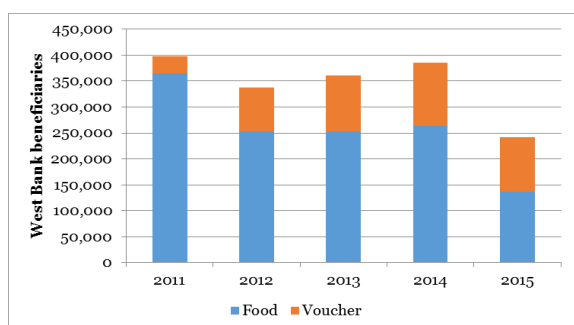
Source: WFP SPRs.

103. Figure 9 shows these beneficiary data by area and modality. It illustrates the increase in the voucher modality in both the West Bank and Gaza between 2011 and 2015.

104. Figure 10 shows the total amounts of GFA distributed in kind during the review period to 2014, compared with planned amounts. Figure 11 shows actual and planned performance with regard to GFA by voucher over the same period. (For data on the first half of 2015, see Table 6 and Table 7 at Annex E.)

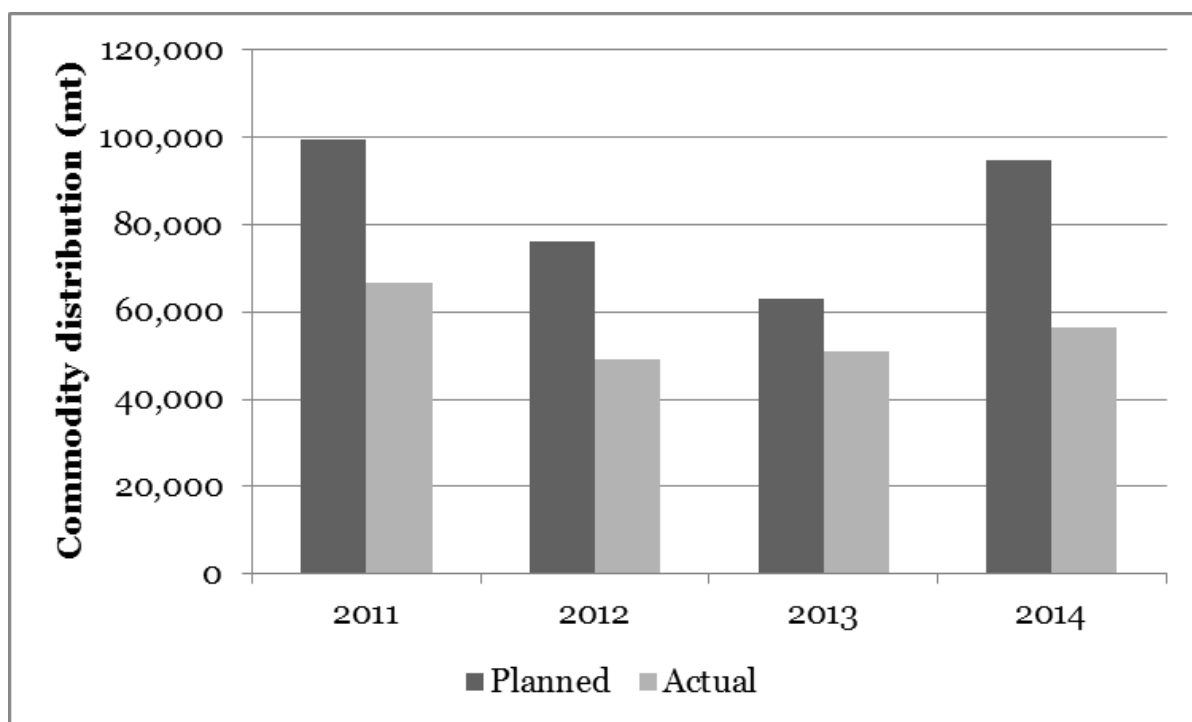
Figure 9 Beneficiaries by modality and area, 2011–mid 2015

	West Bank						Gaza								
	Food			Voucher			Food			Voucher			Combined		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
2011	184,450	181,032	365,482	16,263	16,117	32,380	172,839	163,236	336,075	7,350	7,229	14,579			
2012	127,255	125,315	252,570	42,992	42,551	85,543	176,117	158,076	334,193	16,218	15,262	31,480			
2013	121,318	131,478	252,796	54,570	53,945	108,515	135,575	126,992	262,567	26,030	24,443	50,473	5,222	4,667	9,889
2014	127,601	135,952	263,553	61,286	60,519	121,805	589,401	570,667	1,160,068	25,755	24,830	50,585	5,170	4,593	9,763
2015	66,651	70,283	136,934	49,419	55,326	104,745	97,785	93,176	190,961	26,050	24,496	50,546	5,108	4,478	9,586



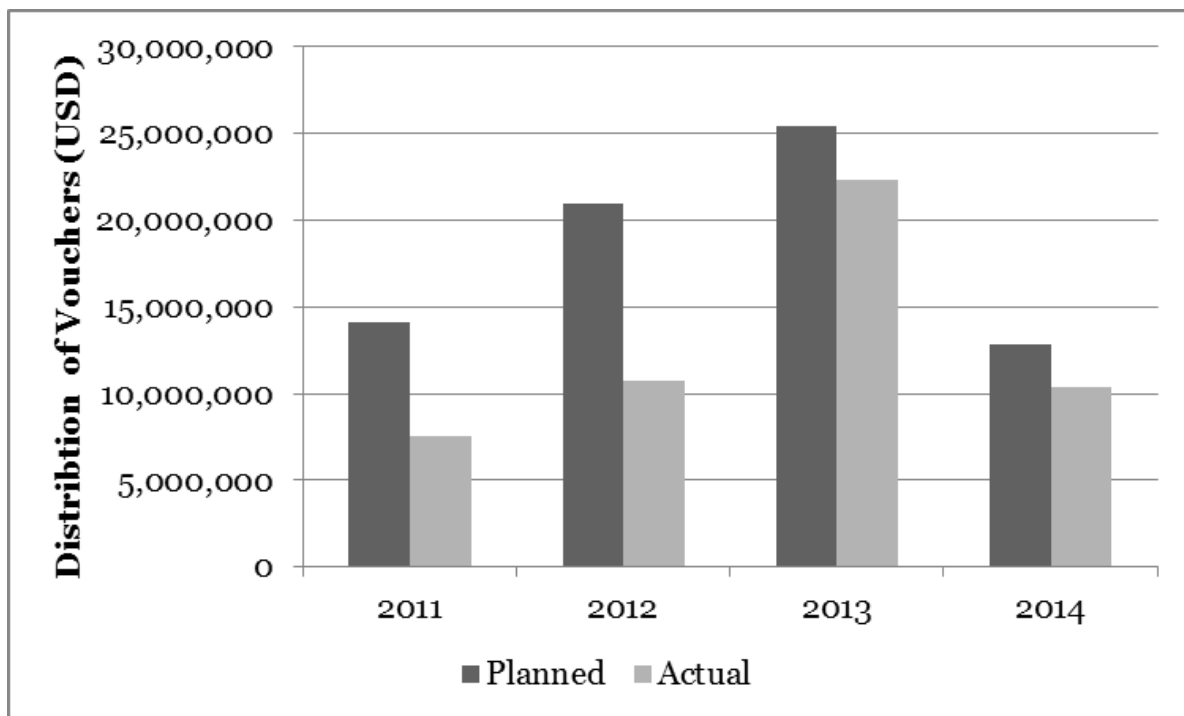
Source: Data provided by Country Office. Data show total number of beneficiaries per activity and some beneficiaries may appear in more than one activity.

Figure 10 Planned and actual GFA in kind, 2011–2014



Source: WFP SPRs 2011–14

Figure 11 Planned and actual GFA by voucher, 2011–2014



Source: WFP SPRs 2011–14

105. Table 8 at Annex E gives further details on the extent to which the portfolio achieved its intended outputs in the fields of GFA, SF, FFA and FFT. SPRs frequently cited funding shortfalls as the reason why planned output levels were not achieved. In both GFA and SF, distributions were often maintained at or near the planned frequency and/or beneficiary numbers, but rations and voucher value sometimes had to be reduced. In the case of SF, the number of days per week was also cut periodically in the West Bank from 2012 (WFP, 2012d: np) and the activity then ceased in Gaza in May 2014 (WFP, 2014c: np, WFP, 2014i: np).

106. The discussion above shows the importance of the electronic voucher delivery mechanism in the portfolio under review. WFP began to pilot this mechanism in October 2009 (WFP, 2012b: 10). Project documents for the three main operations that used it during the review period explained how it would be used, but did not specify performance indicators for the mechanism itself. CPE interviews with PA officials, staff of United Nations and other agencies, shop keepers and beneficiaries confirm that the development of the electronic voucher mechanism with its ‘Sahtein’ card was in fact one of the strongest achievements during this period. There were four main dimensions to this success, which also served as a model for WFP operations elsewhere (e.g. Lebanon, Turkey, Iraq).

107. First, beneficiaries and retailers found the electronic card increasingly simple to use. The most recent version of the mechanism, developed in association with the Bank of Palestine and its PalPay electronic transactions system, enabled retailers to be paid in real time (except at weekends) as they ran Sahtein transactions through the terminals at their stores.

108. Secondly, the mechanism facilitated monitoring for WFP. The latest version enabled it to itemise the commodities collected in its own database, again in real time,

and to relieve its implementing partners (Global Communities and Oxfam GB) of some of the monitoring roles they had previously performed on its behalf.

109. Thirdly, it was easy to adapt and upscale the mechanism, which identifies beneficiaries through their Palestinian identity cards. Through an ‘electronic wallet’ that could be integrated in the process, it was possible for other organisations to deliver assistance using the same card. Most notably, WFP helped UNICEF to add WASH items and school uniforms to the card in Gaza during the 2014 crisis. Also during that crisis, the number of food assistance beneficiaries supported through electronic vouchers increased from 60,000 to 300,000 “within weeks” (WFP, 2014c: np): the emergency voucher system started 12 days after hostilities commenced.

110. Fourthly, the mechanism facilitated integration of WFP, PA and other safety net mechanisms while allowing for the separate identification and monitoring of different caseloads within this overall system. While there remained much scope for further refinement of the mechanism, the progress and performance that WFP achieved with it during the review period were widely praised by relevant United Nations and PA informants.

111. Data security was and will remain a major concern in the operation of the voucher system, as for electronic commerce worldwide. The evaluation team found no evidence of any significant security breaches during the review period.

112. In collaboration with the Ministry of Education and Higher Education, WFP provided fortified date bars produced in Gaza and fortified milk produced in the West Bank to school children in targeted schools. This was considered the most appropriate ration given the PA directive to use locally produced products for food quality and safety considerations. However, due to funding constraints (see ¶105) the SF intervention was gradually reduced to fewer days and fewer children and, from October 2013, either milk or date bars. (WFP, 2013b, WFP, 2014c). However, WFP managed to reach all targeted schools across Gaza until May 2014. After May school feeding was stopped in Gaza due to funding shortfalls. In August 2015, informants there told the evaluation team that there had been no provision of SF since January. By the end of the review period, operational collaboration had thus ceased (and schools were waiting to be told what if any SF would be provided the following term) – although discussions about further pilots of adjusted SF approaches were ongoing.

113. The relevant PRRO SPRs for 2011 and 2012 did not report on outputs of institutional assistance to PCD in the field of emergency preparedness and response (EPR). According to PCD informants, WFP signed a two-year memorandum of understanding (MOU) with the PCD’s parent Ministry of Interior for this support in 2011. After a slow start, the MOU was extended to December 2015. According to the 2013 SPR, WFP assisted the PCD in the development of an information management framework, including a disaster preparedness web portal “to raise public awareness on risks and risk mitigation”. It also helped in the development of a smartphone tool with geographic information system (GIS) linkages for use in on-site assessments (WFP, 2013f: np). This work continued in 2014, with the SPR placing more emphasis on training given to PCD staff and volunteers (who formed the backbone of the civil defence system in the field). Fortuitously, WFP also facilitated emergency preparedness workshops for the FSS in the West Bank and Gaza during the first half of the year (WFP, 2014i: np).

114. Special Operation 200560 funded the FSS from mid-2013, the Sector itself having been established as a merger of three humanitarian Clusters (¶47 above) in

December 2012 following the recommendations of a Global Food Security Cluster mission to the State of Palestine in September of that year (FAO & WFP, 2012). There was a slow start during recruitment delays in 2013 (the full team was not in place until May 2014). WFP was responsible for administrative co-ordination and fund management during an initial two-year agreement with FAO, where the FSS had its main office. In 2013 the FSS set up a Food Security Analysis Unit, which produced the 2014 HPC for the State of Palestine and co-ordinated the SEFSec revision process. SEFSec and the HPC were its largest tasks during the review period. It also set up information management systems to feed data to OCHA reporting (WFP, 2013f: np). Another major FSS task was to provide a broad platform for interaction, debate and collaboration between the United Nations system and international and local NGOs in the food security field, *inter alia* through the establishment of technical working groups on themes like urban agriculture and advocacy. The FSS also organised training courses for its members. During the Gaza conflict of 2014, the FSS was active in information management and the production of situation reports that again fed into OCHA reporting, as well as the production of a Multi-Cluster Immediate Rapid Assessment and an Emergency Food Security Assessment. It published periodic food security updates on the State of Palestine (e.g. FSS, 2014b). This reporting by the FSS towards the end of the review period was relevant and timely, and assisted with decision-making on the emergency food assistance being provided in Gaza in 2014: quantities of commodities required, numbers and characteristics of beneficiaries and how best to reach them.

115. As a Special Operation, the FSS PD did not specify a logical framework or performance indicators at output or outcome level. SPRs were therefore partly subjective. CPE interviewee opinions differed on the value of the FSS. Some considered it a useful step forward in enhancing co-ordination and dialogue around food security issues and action, and lowering perceived barriers between the United Nations agencies and the NGO community. Others saw it as an unnecessary complication of previously simpler lines of communication, making consensus and decisions slower and more complex to achieve. This was also a new mode of collaboration between WFP and FAO. Attitudes and enthusiasm reportedly differed on the two sides over time. By the end of the review period the two organisations were discussing how to extend the Sector beyond the end of 2015.

Targeting

116. Targeting can be assessed in the fundamental sense of relevance – whether the portfolio targeted the right beneficiaries (Annex C, EQ2) – and, in more detail, in the sense of effectiveness – whether it targeted the right beneficiaries with each of its main activities. While WFP operations were aligned with the relevant provisions of the UNDAF, SRP and related processes (¶54–62 above), beneficiary selection required a much more intensive approach than these frameworks provided. Targeting for all activities (see Table 6 and Table 7, Annex E) was based on the severity of need, but in different ways according to the modality and the implementing agency. Overall, MOSA beneficiaries and WFP/UNRWA Bedouin beneficiaries were selected across all governorates. It is MOSA policy to offer support to the most vulnerable households throughout the State of Palestine. The decision to support all Bedouin communities and the households within them was based on the high rates of food insecurity among herding communities and UNRWA’s opinion that targeted distribution in these communities – which combine refugees and non-refugees – would lead to social conflict. In the West Bank, those supported by Global Communities were chosen only

in those eight governorates identified by SEFSec as worst affected by livelihood insecurity. Activities in Gaza selected beneficiaries within all governorates there.

117. For sampling reasons, SEFSec could not be used to identify the degree of food insecurity more locally than the governorate level. (Recent methodological enhancements that now assess resilience as well as poverty and food consumption do not appear to have altered the fact that SEFSec offers “macro trend analysis” (WFP, nd(i)).) For GFA (and MOSA cash assistance), beneficiary selection was based on the proxy means test formula (PMTF), a widely used method (Kidd and Wylde, 2011) that, in the Palestinian case, was based on “31 variables on different aspects of consumption” (Jones and Shaheen, 2012: 1). From 2013, analysis of household circumstances with the PMTF was complemented by use of the food consumption score (FCS), which measured dietary diversity (WFP, nd(g): 2).

118. As used by WFP, the combined approaches categorised each household that applied for support (following publicity about the availability of GFA) into one of three poverty categories (‘poor’, i.e. below a ‘deep poverty line’, ‘between’ and ‘non-poor’) and one of three FCS categories (‘poor’, ‘borderline’ and ‘acceptable’). There were some adjustments and refinements during the review period, but by 2015, in the West Bank, WFP targeted households in the ‘poor’ PMTF category that had ‘poor’ and ‘borderline’ FCS scores and were not receiving MOSA cash transfers (targeted at the most impoverished and vulnerable households, often suffering chronic illness, disability or widowhood). Because of deeper poverty and harsher livelihood constraints in Gaza, WFP targeted the above two groups plus ‘poor’ households that had ‘acceptable’ FCS and were not receiving MOSA cash transfers (WFP, 2015d: 1). For WFP GFA transfers in kind and by voucher, qualifying households were categorised by size: 1–2, 3–5, 6–8 and 9 or more. Rations and voucher value varied accordingly. The PMTF also allowed identification of an ‘extreme poverty line’ within the ‘poor’ category. In Gaza, households in this most impoverished group were provided with a combined in-kind ration of wheat flour and a voucher for the procurement of other food commodities from participating shops (see Table 7, Annex E).

119. Due to the SEFSec limitations mentioned above, WFP used more subjective methods to identify localities for its in-kind and voucher modalities in the West Bank and Gaza. It focused on places where MOSA in-kind and voucher support was absent or limited. The basic criterion for deciding which modality to use was the accessibility and efficiency of retail outlets. Where there were an adequate number of shops that could satisfy registration, hygiene and stocking criteria within easily accessible distance from beneficiaries, the voucher modality was introduced. In more rural areas where such shops were few, distant or absent, the in-kind modality was retained.

120. WFP undertook its most recent total retargeting exercise in Gaza and the West Bank in 2013–2014. (There was an earlier one in 2010–2011. MOSA policy is that retargeting should be done at least every two years.) Through detailed ongoing monitoring processes in association with its implementing partners and MOSA, WFP checked on possible improvement or deterioration in beneficiary households’ welfare; on changes in family size; and, most importantly, on duplication across caseload groups. MOSA GFA beneficiaries, for example, could not also receive rations or vouchers from Global Communities.

121. WFP’s achievements in developing this targeting system with its partners were widely commended by informants in the PA and humanitarian and development agencies. It targeted its GFA beneficiaries carefully and well. Nevertheless, the

targeting remained crude – and focused only on food needs. Once selected, households were categorised only by size. There was no further differentiation of need within the beneficiary caseloads. By the end of the review period, WFP was considering refinements to the targeting system that might further divide beneficiaries according to ‘deep’ or ‘extreme’ poverty within the ‘poor’ PMTF group, or possibly introduce a more comprehensive categorisation by household size, PMTF and FCS scores. During the review period, if funding shortages necessitated reduction in rations, these had to be applied *pro rata* across all beneficiaries, according to family size and regardless of the degree of hardship they suffered. A refined approach might mean, for example, cutting all support in such circumstances to the least impoverished group within the caseload; reducing it marginally for the ‘middle’ group(s) and maintaining it at the previous levels for those worst off.

122. Gender was not an explicit, determining factor in WFP’s targeting of its GFA, although many of the households targeted by its approaches were female-headed – and MOSA targeting did pay special attention to such households.

123. During the review period, school feeding support was focused on primary schools only. They were selected in consultation between WFP and MOE, which together identified schools in those parts of Gaza and the West Bank where livelihood vulnerability was most severe. These included schools in ‘pockets of poverty’ within otherwise comparatively affluent urban areas. Thus, not all schools in the same locality necessarily received support. The number of schools targeted varied from year to year with the level of resourcing WFP had available. Within schools, SF was provided to all children. CPE interviews at schools and elsewhere confirmed that a majority of children in targeted schools were either able to bring some food to school or, more often, were given money on at least some days per week by their parents to buy food from the canteens or tuck shops that operate in most schools. (No detailed data were available.) In other words, inclusion errors were widespread. WFP missed the opportunity to give more focused support to really needy children within the targeted schools: those who had no choice but to come to school without eating breakfast (others reportedly did so because they were late getting up or their parents were disorganised), and whose parents could not give them pocket money to buy food at school.

124. Targeting for FFA activities in the West Bank was partly analogous to that for GFA. Governorates were selected on the basis of SEFSec. Locations within the selected governorates were identified by the MOA in terms of natural resources and geographic features with potential for land rehabilitation and related labour-intensive public works (LIPW). MOA focused on Area C to promote the steadfastness of land-based livelihoods in the face of potential Israeli sequestration of land or other assets. But there is no evidence that WFP, from its side, carried out any analysis of how the different FFA interventions (road construction, water harvesting, land reclamation) were expected to support household or community livelihood recovery (Table 8, Annex E). Beneficiary households at the selected locations were targeted on the basis of the PMTF. This meant that participants from the targeted households did not always have adequate strength for productive LIPW. They were usually lacking the skills that were needed in at least some of the work force, such as stonemasonry or equipment operation.

125. Towards the end of the review period, the CS committed WFP, *inter alia*, to “expanding resilience-building activities in East Jerusalem and other urban centres” and “a new focus... on East Jerusalem and other urban centres, focusing on women

and youth in these settings” (WFP, 2013h: 2, 13). During the review period, SEFSec did not cover East Jerusalem, and WFP did not report using other targeting methods to identify beneficiaries in East Jerusalem by June 2015.

126. With its PA and development partners, WFP experienced frustrating and unhelpful delays in the revision of the SEFSec methodology for determining the levels of food insecurity in the State of Palestine. It became exposed to unedifying debate in the development community as to whether it was reluctant to endorse refined SEFSec techniques that would show a significantly smaller number of Palestinians to be food insecure and, hence, in need of the sort of assistance in which it specialised.

Performance at outcome level

127. WFP’s SO 1 is concerned with saving lives and protecting livelihoods in emergencies. During emergencies in Gaza during 2012 and, particularly, 2014 WFP’s rapid response in providing large-scale food assistance is likely to have contributed to saving lives, although there is no specific evidence on this and the most immediate risk to life was military action rather than hunger. In between these major emergencies, it is more useful to assess WFP’s performance in terms of the extent to which it protected livelihoods rather than in relation to the saving of lives.

128. For GFA and FFA/T, WFP measured and reported outcomes in terms of beneficiary households’ FCS and the proportion of their expenditures devoted to food (Table 12 and Table 13, Annex F). From 2014, it also used a Diet Diversity Score, but no time series data are available yet on this indicator. From the available data (for 2013 and 2014, which the evaluation team assumes were reliably measured), the CPE found that the provision of food through vouchers and in kind in the West Bank had generally improved beneficiary households’ FCS, though with much more positive results for vouchers and combined than for in-kind food assistance alone. In Gaza (where a 2011 baseline and a 2015 survey were done), none of the beneficiaries had an acceptable FCS when they were enrolled in 2011. But 79 percent of the combined modality beneficiaries (who constituted 4 percent of total GFA beneficiaries in Gaza in 2015) and 77 percent of the voucher-only beneficiaries (20 percent of total GFA beneficiaries in Gaza in 2015) reached that status in 2015, against only 36 percent of the in-kind modality beneficiaries (76 percent of total GFA beneficiaries in Gaza in 2015; see Table 12, Annex F).

129. A case-by-case analysis of CO and partner data (Table 12, Annex F, Table 8, Annex E) confirms the more positive impact that was achieved through the voucher and combined modalities. It reveals that the largest improvement in FCS was found among voucher-only modality beneficiaries, where nearly 91 percent moved at least one food consumption category upwards after 2011. Beneficiaries of the combined modality witnessed only slightly less improvement, with 88 percent of them moving upwards at least one consumption category. The lowest FCS improvements were seen by the in-kind modality beneficiary households, where only 50 percent upgraded from having poor and borderline consumption in 2011 to having borderline and acceptable consumption in 2015 – not significantly different from non-beneficiaries (i.e. those who were non-beneficiaries in 2011 and whose FCS was measured again later).

130. There is no documented evidence of clear outcomes being intended or achieved in the case of the small and gradually dwindling quantities of food assistance provided through the portfolio to a limited number of institutions like orphanages, old age homes and centres for the disabled. While the assistance certainly contributed to maintaining the food security of the severely disadvantaged people who were cared for

at these institutions (which also had to source much of their food elsewhere), this was essentially a safety net function.

131. It is clear that to some extent food assistance did help to protect the assets of beneficiary households, giving them a sense of increased ability to cope with their difficult economic conditions. Nevertheless, beneficiaries interviewed during the CPE said that they continued to rely on debt and that they had been forced to sell assets, where this was possible, in order to maintain their basic capacity to survive. Beneficiaries continued to devote over half of their expenditures to food, despite receiving assistance, and explained that their limited resources and low levels of income were barely sufficient to meet that part of their basic food needs not met by WFP's assistance (which was not intended to cover food requirements in full). SPRs consistently showed that the proportion of GFA beneficiary households' expenditures devoted to food was around 57–58 percent. Surveys conducted by the CO in 2013 and 2014 show even higher and increasing levels of proportional expenditures on food by GFA beneficiaries (Table 13, Annex F; Table 8, Annex E).

132. An assessment of the FFA activities in the West Bank showed similar results in terms of changes in beneficiary households' FCS: the proportion of FFA beneficiary households with acceptable consumption increased from 26 percent at the baseline to 92 percent during the activity, an increase of 65.9 percent (Al-Sahel, 2014: 2). This level of improvement was not fully sustained and dropped to 60 percent ten months after the end of FFA activities. Similarly, the proportion of FFA beneficiary households with borderline and poor consumption scores decreased from 74 percent at the baseline to 8 percent during the programme, and then increased to 34 percent ten months after the end of the activities.

133. In addition to the FCS, improvements in beneficiary households' access to community assets, measured through the Community Asset Score (CAS), were used as a proxy indicator for the restoration of livelihoods through FFA. Works implemented within the framework of FFA led to noticeable improvements in the CAS of the targeted communities compared to the baseline. The FFA was able to increase the CAS in 12 out of 13 targeted communities. As a result of FFA work in 2013, the CAS of these communities increased by 92 percent, well above the corporate target of 80 percent (Al-Sahel, 2014: 3; see also WFP, 2013f: np). However, funding shortfalls reduced the FFA activity in 2014 to such a small scale that no FFA data were collected (WFP, 2014i: np). More significantly, no data were collected to show whether the limited amount of FFA work done made a longer-term contribution to the food and livelihood security of beneficiary households than the possibly temporary enhancement of FCS reported above.

134. Reflecting a narrower approach than might have been adopted in terms of WFP's 2013 SF policy (WFP, 2013j), two indicators were used to measure SF outcomes: retention rates for boys and girls, and pupils' ability to concentrate and learn as a result of assistance provided, as perceived by teachers. As can be seen from O at Annex E, data collection on these indicators was uneven and not very helpful: not all indicators were measured or reported each year. Retention rates were already high and were reported not to have changed. Children's ability to concentrate and learn – a subjective measure based on teacher perception, and not included in the EMOP logical framework for Gaza – did appear to improve between 2011 and 2013 in the West Bank, but to deteriorate in Gaza from 2012 to 2013. CPE interviewees in the MOE and schools said that SF did make a difference to children's attention and performance levels; but this was anecdotal rather than empirical evidence. Although SF was

identified by the CS as contributing to the “protection” of livelihoods (WFP, 2013h: 20–21), there was no monitoring of whether it achieved this purpose.

135. There is no clear evidence of significant negative outcomes arising from implementation of this portfolio. In some circumstances, food assistance can unintentionally build dependency among beneficiary populations, arguably making them less willing to produce or earn food through their own economic activity. In the circumstances of the State of Palestine, a degree of dependence on social safety nets, and their contribution to food security, was inevitable. Food assistance can also distort local markets in some conditions, but the principal factor disrupting Palestinian markets was external restrictions on free trade, rather than WFP interventions. The latter may, however, have led to some retailers losing business to others who supplied beneficiaries through the voucher system and gained business as a result.

Economic results of the WFP portfolio

136. The unconditional voucher modality produced significant economic results, directly benefiting participating shopkeepers, processors, producers and the Palestinian Treasury. Shopkeepers and dairy producers felt the benefits most clearly, as the average monthly sales for shopkeepers grew 40 percent after joining the scheme (WFP, 2014g). The higher profits allowed many to expand, hiring new staff and improving their facilities. The recent introduction of the PalPay electronic payment platform also provided positive economic spin-offs for participating shops and their business neighbours.

Table 2 The secondary economic effects of the voucher modality

	Region	Results pre-programme	Results in June 2014	Improvement		
Increase in shop sales		Average monthly sales (NIS)		% Increase		
	WB	63,724	87,767	38%		
	Gaza Strip	67,552	97,367	44.1%		
	Total	65,638	91,712	39.7%		
Number of new jobs created in shops		Number of employees		No. of new jobs		
	WB	87	118	31		
	Gaza Strip	93	139	46		
	Total	180	257	77		
Capital investments made in shops		New tools/ Equipment	Shop Expansion	Internal Decoration	New vehicles	Others
	West Bank	80,429	22,429	32,000	70,000	35,714
	Gaza Strip	79,714	66,857	18,571	30,714	12,000
	Total	160,143	89,286	50,571	100,714	47,714
Increase in sales of dairy producers		Average monthly sales (NIS)		% Increase		
	WB	1,502,727	2,268,500	51%		
	Gaza Strip	39,040	120,000	207%		
	Total	1,045,325	1,654,643	58%		
Number of new jobs created in dairy producers		Number of employees		No. of new jobs		
	WB	879	1115	236		
	Gaza Strip	42	66	24		
	Total	921	1,181	260		
Scope to increase local taxation	Region	Average revenue monthly (USD)	Average revenue yearly (USD)			
	The State of Palestine	64,364	772,000			

Source: WFP, 2014g, data supplied by Country Office.

137. Table 2 above shows the secondary economic results of the voucher modality, focusing on dairy production (see also Annex H, ¶7 – ¶12). Dairy producers experienced even greater improvements than shopkeepers, with sales increasing by an average of 58 percent and a remarkable 207 percent in Gaza (WFP, 2014g). Stakeholder interviews confirmed these positive results. However, the benefits were less visible for dairy farmers. The data suggest that participating entities in Gaza benefited proportionally more than those in the West Bank, but these differences were not explored. The higher revenues should have contributed to greater tax contributions, but the evidence on this is not conclusive³³ and the Ministry of Finance was not well informed of WFP's role in this regard. Assertions that the scheme had also improved business infrastructure such as licenses and quality control were also difficult to verify.

138. The economic effects of other WFP interventions were less systematically measured, and evidence collected suggests that such effects were less promising. FFA interventions resulted in good improvements in the Community Asset Scores, but questions remain (underscored by the evaluation team's own field observations) about the sustainability of the infrastructure created. FFT appears to have had limited economic returns as the training opportunities were not linked to future employment paths. No analysis of the economic benefits of in-kind assistance, either GFA or school feeding, was carried out over the review period.

Efficiency of the portfolio

139. Actual expenditure increased over the review period, but the funding gap remained high (Table 1 above) and grew over the review period. In 2011, actual expenditure was approximately USD 67.5m. It rose to a peak of USD 94.5m in 2014 in response to the crisis in Gaza. There was a small drop in actual spending in 2013 and spending for the first half of 2015 was low, but this reflects a reduction of the portfolio to one PRRO and one SO. The difference between planned and actual expenditure confirms the view of many CO staff that funding constraints were their biggest programming challenge.

140. Comparing activities and modalities across the six operations in the portfolio, GFA in kind consumed most spending and a larger proportion than initially planned. In total, approximately 69 percent of resources were spent on GFA in kind; 23 percent on GFA through vouchers and FFA/FFT; 8.1 percent on school feeding and 0.4 percent on capacity-building exercises. According to implementing partners and beneficiaries interviewed, additional costs not incurred by WFP, such as transport costs to collect food parcels, were considered to be minimal or manageable.

141. Calculating the cost of outputs and outcomes is difficult because of challenges with data availability and methodology (Annex B). For instance, it is difficult to make meaningful comparisons because defining a common unit of output is not easy; a challenge acknowledged by the CO. Furthermore, it is not possible to get data on actual spending according to different activities and their associated modalities without having to pull many reports from Wings (WFP's financial management database). So getting financial data is very time-consuming. As a result of these difficulties, limited analysis has been carried out.

142. With regard to the cost of outputs, only one study over the review period attempted to compare the efficiency of outputs delivered through the in-kind and

³³ For instance, data in the assessments did not estimate how much additional tax the increased sales would raise.

voucher modalities. Such limited analysis may be related to the absence of corporate guidance on efficiency. This review showed that in-kind assistance was preferable in this regard because – with the same value of transfer – the average food basket redeemed through vouchers provided less than half of the minimum daily requirements for energy (40 percent, compared to the 90 percent provided through the in-kind ration) and protein (50 percent, compared to the 100 percent provided by the in-kind ration; Creti, 2011). It is not possible to comment on the validity of this estimate, because a detailed breakdown of the costs and benefits included was not shown. This also quoted a review in 2010 that showed that in-kind support was more cost-efficient than vouchers, based on alpha value analysis. For this evaluation, a crude estimate of the average costs for the in-kind (GFA and SF) and voucher modalities (GFA & FFA/FFT) was calculated. Across the portfolio under review, based on actual financial expenditure and beneficiary numbers, the cost of in-kind assistance was USD 74.4 per person compared to USD 91.1 for the voucher modality.³⁴ This result supports the past analysis and the general consensus in the CO that vouchers were more expensive to deliver than food in kind. But the difference between the two tools was less than is commonly mentioned in the CO.

143. During stakeholder interviews the following reasons for the cost disparities were given. First, the basket of food commodities is not the same for the modalities. The purpose of the voucher was to provide beneficiaries with nutrient-dense foods with high quality of protein and other fresh food items. As such it included dairy and fresh produce that were not available in the in-kind ration. Such commodities were often more expensive than the items provided in the in-kind ration. Secondly, in-kind products were procured at wholesale prices, whereas voucher products were redeemed at retail prices. The GFA voucher equals the local retail value of the food provided. Therefore, for the same level of financing, it is assumed that a larger tonnage of produce should be procured through the in-kind system. Thirdly and related to this, goods and services were tax-exempt when WFP procured them directly. This included the procurement and transport for in-kind assistance.³⁵ However, the implementation of the voucher modality meant that WFP was implicitly paying VAT and other taxes that a shopkeeper accounts for when setting the price of his/her produce. Finally, it was suggested that management costs might be higher for the voucher modality, for instance because of the monitoring system or the technical backstopping necessary.

144. The CO made efforts to improve the logistical efficiency of its programming over the review period, despite conditions that inflated costs. First, the introduction of the electronic payments system is a good example of efforts to improve the efficiency of WFP's operations. By the end of the review period, WFP managed the electronic payment system for all voucher payments and transfers. This minimised any potential wastage and created operational savings as implementing partners were required to do less payment management and monitoring. WFP also increased revenues from this arrangement because three partners paid WFP to use its electronic platform (UNRWA, UNICEF, HelpAge).

145. Secondly, the processes of procurement and logistics continued to work well, as they did when reviewed in 2010 (WFP, 2010b; Annex H below, ¶49–50). The Gaza

³⁴ These data are based on actual spending for the six operations taken from the Programme Management Overview document and Wings. All costs are included. Direct Support Costs are divided between food and vouchers according to their financial size. The 'combined' instrument is excluded. Actual beneficiary data were provided by the CO Palestine. Assumptions were made for the 2009 data (see Annex B for further details).

³⁵ It is not clear how such tax returns are included in the financial accounting system. Furthermore, the CO had difficulty getting tax refunds paid by the PA.

blockade continued to impose high costs on WFP, with the requirement of a separate warehouse in Israel to pallet goods, and additional travel. Nevertheless, at each point of the logistics supply chain efforts were made to reduce costs, by having a warehouse outside the port; moving the location of warehouses; and seeking new contractors on an annual basis. UNRWA and WFP also initiated negotiations with the Israeli authorities to bring containers straight into Gaza; this should deliver large efficiency savings in the future. The pilot was expected to start imminently. Obtaining tax refunds from the PA was not successful. This affected not only WFP CO but also some of its suppliers (as well as other United Nations agencies). Achieving this would create significant savings, but the PA's precarious fiscal situation suggests this will continue to be hard to achieve. The introduction of the electronic payments system was another example of efforts to improve the efficiency of WFP's operations.

146. Thirdly, anecdotal evidence suggests that WFP managed its programmes well. No clear efficiency saving measures were identified from stakeholder interviews or background literature. Officials from MOSA, MOE and MOA and beneficiaries were very complimentary about the implementation of activities, noting that "staff are very professional", "things are delivered according to plan and on time," and "whenever there is a problem, WFP is very responsive and it is fixed almost immediately". No stakeholders raised any significant or necessary improvements. This experience is confirmed by analysis of WFP-UNICEF's support that illustrates that 97 percent of beneficiaries (food, WASH, education) were satisfied with the delivery mechanisms (Al Athar, 2015).

147. With regards to the cost of outcomes, recent evidence explained above suggests that the voucher was more effective at improving outcomes than in-kind support. CPE analysis shows that it was cheaper to deliver an improvement in the FCS score using vouchers than in-kind assistance³⁶ (Annex H). Achieving an improvement in a household's FCS score (between poor, borderline and acceptable) cost twice as much through in-kind food assistance as through vouchers.³⁷ A mid-term review of the voucher programme in Gaza in 2011 also found that it was cheaper to improve FCS through the voucher than the in-kind instrument (Creti, 2011). But in this type of analysis it is not possible to control for the other inputs that households consumed which affected their food consumption.

148. Overall this analysis suggests that the in-kind modality was a cheaper way to deliver certain dietary requirements, but that vouchers were a cheaper way to achieve improvements in household FCS scores.

149. Nevertheless, the evidence base on which the above findings are based is very narrow. It should be strengthened to enable more robust evidence-based programming choices.

Enhancement of gender equity

150. The CO was aware of and committed to compliance with corporate policy on gender. It did some analytical work on the issue (¶80 above) and, as noted, developed a gender strategy in 2014. In that year it also undertook gender sensitisation training for all staff and began a process of identifying 'gender advocates' among them to work with the existing gender focal point in the Programme Support Unit.

³⁶ Due to data restrictions it was not possible to make these comparisons for the combined modality.

³⁷ Assuming the same number of beneficiaries, it cost twice as much to achieve an improvement of FCS for 1 percent of the people receiving food assistance, as compared to vouchers.

151. Despite these good intentions, WFP assistance had little practical effect in enhancing gender equity. Efforts within the CO were gaining momentum in 2014 when they were put on hold for many months by the Gaza crisis (¶187 above). More significantly, the cultural context made a gender-proactive stance sensitive at community level, and could even be risky for WFP staff, particularly in Gaza. Even without the disruptions, WFP would have been unable to take more than small and careful steps forward.

152. Planned collaboration with sister agencies to develop FFA activities around urban livelihoods, which would have had potential to address gender issues, did not take place. FFT mostly targeted women beneficiaries but was implemented on too small a scale during the evaluation period to be meaningful (Table 8 (Annex E) and Annex F). The CPE found little evidence that WFP or its implementing partner assessed the impact or usefulness of FFT activities in relation to their possible impact on gender issues. Interviews with implementing staff indicated that the training provided had no impact on beneficiary women's livelihoods.

153. However, WFP did take a significant step towards enhancing gender equity with the NAC in Gaza, carried out with local NGO partner Ard El Insan (see also ¶23 and ¶41, Annex G). This was launched as an eight-month pilot in Gaza in 2011–2012, working with 250 female recipients of food assistance through vouchers. It was repeated in 2013 with 600 women beneficiaries of the voucher modality, and in 2014 with 1,000 (WFP, nd(h): np). In addition to its effects on participants' nutrition awareness, the NAC made a significant difference to participating women's lives: strengthening their self-image as autonomous decision-makers and giving them opportunities to meet socially and for serious discussion in group settings outside their homes. Beneficiary informants in Gaza confirmed that "through the trainings, women have the opportunity to interact and socialize other outside their normal domestic sphere, leading to strengthened informal women's networks and empowerment" (WFP, nd(h): np). At the end of the review period, WFP was discussing the extension and upscaling of the NAC to the West Bank. However, interviews indicated that the Ministry of Health remained to be convinced that this was an effective and replicable way of carrying out nutrition training. In this instance, PA ownership remained to be built.

Synergy and multiplying effect between the main activities in the portfolio

154. The portfolio under review was dominated by GFA. All other activities – SF, FFA, FFT, preparedness work and the NAC – took place on a much smaller scale. This limited, but did not exclude, the potential for synergy and multiplier effects between the activities.

155. The activities did theoretically complement each other, as retrospectively recognised by the 2014 CS (WFP, 2013h: 13), in that 'relief' activities ("meeting urgent food needs" should have provided a foundation for 'resilience' work ("supporting livelihoods and economic activity"); and 'preparedness' activities, in the Palestinian context, were a necessary prerequisite for the responsible implementation of work under the other two CS 'pillars'. That complementarity was limited in practice by the Palestinian context, which meant that "urgent food needs" were perpetual for a large part of the population, meaning that much of the portfolio had to be devoted to helping to meet those needs through GFA. The context constrained the scope for 'pillar two' activities, "assisting vulnerable communities to sustainably develop, become self-

reliant and able to withstand livelihood shocks” (WFP, 2013h: 13). Complementarity was therefore limited.

156. Again theoretically, SF complemented GFA by slightly reducing the burden on households whose child(ren) received milk and/or date bars at school. However, the CPE found no empirical evidence of this complementarity (Annex F). Nor did it find evidence of synergy or multiplier effects between FFA/FFT activities and the rest of the portfolio, which effectively served as another GFA mechanism with uncertain longer-term benefits in the form of enhanced community assets (¶133 above).

157. The NAC activity was only briefly mentioned in design documents (WFP, 2012b: 10) but did offer useful, small-scale synergy with GFA through the voucher modality in Gaza. By improving participants’ nutrition awareness, it enhanced the potential nutrition effectiveness of GFA.

158. Preparedness work within WFP, by WFP with United Nations partners, and through support to the PCD, was a necessary foundation for the portfolio. The unpredictable context made it vital that preparedness activities enhanced WFP and PA readiness to respond effectively to contingencies. While complementary in the sense of being a necessary foundation, these activities did not generate synergy or multiplier effects with the rest of the portfolio.

159. In an operational sense, there were synergy and multiplier effects between WFP activities in Gaza and in the West Bank. Neither would have made as much progress without learning from experience in the other. In this true synergistic sense of the whole being more than the sum of the parts, the two spatial elements of the portfolio did strengthen each other and the performance of the portfolio overall.

Synergy and multiplier opportunities with partners at operational level

160. Most of WFP’s work with partners at the operational level would be better described in terms of co-operation and complementarity than of synergy or multiplier effects. There was clear complementarity between WFP and UNRWA with their responsibilities for food assistance to non-refugees and refugees respectively – and particularly close co-operation during the Gaza crisis of 2014. Food assistance to Bedouin in Area C was also a joint effort by these agencies. There was complementarity, too, with UNICEF – and again the 2014 Gaza crisis took this to a higher level as the WFP electronic voucher platform was used for the distribution of UNICEF WASH and school uniform support.

161. Alongside UNRWA, UNICEF arguably became WFP’s closest partner within the United Nations system. But outside the Gaza experience of 2014, the links with UNICEF were primarily at the thematic level of developing joint approaches to social protection – rather than at the operational level. The same was true of WFP’s relations with FAO and with a much larger number of real or potential partners through the FSS: there was much shared thematic work, but little practical collaboration at the operational level and still less real synergy or multiplier effects. Multiplier opportunities – the words used in the question posed by the evaluation matrix (Annex C) – certainly existed. But for these to be achieved in operational reality would have required successful joint programming and fundraising. While interviews indicated that WFP did undertake joint programme design with FAO and UNICEF, this did not lead to joint implementation or operational synergy during the review period, apart from the multiplier effects achieved through UNICEF adoption of the e-voucher modality during the 2014 Gaza emergency.

162. The biggest gap with regard to synergy and multiplier opportunities concerned nutrition. During the review period, nutrition capacity among WFP's partners dwindled. They turned increasingly to WFP (which had one nutrition officer, actually trained as a food technologist) for nutrition advice. By the end of the period, UNRWA depended on WFP for such advice and UNICEF had closed its nutrition unit. This put a heavy burden on WFP and its single nutrition officer, and created expectations of WFP's nutrition services that were beyond its mandate. It also put WFP in the forefront of difficult relations between the United Nations and the nutrition department in the PA Ministry of Health. By definition, there was no scope for synergy or multiplier opportunities in the field of nutrition in such circumstances.

163. While Oxfam GB could be seen as a contracted service provider for WFP in Gaza, the depth of its analytical ability, international experience and strategic competence meant that a degree of operational synergy developed between the two organisations there. WFP could probably not have built its activities and approaches to the same extent and effectiveness with a different partner – and vice versa. According to WFP informants, this collaboration enhanced the operation of the electronic voucher system. Related interaction with Oxfam GB and, through them, with Danida enabled WFP to exploit some of the limited scope for local procurement of voucher commodities to enhance the livelihoods of smaller-scale food producers and processors.

Sustainability of the results of the main activities in the portfolio

164. In the context of this portfolio, it is useful to distinguish operational sustainability and institutional sustainability. There was little evidence that the results of the main activities had become operationally sustainable. Hardship persisted in Palestinian livelihoods, and in many cases had become more acute. Food security and the nutritional results of WFP activities were not sustainably enhanced – apart from the likely longer-term improvements in nutritional awareness achieved by NAC participants in Gaza. No other agency was ready or able to provide the GFA assistance that WFP provided, if WFP were to withdraw. The MOE was contemplating a scaled-down SF programme of its own (the 'national cup of milk'), but did not have the resources to implement it. MOA informants were enthusiastic about the limited FFA work that had been done and were keen for a bigger, longer-term programme – but called for WFP to secure resources for that purpose, while in fact the sustainability of the assets built was not assured (¶58, Annex F). Overall, there was no reported or discernible evidence that sustainable enhancements to livelihood resilience had been achieved on any significant scale. Despite the dedicated and competent efforts of WFP, this was what the Palestinian context dictated.

165. The WFP portfolio did achieve a degree of institutional sustainability, however. The chosen approach of working within the PA and adapting to its decision-making processes (¶81 above) meant that MOSA, MOE, the PCBS and PCD – according to informants there – all progressed significantly in their institutional development during the review period. They built strategies and systems of which they felt ownership and with which they would continue, to the limited extent possible, if WFP assistance were withdrawn. In VAM and emergency preparedness and response this sustainability was clearly identifiable; but it was also apparent in the broader fields of social protection and social safety nets under the auspices of MOSA and (for SF) the MOE. The institutional arrangements and required funding levels for the NAC showed the promise of sustainability (¶53, Annex G).

166. These sustainability achievements were, nevertheless, made vulnerable by the Palestinian context. The PA continued to lack capacity, resources and, in some quarters, adequate social support. The State of Palestine itself was judged by many observers to remain fragile, partly because of its limited international recognition and restricted control of its economy and fiscal flows. It would be risky to assume that the 'sustainable' institutional results of the WFP portfolio will be visible to future evaluations.

3. Conclusions and Recommendations

3.1 Overall Assessment

Alignment and strategic positioning

167. The national context is the obvious starting point for designing or assessing the alignment and strategic positioning of WFP in any country. In the especially difficult circumstances of the State of Palestine, it was doubly important for WFP to be realistic about the context as it strove to optimise the relevance of its operations and activities.

168. WFP is familiar with two broad contexts for its operations. They often overlap in one national space. The first context is that of emergency humanitarian assistance – in which WFP has decades of experience and is widely relied upon to be efficient and effective. The second is that of development, in which political, governance, social and economic conditions are reasonably stable and there is a realistic prospect that appropriately designed interventions can sustainably enhance food security and promote livelihood resilience. This second context is increasingly common in the countries where WFP works, and is challenging the organisation to develop different competences and strategies, sometimes ceasing direct involvement in the physical delivery of food.

169. The State of Palestine presented both and neither of these contexts. It was a lower middle-income country, but food insecurity remained widespread, significant numbers lived in deep poverty and the prospects of sustainable livelihood development were limited. It was sometimes described as a permanent humanitarian emergency, yet supermarkets were amply stocked, even in Gaza; its social services would be envied by many countries; and its human resources were strong. Although the PA and its partners were trying to launch a range of social and economic development strategies, the institutional foundations for such action remained fragile and national autonomy in development initiatives was massively restricted by the nature of relations with Israel – a situation sometimes described as ‘de-development’.

170. During the review period, WFP’s alignment and strategic positioning in these special circumstances were largely driven by the ongoing need to help assure the food security of the Palestinian people – providing relief to help tackle chronic food insecurity while also responding to the acute crises that erupted in Gaza in 2012 and, especially, 2014. At the same time, it tried, on a smaller scale, to pursue resilience strategies, working through the PA to help small numbers of needy Palestinians to strengthen their livelihoods in the adverse circumstances just described. Not helped by the complexity and ambiguity of the international planning landscape within which it had to function in Jerusalem, its alignment and strategic positioning also risked becoming both and neither: an uncertain mix of ‘humanitarian’ and ‘development’ strategies, both categories vulnerable to differing definitions and differently presented according to the planning context in the long-running debate about their meaning in the State of Palestine.

171. These ambiguities did not significantly distract WFP from its operational core business of food assistance to needy Palestinians. But they were not conducive to optimal longer-term determination of what WFP should aim to be and do in the country. In general, WFP was not sufficiently careful or realistic about the way it conceptualised and presented possible ‘development’ support roles for itself – despite its acknowledgement in some design documents that there was little chance of sustainable progress in the current context (¶47 above). The 2014 CS was too

ambitious in its aims of “supporting resilient livelihoods and economic activity”, support for agriculture and tree planting and its “new focus... on East Jerusalem and other urban centres, focusing on women and youth in these settings” (WFP, 2013h: 13). Internal coherence between portfolio components was correspondingly limited.

172. The State of Palestine was one of the many countries in which it was becoming increasingly relevant for WFP to position itself accurately within the conceptual and operational framework of social protection. That is not a framework normally considered central in addressing major humanitarian crises, which the State of Palestine arguably was. But with the long-term nature of the widespread food insecurity that the State of Palestine suffered, it was in fact the right way to conceptualise WFP’s role. WFP did not take the opportunity to do this. If it had done so, within the emerging Palestinian social protection system that it was helping to construct, it would have achieved greater relevance and clarity of purpose.

173. By specifying its core business as social protection (rather than social protection and development, as the CS did (WFP, 2013h: 9)), WFP could have sidestepped some of the more sterile debate about ‘humanitarian’ and ‘development’ roles and made its planning within the international frameworks of assistance to the State of Palestine more realistic and constructive. This would have enhanced the internal and external coherence of the portfolio – although external coherence with the policies and programmes of the PA and development partners was generally strong, and WFP did make a vital contribution to the development of the PA’s social protection system.

Factors and quality of strategic decision-making

174. The special context of the State of Palestine was the principal factor affecting WFP’s strategic decision-making there. WFP’s analysis was constrained by data and analytical capacity limitations; and the context of the portfolio meant that a range of other factors often had to take precedence in determining the CO’s strategic and operational priorities.

175. Although the three ‘pillars’ of the Country Strategy – relief, resilience and preparedness – were only formally stated in 2014, they were a fair representation of how WFP saw its task throughout the review period. In general, that representation would have benefited from depicting all three ‘pillars’ as ways to implement and/or strengthen elements of the national social protection system. That aside, while two of the ‘pillars’ were appropriate priorities for WFP, a third was not.

176. WFP’s GFA – the large bulk of the portfolio – was an appropriate priority for the organisation to set itself, given the extent and severity of food insecurity in the State of Palestine. Working to strengthen the preparedness of WFP itself, of the international community and of the PA (through the PCD) was also an appropriate strategy, given the sad probability of new humanitarian crises erupting from further rounds of instability and military action.

177. With hindsight, the third ‘pillar’ of the CS – resilience – was a less useful part of WFP’s strategic decision-making. Resilience is a vital part of Palestinian livelihoods, where it has specific meanings concerned with ‘steadfastness’ and enabling people to stay on their land and sustain their livelihoods. But in the CS the concept of resilience was not well articulated or operationalised. Nor were the contributions that GFA and other activities could make to resilience clearly spelled out. Although the CO did not lack commitment or effort in this direction, WFP lacked the institutional and the staff skills to tackle the challenges of restoring or rebuilding livelihoods convincingly. Partly in consequence, it was unable to secure much funding for some of these activities, and

the design of the activities that were undertaken did not convincingly explain how activities included under the resilience pillar would significantly enhance participants' livelihoods.

178. This meant, too, that the “synergy of relief and recovery” that some design documents offered was unrealistic. In the circumstances of the State of Palestine, the prospects of achieving any such internal coherence were small – and WFP offered no satisfactory explanation of what it might mean or how it would be accomplished.

179. Despite the limited staff capacity that the CO had in the field of nutrition, WFP's strategic decision-making on the subject was sound. It made a strong strategic choice in developing the Nutrition Awareness Campaign. This helped to promote dietary diversity as the developing voucher system offered beneficiaries more commodity choices. It also achieved significant gender benefits.

180. For WFP, sound strategic decision-making includes strong strategic responses during emergencies. During the review period, this quality was amply displayed when crises erupted in Gaza – in particular, during the 2014 hostilities. Experienced and committed personnel at all levels in WFP clearly showed their ability to think clearly and act decisively at those difficult times.

181. WFP made an important strategic decision when it chose to design and deliver its activities in close collaboration with the PA. This inevitably slowed implementation. But by adopting this slower and more painstaking method of developing safety net systems and the social protection framework – as well as survey and monitoring programmes with the PCBS and emergency preparedness systems with the PCD – WFP enhanced the external coherence of its portfolio and made the best contribution it could, in the difficult circumstances, to sustainable strategic and institutional development.

182. As ever, the quality of WFP's strategic decision-making in this portfolio depended heavily on the organisation's ability to learn from experience – which depended in turn on its monitoring systems and the data they delivered. The CO achieved a sophisticated, high quality monitoring system that was able to report on most aspects of the GFA process and on key output-level indicators of beneficiary welfare that the portfolio was meant to affect. However, WFP systems did not readily generate expenditure data in a form easily useable for efficiency analysis. Comprehensive and systematic tracking of the impact of food assistance in terms of its impact on protecting, restoring or rebuilding livelihoods was lacking during the evaluation period, and the corporate results framework did not offer a set of outcome indicators that could be used to assess overall change in Palestinian beneficiaries' livelihoods. These challenges were symptomatic of WFP's broader uncertainty about how it would effectively tackle the resilience ‘pillar’ of its strategy.

Portfolio performance and results

183. Under the ‘relief’ pillar of its strategy, WFP performed efficiently and effectively in the period under review. In GFA, not only did it maintain the organisation's reputation for capable logistics in the delivery of in-kind food assistance, it also helped to build a growing reputation for competence and innovation in the use of electronic vouchers. Good choices were made about where and for which beneficiaries to use the in-kind, voucher or (occasionally) combined modalities, based on appropriate but still comparatively crude criteria. Despite limited staff resources, WFP worked carefully and well to address the nutritional implications and challenges of its GFA activities in the specific nutritional context of the State of Palestine.

184. The continuing development of the e-voucher modality was a high point of WFP's performance in this portfolio. It was more effective in enhancing food security outcomes (measured as the FCS) than in-kind assistance, and did this at lower cost. It attracted widespread praise for its rapid expansion during the 2014 Gaza crisis (building connectedness between short- and longer-term activities); and – a related benefit – proved able to combine multiple assistance platforms, such as those of MOSA and UNICEF. Its development in close consultation with the PA epitomised another strength of portfolio performance (¶181 above), which was WFP's chosen mode of operational and institutional development – building coherence by embedding itself as far as possible within the relevant PA structures and building local ownership of the approaches that were jointly constructed.

185. WFP's significance and contribution in the country thus need not depend on the size of its caseload. They can be centred, instead, on the technical roles it can play in enhancing the smooth operation of national social protection systems that help assure the food security of the population.

186. WFP had limited success in attracting funding for SF – perhaps because donors were aware that many (probably most) Palestinian children did not depend heavily on a date bar or drink of milk at school to achieve adequate nutrition or educational performance. Indeed, WFP's own selection and reporting of SF outcome indicators were incomplete and unconvincing – inadequately reflecting new corporate policy in this field (WFP, 2013j).

187. While the 'relief' and 'preparedness' pillars of WFP's CS achieved generally strong efficiency and effectiveness, the same cannot be said for the 'resilience' pillar. This was the hardest area of the portfolio to define and deliver satisfactorily. While resource constraints were a major reason why some of this work was done on such a small scale, there were serious conceptual and strategic problems about determining what WFP could usefully do. The extent to which SF was able to protect livelihoods, as intended by the CS, was probably minimal in most beneficiary households. Partly because it lacked skills, resources and guidance in livelihood programming, and partly because of the Palestinian context, WFP could do little to help poor Palestinians build more resilient livelihoods. To a limited extent it helped them to protect their assets and to avoid hunger and destitution – itself a major achievement in the circumstances. It could not realistically offer more. Connectedness between the 'relief' and 'resilience' pillars of its strategy was hardly feasible.

188. The CO showed commitment and responsiveness in trying to develop enhanced approaches to the promotion of gender equity, culminating in its 2014 gender strategy – although resources were limited and disruptions many. By the end of the review period, there was only one significant way in which the portfolio had meaningfully enhanced gender equality and the empowerment of women – although on a small scale, and in ways that must be assessed subjectively rather than empirically. The Nutrition Awareness Campaigns undertaken in Gaza were perceived to make a real difference to women's self-image and empowerment. This modest initiative should also be seen as a high point of portfolio performance.

189. In nutrition overall, WFP punched above its weight during the review period. Despite having only one nutrition specialist in the CO, it did technically competent work in monitoring, understanding and addressing nutrition issues and was increasingly called on by other United Nations agencies to provide nutrition advice. This often risked drawing it beyond its own organisational mandate in nutrition. By

the end of the review period, a joint appraisal by the United Nations of how it should distribute nutrition tasks and deploy nutrition capacity among its agencies in the country was overdue.

190. Throughout the review period, the concept of sustainability was strongly circumscribed by the national context. Sustainability is usually assessed in conditions where some sort of forward development trajectory can reasonably be expected; where a degree of social and political stability is likely; and where the institutions of the state can be expected with some confidence to stay in place, with at least the potential for stronger and more autonomous operation. From 2011 to mid-2015, these conditions did not apply in the State of Palestine.

191. For activities that perform basic safety net functions in helping assure food security and keep livelihoods from deep poverty, it is not helpful to speak of sustainability except in the institutional sense. In that sense, WFP did make valuable progress, building capacity, systems and ownership within the PA for a social protection system that was noticeably stronger at the end of the review period than it was at the start. WFP's small-scale efforts to build resilience within livelihoods showed little evidence of sustainable results.

192. The impact of the portfolio had three principal components. First, the food security of large numbers of needy Palestinians was maintained. Secondly, there was institutional progress in the capacities, programmes and systems of the PA – although this impact remained fragile, reflecting the fragility of Palestinian state institutions. Thirdly, there was significant impact on food assistance modalities, as WFP CO and its local partners led the way in building electronic voucher systems.

193. Overall, a number of factors influenced the quality of performance in the portfolio under review. The special context was a constant challenge. More common across WFP globally were the challenges of limited funding. As part of the Palestinian context, periodic political and military crises disrupted normal WFP operations and necessitated rapid response to crisis conditions. The CO had to contend not only with the crowded politics of the United Nations system, but also with the fragility of the emerging Palestinian state, parts of which engaged enthusiastically with WFP while other parts kept their distance. Performance was greatly strengthened by the skill and dedication of WFP staff, although in some areas, such as livelihoods and resilience, they lacked training and received inadequate guidance from elsewhere in the organisation. Ingenuity and innovation drove the CO to important successes with the voucher modality that has served as a model for WFP work in other countries. While the portfolio benefited overall from committed and skilful management, planning of the CS was not fully realistic about what could be achieved in promoting resilient livelihoods, given the Palestinian context and WFP resources.

3.2 Recommendations

194. This CPE found many areas of strong performance in the WFP country portfolio under review. It does not take space here to recommend the continuation of what is being done well. It focuses on areas where a redefinition or adjustment of the portfolio would be beneficial.

195. Table 3 presents the principal recommendations of the CPE. Each of the thematic annexes (Annex F, Annex G and Annex H) concludes with further issues and ideas that WFP may wish to consider in planning the future of the portfolio.

Table 3 Recommendations

No.	Issue	Rationale	Recommendation	Responsibility and timing
1	Strategic orientation	<p>To clarify the role that WFP can most effectively play in food assistance to the State of Palestine.</p> <p>Food insecurity is a real problem in many impoverished Palestinian livelihoods. The mechanisms for addressing it should be contained in a national social protection framework, rather than external United Nations systems.</p> <p>As defined by WFP,³⁸ food security constitutes a meaningful theme for WFP in the Palestinian context. In the preparedness pillar of the CS, WFP could deploy established competence and made valuable contributions during the review period.</p> <p>The country office is not adequately skilled or resourced in livelihood development. Moreover, the Palestinian context makes it extremely difficult for WFP to use food assistance to promote more sustainable livelihoods. WFP's focus should rather be on using food assistance to protect livelihoods.</p>	<p>In the next CS, the country office should redefine the focus of its food assistance in the State of Palestine as support to the assurance of food security, and thus the protection of livelihoods, within a nutrition-sensitive national social protection framework, mitigating the erosion of assets and increasing indebtedness. This focus includes the promotion of preparedness to meet acute food security challenges.</p> <p>WFP should restructure its portfolio design and presentation accordingly. It should include protection of livelihoods, but not building livelihoods. The 'resilience' pillar is not recommended for continuation.</p>	<p>Country office, with support from the regional bureau and Headquarters: 2016.</p> <p>Implementation should be guided by the forthcoming scoping study by the regional bureau and the International Institute of Social Studies on WFP's role in social protection.</p>
2	Shift to advisory role	<p>Despite the valued and useful contributions that WFP made to SF approaches and delivery during the review period, it would not be a good use of scarce resources to invest new efforts in further direct engagement in SF.</p> <p>Resourcing and implementation of FFA and FFT activities during the</p>	<p>WFP should provide technical advisory services to the PA in development of: i) SF policy and implementation approaches; and ii) labour-intensive public works policy and implementation approaches.</p>	<p>Country office, with support from the regional bureau and Headquarters: 2016–2018.</p>

³⁸ WFP, 2015. *What is food security?*

No.	Issue	Rationale	Recommendation	Responsibility and timing
		review period were unconvincing and offered no justification for further direct WFP engagement. FFT has no clear place in a social protection strategy. Labour-intensive public works may. This is a field in which WFP has corporate expertise.	The technical advisory role does not exclude joint pilot work with the PA.	
3	Human resources	Adjustment of strategic orientation and focus necessitates corresponding change in staff profiles.	WFP should develop staff profiles – including job descriptions – to combine the existing high operational competence with stronger strategic competence in social protection, maintaining the flexibility to respond to acute as well as chronic challenges.	Country office, with support from the regional bureau and Headquarters: 2016–2018.
4	Targeting	As the country office recognizes, a targeting approach that specifies beneficiary sub-groups in terms of poverty, food security level and household size would enhance the overall effectiveness of food assistance for the poorest groups, particularly at times when it may be necessary to reduce the level of support.	WFP should refine the targeting of households whose food security will be supported by the national social protection system, so that beneficiary sub-groups are assisted according to the level of poverty and food security as well as the household size.	Country office, in consultation with the Ministry of Social Affairs and with support from the regional bureau and Headquarters: 2016–2018.
5	Monitoring	To provide robust evidence on efficiency, and on food security and livelihood outcomes, enhancing understanding of appropriate uses of different modalities.	WFP should develop monitoring and analytical systems for: i) more comprehensive and routine analysis of the efficiency of its operations and more thorough comparative analysis of the efficiency of modalities; and ii) careful specification of solid and feasible outcome-level monitoring of the effects of food assistance on livelihoods protection.	Country office, with support from the regional bureau and Headquarters: 2016–2018.

No.	Issue	Rationale	Recommendation	Responsibility and timing
6	Gender and nutrition	Expansion of the NAC could achieve significant gender and nutrition benefits and is a practical way of helping to achieve objectives 2 and 3 of the WFP gender policy.	WFP should advocate and seek resources for expansion of the NAC to all food assistance beneficiary households in the State of Palestine.	Country office, with support from the regional bureau and Headquarters: 2016–2018.
7	Partnership	The United Nations currently relies too heavily on WFP for nutrition expertise in the State of Palestine. Although WFP has performed well in this field, this situation is unsustainable and detrimental to the nutrition of the Palestinian population, and to the reputation of the United Nations.	With reference to work across the United Nations system on the United Nations Global Nutrition Agenda, WFP should consult the other relevant United Nations agencies in the State of Palestine to confirm their respective roles in the field of nutrition, advocate for adequate resourcing and fulfilment of these roles, and confirm the specific mandate of WFP in this field.	Country office, with support from the regional bureau and Headquarters: 2016.

Annexes

Annex A	Terms of Reference (excluding annexes)	55
Annex B	Methodology	70
Annex C	Evaluation Matrix	75
Annex D	People Consulted	91
Annex E	Additional Information on the Portfolio	98
Annex F	Livelihoods and resilience	109
Annex G	Nutrition	129
Annex H	Evaluation of efficiency and secondary economic results	145
Annex I	Recommendations: links to CPE and SER text	164
Annex J	Bibliography	166

Annex A Terms of Reference (excluding annexes)

1. Background

1. The purpose of these Terms of Reference (TOR) is to provide key information to WFP stakeholders about the upcoming WFP Country Portfolio Evaluation (CPE) for the State of Palestine and to guide the evaluation team and specify expectations during the various phases of the evaluation. The sections are structured as follows: Chapter 1 provides introduction to the CPE and information on the context of the State of Palestine; Chapter 2 presents the rationale, objectives, stakeholders and users of the CPE; Chapter 3 presents the WFP country portfolio and defines the scope of the evaluation; Chapter 4 identifies the evaluation approach, methodology and quality assurance; and Chapter 5 lays out the required deliverables, timeline and how the evaluation will be organized. The annexes provide additional information relevant to the CPE. WFP Office of Evaluation (OEV) has been in consultation with WFP CO and Cairo Regional Bureau in preparing the CPE Concept Note and TOR which was also circulated to WFP stakeholders for review.

1.1. Introduction

2. Country Portfolio Evaluations (CPEs) encompass the entirety of WFP activities during a specific period. They evaluate the performance and results of the portfolio as a whole and provide evaluative insights to make evidence-based decisions about positioning WFP in a country and its strategic partnerships, programme design, and implementation. CPEs are also conducted to help Country Offices in the preparation of Country Strategies and provide lessons that can be used in the design of new operations.

3. OEV is in the process of organizing a CPE for the State of Palestine to be carried out in 2015 by an external team of evaluators. The CPE will cover a period from 2011 to middle of 2015, including all WFP operations implemented since 2011 and all geographic areas covered by the portfolio. The State of Palestine was selected on the basis of country-related and WFP-specific criteria. It falls in the category of States where WFP has a relatively important portfolio and WFP Country Office (CO) would benefit the most from a CPE for future programming. The State of Palestine had emerged as a priority given that the timing will enable the Country Office to use the CPE evidence in its forward strategic planning for the next UNDAF cycle.

1.2. Country Context

4. The Third Palestinian National Development Plan (2011-2013) sought to continue the building of institutions as part of the Palestinian State to ensure safe, stable, and progressive future for Palestinian citizens. Four key sectors included were governance, social, economic, and infrastructure. The current Palestinian National Development Plan 2014-2016³⁹ focuses on realizing general policy directions including enhancing independent national economy, activating the private sector, combating poverty and unemployment, and enhancing social justice. The Palestinian Authority (PA) aims to harmonize and integrate the previously divided government structures.⁴⁰

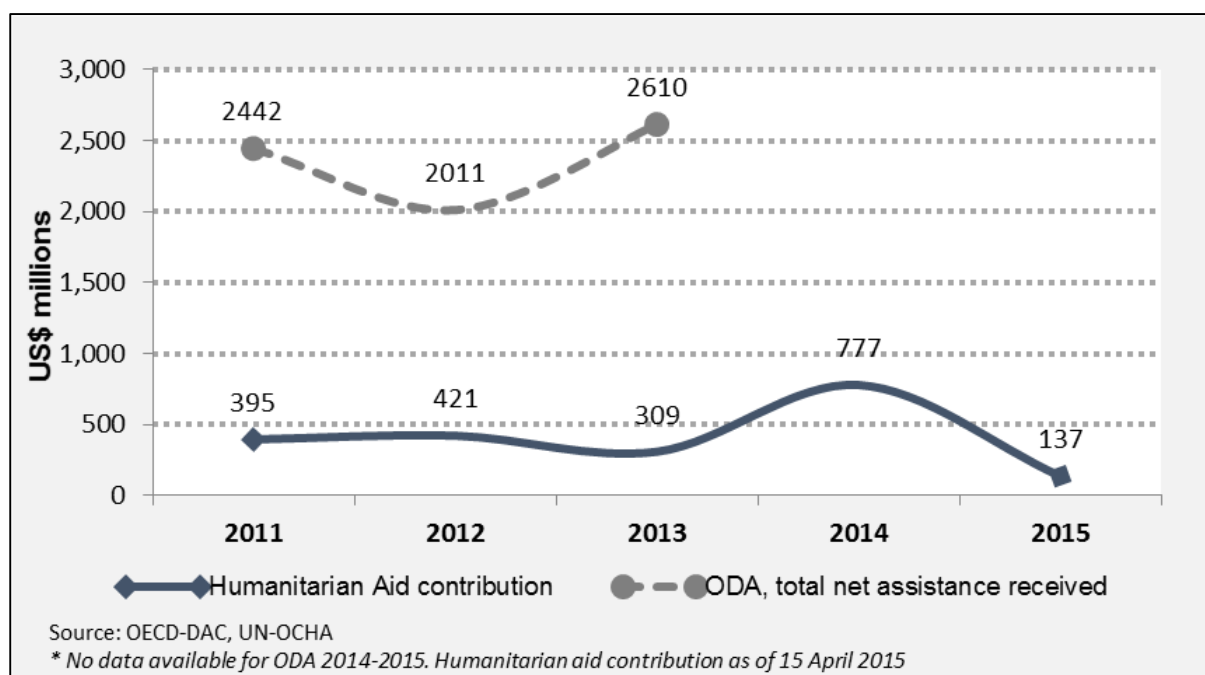
³⁹ The 2014–2016 Palestinian National Development Framework.

⁴⁰ The National Early Recovery and Reconstruction Plan for Gaza 2014.

5. Bordered by Israel, Jordan, Egypt, and the Mediterranean Sea, Palestine⁴¹ is a State where the foundation and governance of the economy are fragmented, in East Jerusalem, the rest of West Bank and Gaza in isolation from one another. About 62 percent of the Palestinian citizens live in the West Bank and 38.4 percent live in Gaza. The refugee population is 44.2 percent of the total population.⁴² With the recent outbreak in violence Gaza during July-August 2014, the conflict between Israelis and Palestinians is one of the world's most persistent conflicts rooted in differing claims to land, livelihood and water resources. The blockade of the Gaza and the separation barrier in the West Bank have interrupted economic activity, further restricted freedom of movement, and resulted in high levels of protracted humanitarian crisis.⁴³ The PA developed the Palestinian National Early Recovery and Reconstruction Plan, in coordination with its partners, to provide a roadmap for the transition from humanitarian crisis to long-term development.⁴⁴

6. **Economy.** The State of Palestine is a lower middle income state with a per capita Gross Domestic Product (GDP) of \$2,700⁴⁵ and significant income disparities in its parts. The World Bank reports that economic growth dropped from 6 percent in 2012 to about 2 percent in 2013 as a result of political uncertainty, a reduction in aid, and the collapse of tunnel activity between Gaza and Egypt. A quarter of the Palestinian population lives in poverty, with rates in Gaza double to those in the West Bank.⁴⁶ Concentration on the services and construction sectors allows limited room for further expansion in terms of capacity for job creation and technological innovation. They are relatively less dynamic than agriculture and manufacturing sectors. Much of economic activity is dependent on external assistance.

Graph 1: International Assistance to the State of Palestine, 2011-2015



⁴¹ The designations employed, maps and the presentation of the material in this document do not imply the expression of any opinion whatsoever on the part of the United Nations World Food Programme concerning the legal status of any country, territory, city or area, or of its authorities, or concerning the delineation of its frontiers or boundaries.

⁴² Palestinian Central Bureau of Statistics, Palestinians at the End of 2012, December 2012.

⁴³ WFP Palestine Strategy 2014–2016, pp 6.

⁴⁴ The National Early Recovery and Reconstruction Plan for Gaza, October 2014.

⁴⁵ See Annex 4.

⁴⁶ World Bank: <http://www.worldbank.org/en/country/westbankandgaza/overview#1>

7. Demography and Labour. The population is estimated at 4,293,313 with one of the highest population growth rates in the region (2.96 percent) and a high population density (4,505 persons/km² in Gaza and 468/km² in West Bank).⁴⁷ Unemployment reached 26 percent in the middle of 2014, 16 percent of the workforce in the West Bank and a staggering 45 percent in Gaza. ⁴⁸ WFP Country Strategy notes high unemployment can be attributed to: restrictions on imports and exports, continued restrictions on labour mobility, low levels of private sector investment other than for construction, and high reservation wage of some job seekers. The 2014 UNCTAD report cites, the blockade has had a devastating impact on freedom of movement and commerce, Palestinian refugees, including those living in the State of Palestine refugee camps. Unemployment continues to be at unprecedented levels, particularly among young people.⁴⁹ Youth in the 15-29 age category are most prone to unemployment, representing 36 percent of total unemployment. Although they make the highest participation level in the workforce, half of the females in 20-29 age category are unemployed.⁵⁰

8. Food Security. Results of the 2013 Socio-Economic and Food Security Survey (SEFSec) show high food insecurity in the State of Palestine, with a third of the households – 33 percent or 1.6 million people – food insecure. In Gaza, food-insecurity levels accounted for 57 percent, while 19 percent in the West Bank. These levels reversed the improvement that took place over the 2009-2011 period, when overall food insecurity in the State of Palestine fell to 27 percent.⁵¹ Food insecurity is primarily driven by limited economic access to food due to restriction on freedom of movement, trade and investment; high unemployment rate among youth and women; demolition of an already weak agricultural infrastructure; land confiscation; limited access to land and water; settler violence; and a government safety net under strain. The magnitude of these factors, particularly on female-headed and vulnerable households, has resulted in the adoption of harmful coping strategies including, decreased food consumption, and high indebtedness, affecting overall household resilience.⁵²

9. Nutrition. According to FAO⁵³, breastfeeding is a common practice but the exclusive breastfeeding rate remains low. One out of ten preschool children remains stunted. Major determinants of malnutrition are limited access to health services and food insecurity. Children of Gaza are particularly affected. Prevalence of overweight and obesity are high among adult women. Micronutrient deficiencies are still widespread. Prevalence of goitre remains high among school-age children in Middle and Southern regions of the West Bank. Despite important efforts made, a large part of the households still do not use adequately iodized salt. Subclinical vitamin A deficiency affects preschool children. An effective programme of supplementation is now in place and plans to fortify foods are envisaged. Anaemia affects almost a quarter of young children and half of women of childbearing age.

10. Social Safety Net. The Social Protection Sector Strategic Planning Summary states that Palestinian society suffers from declining living standards and deteriorated livelihoods. Donor funding has been flowing towards measures to protect the most vulnerable and provide social safety net especially for the unemployed, refugees and internally displaced Palestinians as a result of the protract conflicts and uncertainty.

⁴⁷ <http://unesdoc.unesco.org/images/0023/002302/230212E.pdf>

⁴⁸ World Bank: <http://www.worldbank.org/en/country/westbankandgaza/overview#1>

⁴⁹ <http://www.unrwa.org/where-we-work/gaza-strip>

⁵⁰ Palestinian National Plan 2011–13: Social Protection Sector Strategic Planning Summary.

⁵¹ WFP SPR 2014; See also the 2015 UN Strategic Response Factsheet.

⁵² WFP Palestine Strategy 2014–2016.

⁵³ http://www.fao.org/ag/agn/nutrition/pse_en.stm

Social vulnerability has rocketed as a result of the mass displacement and destruction of the population, putting additional pressure on the social protection system. Eighty percent of people in Gaza depend on social assistance, while social transfers (both cash and in-kind) have become an important source of income for the majority of households, accounting for approximately 16 percent of total household consumption overall and 31 percent among the poorest households.⁵⁴

11. Education. According to Unicef, Palestinian children face increasing challenges in attaining and completing education. The effects of the conflict exacerbate already difficult learning conditions for children. Closures, curfews and military operations continuously disrupt children's schooling. Poor learning facilities and overcrowded classrooms (with almost 20 percent of governmental schools working in double shifts) adversely affect students' ability to learn. The current NDP (2014-16) describes promoting quality education is still a challenge. In Gaza, average students per class room is 36.2; 74.6 percent of government schools and 86 percent of UNRWA schools operate on double-shift bases.⁵⁵ Moreover, inadequate water and sanitation systems, limited educational and recreational supplies and insufficient facilities for extracurricular activities are among the many challenges schools face.⁵⁶ On the other hand, the Net Enrolment Rate (NER) in basic education is 93.5 percent for girls and 91.8 percent for boys according to UNESCO.⁵⁷

12. Gender. The precarious economic and political situations, along with the rising food prices, have a pronounced effect on women. While Palestinian progress towards Millennium Development Goal 3 "Promote gender equality and empower women" has reportedly been positive in educational targets, women's economic and political participation remains low. Traditional gender roles in the State of Palestine reinforce men's role in economic activities, while women are generally expected to prioritize domestic responsibilities and reproduction.⁵⁸ Furthermore, the recent UNCTAD⁵⁹ report highlights that women's participation is concentrated in the informal sector and a narrow range of fields in the formal economy. Women tend to be represented more in professional and clerical public sector jobs, and at the lower end of the agricultural and informal sectors. The inability of the constrained Palestinian economy to produce decent employment opportunities leaves relatively young rural women, with only a high-school education or less, and dim employment prospects and a myriad of social disadvantages.

2. Reasons for the Evaluation

2.1 Rationale

13. The current WFP Strategy in the State of Palestine covers the period from 2014 to 2016. It is expected that the CPE findings and recommendations will provide evidence to inform WFP CO's next Country Strategy. In addition, the evaluation is intended inform future design of new WFP food assistance programs. Given that the current WFP Corporate Strategic Plan (2014-2017) continues its focus on food assistance, lessons from this CPE are likely to be applicable for the future WFP operations in the

⁵⁴ The National Early Recovery and Reconstruction Plan for Gaza 2014, pp 31.

⁵⁵ The current NDP (2014-16), pp 37-38.

⁵⁶ http://www.unicef.org/oPt/overview_5630.html

⁵⁷ <http://unesdoc.unesco.org/images/0023/002302/230212E.pdf>

⁵⁸ WFP CO Strategy 2014-2016.

⁵⁹ Report on UNCTAD assistance to the Palestinian people: Developments in the economy of the Occupied Palestinian Territory, pp 8.

State of Palestine. Since there has not been any evaluation of WFP's portfolio of activities in the State of Palestine, the CPE is an opportunity for the CO to benefit from an independent assessment of its operations.

2.2 Objectives

14. Evaluations serve the dual objectives of accountability and learning. The CPE will:
- assess and report on the performance and results of the country portfolio in line with the WFP mandate, Country Office Strategy and in response to humanitarian and development challenges in the State of Palestine; and
 - determine the reasons for observed success or failure and draw lessons from experience to produce evidence-based findings to allow the CO to make informed strategic decisions about positioning itself in the State of Palestine, form strategic partnerships, and improve operations design and implementation.

2.3 Stakeholders and Users of the Evaluation

15. The main stakeholder groups and users of the evaluation are the WFP Headquarters Management, the WFP Executive Board (EB), the Regional Bureau (Cairo), WFP Country Office in the State of Palestine, the beneficiaries, the PA, Non-Governmental Organizations (NGOs), donors and the UN Country Team. A matrix of stakeholders with their respective interests in the CPE is attached as Annex 3.

16. WFP works closely with the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), United Nations High Commissioner for Refugees (UNHCR), United Nations Development Programme (UNDP), United Nations Children's Fund (UNICEF), UN Country Team, Ministry of Planning (MoP), Ministry of Agriculture (MoA), Ministry of Education (MoE), Ministry of Health (MoH), Ministry of the National Economy (MoNE), Ministry of Social Affairs (MoSA), Palestinian Civil Defence (PCD) and Non-Governmental Organizations (NGOs).

17. The overall UN approach in the State of Palestine is detailed in the Integrated Strategic Framework, United Nations Medium Term Response Plan 2011-2013, United Nations Development Assistance Framework 2013-2015 (UNDAF), Millennium Development Goals for the State of Palestine, Palestinian Development Plan 2011-2013, and United Nations Consolidated Appeal Process 2013 (CAP). Activities outlined in the WFP Strategy aim to support national, UNDAF and Integrated Strategic Framework priorities.

3. Subject of the Evaluation

3.1 WFP's portfolio in the State of Palestine

18. WFP's mission in the State of Palestine aims at saving lives by providing food assistance to vulnerable people, and to work with local Palestinian authorities to strengthen social protection and safety nets, and build the capacity of local institutions to anticipate, prepare for and respond to emergencies. Moreover, WFP's overall approach in the State of Palestine is to support the government's development priorities through strong partnerships. The aim is to meet immediate needs while

supporting longer term development priorities, and ultimately, to leave Palestinians with institutions that allow self-reliance.

19. While WFP’s portfolio in the State of Palestine has been complex, increasingly it has become even more so with risks posed by regional influences; natural disasters, rising demands posed by high population growth; continued threat of conflict and unrest; and food insecurity and price volatility. With nearly half of Palestinian households either food insecure or vulnerable to food insecurity, WFP CO’s current strategy (2014-2016) focuses on:

- providing emergency relief to food insecure households to complement the national safety net assistance programs;
- assisting vulnerable communities to sustainably develop, become self-reliant and able to withstand livelihood shocks by supporting the national safety net, and linking programmes to economic activity through local purchase, training and community works projects; and,
- enhancing the capacity of the Palestinian Authority to respond to emergencies.

20. Since 2011, WFP has implemented six relief, resilience and preparedness capacity development operations in the State of Palestine. These operations have comprised two Emergency Operations (EMOP 108170 - General Food Distribution (GFA) and Food for Education activities; EMOP 200298 - GFA and School Feeding activities); two Protracted Relief and Recovery Operations (PRRO 200709 - General Food Assistance (GFA), Institutional Feeding, Food Assistance for Assets and Training, and School Feeding activities; PRRO 200037 - Vouchers for Work, Vouchers for Training, School Feeding and GFA); and two Special Operations (SO 200560 and SO 200757 - Provision of Common Services and Logistic Augmentation activities). The Gaza EMOP 200298 and West Bank PRRO 200037 were streamlined into PRRO 200709 as of 2015. Since January 2011, contributions for the entire Country Portfolio have amounted to US\$425,724,874 against total requirements of US\$ 704,380,408 (60 percent).

Graph 2: Top five donors of WFP portfolio in the State of Palestine

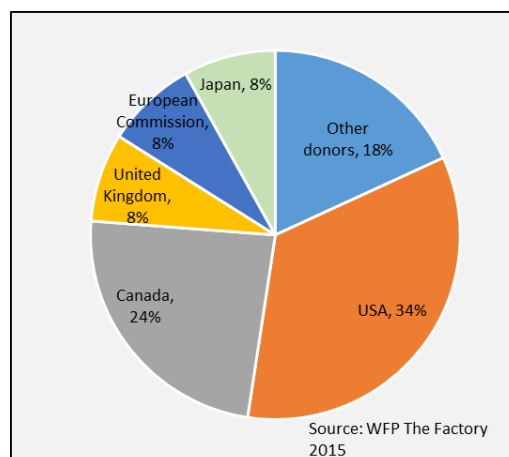


Table 1: The State of Palestine Portfolio Overview 2011-2015

Operation type	Operation number	Title	Time frame	US\$ Req.	US\$ Rec.	% Funded	Project Activities and Modalities
PRRO	200709	Food Assistance for Food-Insecure Populations in the West Bank and Gaza Strip	Jan 2015 - Dec 2016	145,176,702	30,644,145	21%	General Food Distribution (GFD, includes vouchers), School Feeding, Capacity Development, Food for Assets (FFA, includes vouchers), Food for Training (FFT, includes vouchers)
SO	200757	Logistics Cluster Support and Logistics Augmentation in Response to the Gaza Crisis	Aug 2014 - Nov 2014 + 1 BR (extended to Dec 2014)	1,623,103	1,276,501	79%	Logistic augmentation, Provision of common services
SO	200560	Strengthening the Food Security Coordination Platform in the State of Palestine	Jun 2013 - May 2015 + 1 BR (extended to Dec 2015)	1,257,892	827,779	66%	Provision of common services
EMOP	200298	Emergency Food Assistance to the Non-refugee Population in the Gaza Strip	Jan 2012 - Dec 2012 + 8 BR (extended to Dec 2014)	197,987,950	130,313,959	66%	GFD (includes vouchers), School Feeding, Capacity Development
PRRO	200037	Targeted Food Assistance to Support Vulnerable and Marginalized Groups and Enhance Livelihoods in the West Bank	Jan 2011 - Dec 2014	195,774,574	130,764,258	67%	GFD (includes vouchers), School Feeding, Food for Assets (includes vouchers), Food for Training (includes vouchers)
EMOP	108170	Emergency Food Assistance for Operation Lifeline Gaza	Jan 2009 - Jan 2010 + 8 BR (extended to Dec 2011)	162,560,187	131,898,232	81%	GFD (includes vouchers), School Feeding

Source: Project Documents, SPR 2011-2014, Resource Situation as of 15 April 2015

Graph 3: Percentage of beneficiaries by activity 2011-2015



21. Initial review of WFP CO documents show the following key characteristics of WFP’s portfolio of operations:

- The State of Palestine’s role as one of the first country offices to use electronic vouchers for general food assistance;
- Food assistance programs have been implemented in a State where the foundation and governance of the economy are fragmented, in East Jerusalem, the rest of West Bank and Gaza isolated from each other by restrictions on the movement of goods and people and outbreaks of the protracted conflict.
- WFP operations in the State of Palestine have relatively significant urban dimension as a large part of the beneficiaries reside in towns and cities.

Table 2: Timeline and funding level of WFP portfolio in the State of Palestine 2011-2015

Operation	Time Frame	2011	2012	2013	2014	2015	
PRRO 200709 - Food Assistance for Food-Insecure Populations in the West Bank and Gaza Strip	Jan 2015 - Dec 2016	<div style="border: 1px solid black; padding: 5px;"> LEGEND Funding Level >75% Between 50 and 75% Less than 50% </div>				Req: 145,176,702 Rec: 30,644,145 Funded: 21%	
SO 200757 - Logistics Cluster Support and Logistics Augmentation in Response to the Gaza Crisis	Aug 2014 - Nov 2014 + 1 BR (extended to Dec 2014)					Req: 1,623,103 Rec: 1,276,501 Funded: 79%	
SO 200560 - Strengthening the Food Security Coordination Platform in the State of Palestine	Jun 2013 - May 2015 1 BR (extended to Dec 2015)					Req: 1,257,892 Rec: 827,779 Funded: 66%	
EMOP 200298 - Emergency Food Assistance to the Non-refugee Population in the Gaza Strip	Jan 2012 - Dec 2012 + 8 BR extended to Dec 2014					Req: 197,987,950 Rec: 130,313,959 Funded: 66%	
PRRO 200037 - Targeted Food Assistance to Support Vulnerable and Marginalized Groups and Enhance Livelihoods in the West Bank	Jan 2011 - Dec 2014					Req: 195,774,574 Rec: 130,764,258 Funded: 67%	
EMOP 108170 - Emergency Food Assistance for Operation Lifeline Gaza	Jan 2009 - Jan 2010 + 8 BR extended to Dec 2011					Req: 162,560,187 Rec: 131,898,232 Funded: 81%	
Direct Expenses (US\$ millions)		68,500,000	56,252,000	68,261,000	n.a.	n.a.	
% Direct Expenses: Palestine vs. WFP World		2%	1%	2%	n.a.	n.a.	
Food Distributed (MT)		66,650	49,328	50,999	56,500	n.a.	
Total of Beneficiaries (actual)		665,061	645,650	627,097	1,862,903	n.a.	

Source: APR 2011-2013, SPR 2011-2014, Resource Situations as of 15 April 2015
 Requirements (Req.) and Contributions (Contrib.) are in US\$

3.2 Scope of the Evaluation

22. The timeframe for country portfolio evaluations (CPEs) is usually 4 to 5 years. In light of the strategic nature of the evaluation, the focus shall not be on assessing individual operations but rather on evaluating the WFP portfolio as a whole, its evolution over time, its performances, and the strategic role played by WFP in the State of Palestine. The evaluation will also review the analytical work conducted by WFP in collaboration with its partners, over the evaluation period, as well as WFP's participation in strategic processes, to determine the extent to which it contributes to WFP priorities and objectives in the country and enables a strategic positioning of WFP (in supporting, complementing the work and strategies of others). The State of Palestine CPE will cover a 5-year period (2011-mid 2015), including all WFP operations implemented since 2011 and all geographic areas covered by the portfolio. It will also cover the current WFP Country Strategy (2014-2016).

4. Evaluation Questions, Approach and Methodology

4.1 Evaluation questions

23. The WFP Office of Evaluation's CPE "model" has three main areas of focus which are reflected in the key evaluation questions below. Each question has also specific sub-questions which will be further detailed in a matrix of evaluation questions to be developed by the evaluation team during the inception phase. The CPE will also

employ internationally agreed evaluation criteria including relevance, coherence, effectiveness, efficiency, impact, sustainability and connectedness.

24. Question 1: Portfolio alignment and Strategic Positioning of WFP's Country Program. Reflect on the extent to which: i) main objectives and related activities have been relevant to the State of Palestine's humanitarian and developmental needs (including those of specific groups), priorities and capacities; ii) objectives have been coherent with the stated agenda and policies, including sector policies; iii) objectives have been coherent and harmonized with those of partners, especially UN partners, but also with, bilateral and NGOs; iv) WFP has been strategic in its alignment and positioned itself where it can make the biggest difference; and v) there have been trade-offs between aligning with national strategies on one hand and with WFP's mission, strategic plans and corporate policies on the other hand.

25. Question 2: Factors and Quality of Strategic Decision Making. Reflect on the extent to which WFP: i) has analysed (or used existing analysis) the hunger challenges, the food security and nutrition issues in the State of Palestine - including gender issues in light of WFP's Gender Policy; ii) contributed to placing these issues on the national agenda, to developing related national or partner strategies and to developing national capacity on these issues. The evaluation will identify the factors that determined existing choices (perceived comparative advantage, corporate strategies, national political factors, resources, organizational structure and staffing, monitoring information, etc.) to understand these drivers of strategy, and how they were considered and managed.

26. Question 3: Performance and Results of the WFP portfolio. Reflect on: i) the level of effectiveness, efficiency and sustainability of the main WFP programme activities and explanations for these results (including factors beyond WFP's control); ii) the level of synergy and multiplying effect between the various main activities regardless of the operations; and iii) the level of synergies and multiplying opportunities with HCT/UNCT partners, especially UNRWA, the Food Security Cluster, government partners, but also with, bilateral and NGOs at operational level.

27. The following topics are of particular interest for focus within the evaluation questions. These will be explored and their evaluability assessed during the inception phase. The inception report will clarify how they can or cannot be taken up in the evaluation, depending on the availability of existing data:

- WFP's role to support national social safety net programs including provision of food assistance, common assessment and targeting mechanism, and capacity augmentation activities;
- The cost-benefit of the voucher modality in comparison to food and cash, keeping in mind employment opportunities, support to local markets and local production, and how WFP Office has been able to plan and implement vouchers over time;
- The role of vouchers in emergency preparedness and response;
- The relationship between voucher transfers and gender empowerment;
- Complementary awareness raising activities and household nutrition and health;
- WFP's comparative advantage in nutrition through modalities of cash and vouchers;

- Role of FFA and FFT programs using vouchers and in-kind support in partnership with PA to provide training skills, and support national PA strategies;
- The potential of school feeding in achieving sustained high enrolment and/or achievement rates;
- The role and impact on the local economy of WFP's local purchases in the State of Palestine for a range of interventions including general food distribution, school feeding and emergency responses;
- WFP's role as a service provider to other humanitarian and development organizations (for example, using WFP's vouchers for other interventions such as UNRWA in the West Bank, Unicef);
- WFP's role to support national capacity for humanitarian response;
- WFP's partnership with private sector, including strengthening local production capacity of nutritious food, and the implication for ownership and handing-over food assistance programs to the government;

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.*

28. The WFP country strategy document for the State of Palestine (2014–2016) is intended to give strategic direction to WFP interventions implemented in the current portfolio. It is a key reference for evaluating WFP strategic positioning in the State of Palestine. The continuing conflict between Israelis and Palestinians may limit the evaluability of certain outcomes or aspects of the county portfolio.

29. Available secondary information data and analysis on operational and strategic aspects of the WFP Portfolio in the State of Palestine will be used to determine whether certain outcome can be assessed. OEV will ensure that an initial e-library list bibliography is made available to the team.

4.3 Methodology

30. The evaluation will employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), efficiency, effectiveness, impact, sustainability and connectedness. It will examine the extent to which gender and equity dimensions are integrated into WFP's policies, systems and processes.

31. CPEs primarily use a longitudinal design, rely on secondary quantitative data and conduct some primary qualitative data collection with key stakeholders in the country. During the inception phase the key questions will focused specifically on issues of relevance to the State of Palestine context, the on-going WFP operations, and key technical issues of relevance for future programming within the scope of the evaluation.

32. During the inception phase, the evaluation team will design a detailed and complete methodology as well as evaluation action plan to be presented in the inception report, with annexes covering data collection instruments. The methodology should:

- build on the logic of the portfolio and on the common objectives arising across operations;
- be geared towards addressing the evaluation questions presented in 4.1. A model looking at groups of “main activities” across a number of operations rather than at individual operations should be adopted; and
- take into account the opportunities and limitations to evaluability pointed out in 4.2 as well as budget and time constraints.

33. The methodology should demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, existing secondary data) and using a mixed method (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. The sampling technique to impartially select the localities to be visited and stakeholders to be interviewed should be specified.

4.4. Quality Assurance

34. 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 Sally Burrows, Deputy Head of OEV, 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, logical and convincing way and draws its conclusions on that basis. 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

35. The evaluation will proceed through five phases and will be implemented within the following tentative timeframe. This timeframe will be shared with the CO and RB and will be aligned with the CO planning process and decision-making so it can be as useful as possible. The final TOR will be completed by April 2015, followed by the inception phase in May/June 2015 which involves a briefing of the evaluation team in Rome and an inception mission in early June (team leader and evaluation manager) in the State of Palestine. The fieldwork is tentatively planned to take place in the State of Palestine in August 2015 involving primary and secondary data collection. The analysis and reporting phase concludes with the final evaluation report in mid-November 2015 that will be presented to WFP’s Executive Board during February 9-13, 2016.

Table 3: Summary Timeline - key evaluation milestones

Main Phases	Timeline	Tasks and Deliverables
1. Preparation	December 2014 - April 2015	Terms of reference; Hire evaluation team 1.
2. Initial briefing and inception mission in the State of Palestine	June 3-5, 2015 June 13-19, 2015	HQ briefing in Rome; Inception mission and inception report 2.
3. Evaluation mission and data collection in the State of Palestine	August 1 - August 21, 2015	Evaluation mission and data collection; Exit debriefing and analysis
4. Evaluation Report	September 14, 2015 – November 26, 2015	Report drafting; comments process and final evaluation report 3.
5. Executive Board (EB)	February 9-13, 2016 (deadline Secretariat)	Management Response EB and presentation

5.2. Evaluation Team Composition

36. A multi-disciplinary team of external evaluators will conduct the CPE. The following table sets the requirements of the team in terms of experience and competencies. The team leader and team members should have appropriate evaluation and technical capacities to carry out effective implementation of the CPE. The evaluation team will include international and national consultants with expertise in social safety nets, social protection, capacity support to government institutions, economic analysis, food security, banking, cash and voucher transfer, market analysis, school feeding, nutrition, policy analysis, mixed evaluation methods, evaluation of relief and development food aid, capacity building, gender empowerment and strategic planning. The team leader requires strong evaluation experience, leadership skills and technical expertise in at least one of the technical areas listed in the table below.

37. The team should have solid understanding of protracted relief and recovery context and an in-depth knowledge of the State of Palestine. The evaluation team should be gender balanced. All the team members should be gender conscious, with at least one team member with specific gender skills as the evaluation will have to be equity-focused. Team leader and members with experience in Palestine and Arabic speakers are strongly preferred.

Table 4: Summary of evaluation tasks and skills required

Role	Evaluation tasks and required skills	Experience required	Evaluation questions
Team Leader	Team leadership and management, strategic alignment/planning, leads the CPE implementation and reporting, country program evaluations based on mixed methods, ability to resolve problems.	Experience in CPEs; specialization in one of area 2 or 3 below; Knowledge of gender analysis; Relevant knowledge and experience of Palestinian context; Experience in CPE synthesis and reporting skills.	All
Banking Economist	Specialist in evaluating the efficiency of food assistance interventions particularly, cash and e-voucher, local purchase and market support in the context of middle income eastern countries; Evaluation of cost-effectiveness/ efficiency of interventions: resourcing, financial, operational factors.	Experience evaluating cash and voucher programs, policies and projects, food market analysis; Relevant knowledge and experience of food assistance modalities, impact assessments and gender analysis.	2 and 3
Food security and livelihoods Evaluator	Expertise in evaluating food security and livelihoods, including national food safety nets, social protection, food security assessments, targeting, and relevant M&E systems; FFA/W/T programmes, livelihood support, etc. Knowledge of livelihoods in in middle eastern countries.	Experience in Vulnerability Assessment and Mapping (VAM); Familiarity with food assistance modalities (cash and vouchers, FFA/W/T) and safety nets, market infrastructure, post-harvest value chain, local purchase, livelihood support and gender analysis.	1,2,3
Nutrition Evaluator	Expertise in evaluation of nutrition interventions, nutrition assessments and monitoring systems; UN joint-programming in nutrition and health; Knowledge of nutrition sector in the State of Palestine.	Experience in evaluating nutrition, including knowledge in nutrition (Lancet 2008 & 2013 and SUN Movement), WFP's shift to food assistance and WFP strategic positioning in nutrition (Nutrition Policy 2012) and gender analysis.	2 and 3
School Feeding (SF) Evaluator	Specialization in school feeding; education; the education sector in the State of Palestine; UN joint-programming in education; capacity development and SF in middle eastern countries.	Experience in evaluating WFP school feeding programme, handover and emergency SF operations.	2 and 3 4.
Research Assistant	Focus on qualitative research assistance with local stakeholders.	Relevant fieldwork experience in providing research support to evaluation teams	All

5.3 Roles and Responsibilities

38. WFP Office of Evaluation (OEV) will manage the CPE. Dawit Habtemariam has been appointed as OEV Evaluation Manager (EM). 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 stakeholders to ensure a smooth communication and implementation process.

39. The external evaluation team will implement the CPE, including inception briefing, inception mission, fieldwork, analysis and reporting. Within the team, the team leader bears ultimate responsibility for all team deliverables, overall team functioning, and client relations. His/her primary responsibilities will be (a) setting out the methodology and approach in the inception report; (b) guiding and managing the team during the inception and evaluation phase and overseeing the preparation of working papers; (c) consolidating team members' inputs to the evaluation products; (d)

representing the evaluation team in meetings with stakeholders; (e) delivering the inception report, draft and final evaluation reports (including the Executive Board summary report) and evaluation tools in line with agreed EQAS standards and agreed timelines.

40. The evaluation team leader and members will contribute to the design of the evaluation methodology in their area of expertise; undertake documentary review prior to fieldwork; conduct field work to generate additional evidence from a cross-section of stakeholders, including carrying out site visits, as necessary to collect information; participate in team meetings, including with stakeholders; prepare inputs in their technical area for the evaluation products; and contribute to the preparation of the evaluation report. All members of the evaluation team will abide by the Code of Conduct for evaluators ensuring they maintain impartiality and professionalism.

41. All evaluation products will be produced in English. Excellent synthesis and reporting skills is essential (particularly for the Team Leader) for the core products: the inception report, the PowerPoint presentation of the preliminary findings, and the draft and final evaluation reports including, the SER. Support will be provided by OEV to collect and compile relevant documentation, facilitate the evaluation team's engagement with interview subjects and provide support to the logistics of field visits.

42. WFP stakeholders at CO, RB and HQ levels are expected to provide insights and information (through face-to-face interviews or teleconference) necessary to the evaluation; be available to the evaluation team to discuss the portfolio's performance and results, and to comment on various reports during the evaluation process. 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 other stakeholders.

43. The CO will facilitate the organisation of the two missions in the State of Palestine; facilitate the evaluation team's contacts with stakeholders in the country; set up meetings and field visits and provide logistic support during the fieldwork. The nomination of a WFP Country Office focal point will help communicating with the evaluation team. A detailed consultation schedule will be presented by the evaluation team in the Inception Report.

5.4. Communication

It is important that Evaluation Reports are accessible to a wide audience, as foreseen in the Evaluation Policy, to ensure the credibility of WFP – through transparent reporting – and the usefulness of evaluations. The dissemination strategy will consider from the stakeholder analysis who to disseminate to, involve and identify the users of the evaluation, duty bearers, implementers, beneficiaries, including gender perspectives.

44. The Evaluation Manager will ensure consultation with stakeholders on each of the key evaluation phases. The evaluation management and team will emphasize transparent and open communication with stakeholders. The evaluation ToR and relevant research tools will be summarized to better inform stakeholders about the process of the evaluation and what is expected of them. In all cases the stakeholders' role is advisory. Briefings and de-briefings will include participants from country and global levels. Participants unable to attend a face-to-face meeting will be invited to participate by telephone. A communication plan for the findings and evaluation report

will be drawn up by the Evaluation Manager during the inception phase, based on the operational plan for the evaluation contained in the Inception Report.

45. OEV will make use of data sharing software to assist in communication and file transfer with the evaluation team and the WFP CO. In addition, regular teleconference and one-to-one telephone communication between the evaluation team, manager and the WFP CO focal point will assist in discussion any particular issue.

46. An internal reference group, composed of WFP's main stakeholders at HQ, Regional Bureau and CO will be involved throughout the process. They will be invited to participate to the process including, by providing comments on the main CPE deliverables (terms of reference, inception report and evaluation report). A workshop is also planned to de-brief the national stakeholders and the CO team.

47. Key outputs during the evaluation phase will be produced in English. Should Arabic translators be required for fieldwork, the evaluation team will make the necessary arrangement and include the cost in the budget proposal. OEV will look into the feasibility of holding a workshop after the field work to discuss the evaluation report preliminary findings and recommendations. The evaluation report will be posted on WFP's external website once complete as required by EQAS and other agencies will post the report as per their normal procedures.

48. The Summary Evaluation Report together with Management Response will be presented to WFP's Governing Body in all official UN languages in February 2016. Once the evaluation is completed, OEV will ensure dissemination of lessons through various means such as inclusion in the annual evaluation report, presented to the Executive Board, and through presentations made in relevant meetings. The CO and RB are encouraged to circulate the final evaluation report with external stakeholders in the State of Palestine and the region.

5.5. Budget

49. The evaluation will be financed from the Office of Evaluation's budget. The total budget covers all expenses related to consultant and/or company rates, international travels, logistics and OEV staff travel.

Annex B Methodology

Introduction

1. The methodology for this CPE was fully set out in the Inception Report (IR) (Turner *et al.*, 2015). This annex summarises the methodology adopted and comments on the team's experience in conducting the evaluation.

Evaluation guidelines and standards

2. WFP OEV's EQAS guidelines for country portfolio evaluations provided a strong procedural and methodological framework. Their clear templates for the inception report and evaluation report continue to be a valuable guideline. The OECD DAC and UNEG evaluation standards were adhered to. The evaluation employed the evaluation criteria according to WFP standard practice, as set out in the OEV Technical Note on the subject (WFP OEV, nd).

Evaluation matrix

3. The evaluation team took the key evaluation questions from the TOR (see Annex A above) and broke these down into a more detailed series of evaluation questions (EQs). The evaluation matrix at Annex C shows these questions and amplifies the points addressed in answering each of them, as well as the analysis and indicators used for this purpose; the main sources of information; and the data collection methods. The detailed EQs and the matrix were designed to ensure balance between the three overarching key EQs as well as an intuitively logical sequence of enquiry. Taken together, the main report above and the thematic annexes below attempt to answer all the detailed EQs and the sub questions that they contain.

Methodology and data collection instruments

Data collection/instruments

4. The main instruments for assembling data and stakeholder views were:
- **Document/literature review.** The bibliography now at Annex J is drawn from a much larger e-library of documents gathered with the support of OEV and the CO.
 - **Review of secondary data.** The e-library includes a comprehensive collection of WFP's internal data, including SPRs and annual work plans, together with country-level data on performance in the various sectors in which WFP is engaged. It is beyond the scope of this evaluation to collect additional quantitative primary data, but the team drew systematically on earlier studies. In the case of this country portfolio, however, there were no external evaluations from the review period on which the CPE could draw. In this CPE, particular attention was given to analysis of the efficiency of the portfolio, including the secondary economic results that it achieved (Annex H). WFP CPEs have not previously given these issues such detailed attention, and the evaluation team encountered a number of methodological and data issues that are discussed further below.
 - **Key informant and stakeholder interviews** were the main form of primary data collection. Interview targets were identified during the inception mission, during subsequent e-mail correspondence and during further investigations in the course of the evaluation mission itself. A

substantial number of interviews were already conducted during the inception phase, and this work was not repeated during the main mission. All interviews were treated as confidential and were systematically written up by team members and shared through a compendium in a confidential section of the e-library. The compendium facilitated triangulation of different interviewee recollections and perspectives.

- **Introductory workshop.** At the start of the main evaluation mission, the team held a half-day workshop with senior personnel in the CO. This fulfilled its purpose of explaining the purpose and nature of the CPE to these key staff, to reassure them that it was meant to be a proactive and constructive exercise rather than an exercise in finding fault, and to start exploring some of the key issues that the evaluation would have to address. This initial workshop was valuable in building a sense of common purpose between the evaluation team and the CO.
- **Field visits.** The evaluation team undertook a three-day field visit to Gaza and made a number of short visits to various places in the north, central and southern parts of the West Bank as well as East Jerusalem. These visits enabled the team to interview female and male beneficiaries, voucher shop retailers, food producers and processors, partner organisations, WFP field staff, school teachers, schoolchildren and local administration officials

Evaluation process, feedback and validation

5. The development of methodology during the inception phase was linked to extensive work on the country context and on initial analysis of the portfolio. Following a briefing mission to WFP HQ from 3 to 5 June, an inception mission, comprising the OEV Evaluation Manager, the Deputy Head of OEV, the Team Leader and the OEV Research Assistant, visited Jerusalem from 13 to 19 June 2015. During this mission, stakeholder analysis was undertaken, initial contacts and interviews with CO staff and key non-WFP stakeholders took place, and the team planned the main evaluation timetable with the CO.

6. The main evaluation mission took place from 2 to 21 August, with inputs from Heidi Tavakoli from 2 to 14 August. Amer Madi and Heidi Tavakoli did not receive permits from the Israeli authorities during the team's visit to Gaza, 9 – 12 August. During that period they continued interviews and field visits in Jerusalem and the West Bank, while the team was supplemented in Gaza by Dr Ahmed Abu-Shaban (agricultural economist) and Ms Solafa Eldeabella (translator). Annex D presents a list of people consulted during the briefing, inception and main evaluation missions.

7. There have been further contacts with the CO since the evaluation mission as the team validates data and seeks additional information. A feedback workshop in Jerusalem was proposed for 22 October (following approval of the draft of this report). However, following consultations between OEV and the CO, it was decided not to proceed with this workshop.

Evaluation of efficiency

8. The discussion below expands on the methodological and data issues mentioned above in connection with the evaluation of this portfolio's efficiency. It also provides further detail on the methods used in the analysis set out at Annex H.

Data

WFP financial data

9. The information on planned expenditure at Annex H is taken from project documents for each of the six operations. Information on costs per operation and spending categories are provided.⁶⁰ The data cover 2009 (when the first operation under the evaluation started) to 2016. This information was also double checked with data in Wings (WFP's financial management database). Planned expenditure across both sources was consistent. This information was collated by the WFP CO.

10. Information on actual expenditure is based on information in the Wings database. Data are from two datasets. The first is the Project Management Overview (PMO), which provides data on actual expenditure per operation and per spending category. The data cover the period of 2009 to 26th August 2015. They do not provide expenditure per year or per activity. The second dataset (referred to in Annex H as financial dataset 2), collated by the CO, provides estimated expenditure per operation, activity,⁶¹ modality,⁶² spending category, and year. The data cover the period from 2009 to July 15th 2015.

11. See information on the budget structure below.

Donor data

12. Confirmed contributions are included in the analysis at Annex H. Donors confirm these amounts on an annual basis. The data cover the period from 2009 to the middle of 2015. This information was collated by the CO and complemented by information from WFP's 'Resource Situation' document for the current PRRO (August 23rd 2015).

Beneficiary data

13. The data used are actual data provided by the CO. They cover 2009 to mid-2015.

Economic returns data

14. The data are based on the information presented in WFP, 2014g. They are based on a monitoring survey carried out by WFP. Analysis from complementary reports was also consulted.

FCS data

15. These data are based on the information presented in Al-Sahel, 2015. The two comparison years are 2011 and 2015. The data for 2011 come from a WFP survey carried out at the time of its retargeting exercise, so it is assumed that all the beneficiaries selected in the sample were new beneficiaries. For 2015 a separate survey was carried out by Al-Sahel. Data are drawn from representative samples of the selected groups, except for the non-beneficiaries group where less than the required number of people was interviewed.

⁶⁰ Spending categories are defined according to WFP's definition as: food transfer; external transport; LTSH; cash and voucher transfer; cash and voucher related costs; capacity development and augmentation; DSC; ISC.

⁶¹ Activities are defined according to WFP's definition as: General Food Distribution (GFA); Food Assistance for Assets (participants in FFA/FFW/FFT); School Feeding (SF); Nutrition Interventions (mother and child health, supplementary and therapeutic feeding); HIV and Tuberculosis (TB) Programmes; Capacity Development.

⁶² Modalities are defined according to WFP's definition as: food assistance, cash & vouchers and combined instruments.

Estimates

WFP financial data

16. As discussed in Annex H, several Wings reports are required to calculate actual spending per operation, activity, modality and spending item per year. The financial dataset 2 – submitted by the CO to the evaluation team – included unassigned figures and negative numbers. The evaluation team was unable to clarify the definition of these figures following discussions with the CO and WFP HQ.

17. These anomalies may explain why the total actual expenditure per operation and spending category presented in financial dataset 2 are different from that recorded in the Project Management Overview. For all six operations, total actual spending from the PMO data is 81 percent of that presented in financial dataset 2.

18. Given that these anomalies could not be explained and the difference between the two datasets was quite large, the team decided to base the analysis on the PMO dataset where possible. Nevertheless, it was decided that some information per year and on activities would be useful. For this either the financial dataset 2 or PMO data have been used. Spending according to modalities has been calculated from PMO data. Data based on the financial dataset 2 should be interpreted with care.

19. The Full Economic Recovery cost of the activity includes the financial value of the modality and the operational costs to deliver the activity. For food, operational costs are categorized as external transport; landside transport, storage and handling (LTSH), other direct operational costs (ODOC); direct support costs (DSC); and indirect support costs (ISC). For vouchers, operational costs are included in Cash and Voucher Related Costs, DSC and ISC.

20. Calculations were carried out as follows.

21. The cost of GFA in kind – this includes i) costs for food transfer, LTSH, ODOC, external transport; ii) minus the costs for school feeding.

22. The cost of food for school feeding – for planned expenditure: the transfer cost for school feeding food inputs was estimated. This calculation is relatively straightforward because milk and date bars were only procured for school feeding so there is no risk of double counting. It was equivalent to 11 percent of the total food transfer. This amount was subtracted from the total food transfer. An amount for LTSH and ODOC was also allocated to school feeding. The CO provided these calculations. For actual expenditure, it was assumed that 11 percent of the cost of the food transfer item, LTSH and ODOC was spent on school feeding. All school feeding products are locally produced so no external transport costs were included. This estimate may underestimate the operational costs for school feeding, as they are supposed to be higher than for GFA.

23. The cost of GFA through vouchers and of FFA – for planned expenditure: estimates for the financial value of conditional and unconditional vouchers based on project documents were possible. Such disaggregation was not possible for actual expenditure. There are no cash transfers by WFP CO, so all spending recorded under ‘cash and vouchers’ in WFP reports was assumed to be for vouchers. Total costs include the voucher transfer value and related costs.

24. The cost for capacity building: the total cost of the capacity building activity is assumed to be equal to the cost for ‘Capacity Development & Augmentation Transfers’.

25. Allocating DSC – for actual expenditure: this was divided according to the financial size of each activity/modality.
26. The estimated cost per beneficiary for food and vouchers was based on PMO data and actual beneficiary numbers. The total costs for the two modalities were divided by actual beneficiary numbers, for the six operations between 2009 to 2015. School feeding and GFA costs were added together to give the total costs for food assistance. Beneficiaries receiving the combined modality were excluded from the analysis.
27. The estimated cost of improving household FCS via vouchers or food in kind is based on FCS data, analysis from Al-Sahel, 2015 and expenditure data from PMOs. The FCS data are based on the experience in Gaza.
28. The following steps were taken to calculate this.
 - i. The proportion of households with poor and borderline FCS for the voucher and in-kind modality pre intervention (2011) and the proportion of households per category witnessing improvement in their FCS (move up to new FCS category) was copied from Al-Sahel, 2015.
 - ii. The total cost for the voucher interventions and food assistance in kind in Gaza was calculated. Data are based on the three relevant operations in the review period. Financial amounts between 2009 and 2015 were included, because it was not possible to accurately estimate the annual amounts, which would allow an estimation from 2011.
 - iii. The amount spent on households with poor and acceptable FCS was estimated based on the proportion of households in that particular category in 2011.
 - iv. Then the cost for 1 percent of the households improving their FCS category was calculated. For both vouchers and food in kind, estimates for poor and borderline households were calculated separately, by dividing the amount spent per category by the proportion of households in that category witnessing an improvement in their FCS (move up to new FCS category).
 - v. The costs for poor and borderline cases are added together to estimate the total cost for 1 percent of households to improve their FCS category. Separate estimates were calculated for voucher and food beneficiary households.
 - vi. To work out the per capita amount, the total cost was divided by the number of beneficiaries.

Annex C Evaluation Matrix

This annex presents two tables. Table 4 is a summary of the three key questions and the subsidiary evaluation questions posed under each. Table 5 sets out the evaluation matrix in detail.

Table 4 Evaluation questions and criteria

Key question 1: alignment and strategic positioning of WFP's country strategy and portfolio	
EQ1. What was the strategic context of WFP's country strategy and portfolio in the State of Palestine?	Relevance
EQ2. How relevant was the portfolio to the State of Palestine's needs?	Relevance
EQ3. How coherent were the objectives of the portfolio with the stated national agenda and policies?	Relevance
EQ4. How coherent and harmonised was the portfolio with those of partners (multilateral, bilateral and NGOs)?	Relevance, external coherence
EQ5. How strategic was WFP in its alignment?	Relevance, external coherence
Key question 2: factors and quality of strategic decision-making	
EQ6. To what extent did WFP analyse hunger challenges, food security, nutrition and gender issues in the State of Palestine?	Relevance
EQ7. To what extent did WFP contribute to placing these issues on the national agenda, to developing related national or partner strategies and to developing national capacity on these issues?	Effectiveness (influence), coherence, connectedness

EQ8. What internal and external factors affected WFP's choices in its country strategy and portfolio?	Relevance
EQ9. To what extent was WFP in the State of Palestine able to learn from experience and adapt to changing contexts?	Relevance, sustainability
Key question 3: performance and results of the WFP portfolio	
EQ10. How effective were the main activities in the WFP portfolio, and why?	Effectiveness
EQ 11. What economic results did the WFP portfolio have?	Effectiveness, impact
EQ12. How efficient were the main activities in the WFP portfolio, and why?	Efficiency
EQ13. To what extent did WFP assistance enhance gender equity?	Effectiveness
EQ14. What was the level of synergy and multiplying effect between the main activities in the country portfolio?	Internal coherence
EQ15. What was the level of synergy and multiplier opportunities with partners at operational level?	Effectiveness (influence), coherence, connectedness
EQ16. How sustainable are the results of the main activities in the WFP portfolio likely to be, and why?	Sustainability

Table 5 Evaluation Matrix

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
Key question 1: alignment and strategic positioning of WFP’s country strategy and portfolio				
Strategic positioning	EQ1. What was the strategic context of WFP’s country strategy and portfolio in the State of Palestine?			
	<ul style="list-style-type: none"> • The nature, constraints and opportunities of Palestinian livelihoods • The concepts of resilience and development in the Palestinian context • The State of Palestine’s humanitarian needs • The concept of development in the Palestinian context • National agenda, policies and co-ordination frameworks • Objectives and activities of strategic partners in humanitarian and development efforts (see stakeholder analysis) • Relevant aspects of WFP’s mission, strategic plans and corporate policies • UNDAF and SRP, HPC 	<ul style="list-style-type: none"> • Quantitative livelihood indicators • Qualitative livelihood indicators • Livelihood vulnerability data • Standard international economic, social and governance data • National development plans and relevant sector policies • WFP Strategic Plans and relevant sector policies • Mapping of actors 	<ul style="list-style-type: none"> • UN, PCBS, WFP and NGO datasets • UN policy and programme documents • Government and development partner policy statements • Government, WFP, UN, development partner and external informants 	<ul style="list-style-type: none"> • Document review • Interviews: HQ, RBC, CO, other UN, PA, partner agencies • Triangulation where possible by cross-checks among datasets
	EQ2. How relevant was the portfolio to the State of Palestine’s needs?			
<ul style="list-style-type: none"> • Were the PDs, CS and their inherent theory of change realistic 	<ul style="list-style-type: none"> • Statements in PDs and CS 	<ul style="list-style-type: none"> • PDs, CS 	<ul style="list-style-type: none"> • Document review • Interviews: HQ, RBC, CO, other 	

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
	<p>and relevant in the context of the State of Palestine?</p> <ul style="list-style-type: none"> • Did the portfolio appropriately combine humanitarian and development approaches? • Did the portfolio optimally understand and address how the concept of resilience could be interpreted in the Palestinian context? • Did the portfolio seek to engage the affected populations in identifying needs and priorities, and ways to respond to these? • Did the portfolio offer a realistic and appropriate approach to capacity development? • How nutrition-sensitive was the portfolio? • How gender-disaggregated, balanced and proactive was the portfolio? • How well targeted were the portfolio's operations? 	<ul style="list-style-type: none"> • Comparison of WFP operational objectives and targets with other analysis (EQ 1) • Review of treatment of gender in PDs and CS • Comparison of WFP operational objectives regarding gender with those of national policy and partner programming • Comparison of programme data and data on beneficiary needs • Analysis of gaps in WFP partner organisations • Analysis of targeting approaches and data • Analysis of participatory processes in the design of operations 	<ul style="list-style-type: none"> • Analysis generated for EQ 1 • Comparable WFP and partner programme documentation and data • Government, WFP, UN and other partner and external informants, beneficiaries 	<p>UN, PA, partner agencies</p> <ul style="list-style-type: none"> • Triangulation by comparison of written analyses and informant opinions
EQ3. How coherent were the objectives of the portfolio with the stated national agenda and policies?				
	<ul style="list-style-type: none"> • How coherent was the portfolio with the Palestinian National Development Plan? 	<ul style="list-style-type: none"> • Consistency of WFP objectives and strategy (PDs, CS) with relevant government policy, strategy and plans 	<ul style="list-style-type: none"> • PDs, CS • Analysis generated for EQ 1 	<ul style="list-style-type: none"> • Document review • Interviews: HQ, RBC, CO, other

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
	<ul style="list-style-type: none"> How coherent was the portfolio with national policies on social protection, resilience, nutrition, school feeding and sustainable development? 		<ul style="list-style-type: none"> National social protection sector strategy Government, WFP, UN and other partner and external informants 	<ul style="list-style-type: none"> UN, PA, partner agencies Triangulation by comparison of written analyses and informant opinions
EQ4. How coherent and harmonised was the portfolio with those of partners (multilateral, bilateral and NGOs)?				
	<ul style="list-style-type: none"> Were there contradictions or duplication between the portfolio of WFP and those of UN and other partners? How complementary were the roles of WFP and UN partners? How complementary were the roles of WFP and other partners? Was the portfolio effectively integrated into the SRP and its predecessor frameworks? Was the portfolio effectively integrated into the UNDAF? How well aligned was the portfolio with international humanitarian principles? 	<ul style="list-style-type: none"> Consistency of WFP objectives and strategy (CS, PDs) with relevant partner strategies and plans and co-ordination frameworks, including the CAP and HPC, SRP and predecessor frameworks and the UNDAF Degree of active harmonisation and collaboration achieved between WFP and partners Alignment of CS and operations design with international humanitarian principles Alignment of operations implementation with international humanitarian principles 	<ul style="list-style-type: none"> PDs, CS Analysis generated for EQ 1 Government, WFP, UN and other partner and external informants Analysis of application of humanitarian principles, Do No Harm approaches and Sphere standards 	<ul style="list-style-type: none"> Document review Interviews: HQ, RBC, CO, other UN, PA, partner agencies Triangulation by comparison of written analyses and informant opinions

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
EQ5. How strategic was WFP in its alignment?				
	<ul style="list-style-type: none"> • What was the comparative advantage of WFP in the State of Palestine and how clearly did WFP define and recognise it? • How explicit was WFP's strategy about maximising its comparative advantage and making the biggest difference? • How realistic was WFP about the constraints on its CO portfolio? • How strategic was WFP in selecting its partners? 	<ul style="list-style-type: none"> • Review of WFP PDs and CS for analysis of comparative advantage and how it should be exploited and maximised • Consideration of WFP potential to add value in the context of other actors' strengths and weaknesses (EQ1 above) • Analysis of theory of change inherent in the portfolio 	<ul style="list-style-type: none"> • PDs, CS • Analysis generated for EQ1 • Theory of change developed in consultation with CO • Government, WFP, UN and other partner and external informants 	<ul style="list-style-type: none"> • Document research • Interviews: HQ, RBC, CO, PA, partner agencies • Triangulation by comparison of written analyses and informant opinions
Key question 2: factors and quality of strategic decision-making				
EQ6. How well did WFP analyse hunger challenges, food security, nutrition and gender issues in the State of Palestine?				
Strategic decision-making	<p>For each of its interventions and with reference to specific target groups, what analysis did WFP undertake in deciding whether and how to intervene? In particular:</p> <ul style="list-style-type: none"> • scrutiny and use of data and analysis gathered by WFP and others for strategy formulation; • analysis of the food security, nutrition, livelihoods, markets and 	<ul style="list-style-type: none"> • Review of written and oral evidence concerning the analysis WFP undertook in preparing its PDs and CS during the review period • Assessment of clarity and thoroughness with which PDs and CS refer to relevant data and analysis • Assessment of regularity with which WFP updated its analysis on the basis of new information 	<ul style="list-style-type: none"> • PDs, CS • WFP and other UN analysis and data • Government, WFP, partner and external informants 	<ul style="list-style-type: none"> • Document research • Interviews: HQ, RBC, CO, PA, partner agencies • Triangulation by comparison of written analyses and informant opinions

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
	<p>gender concepts and context, and how this was used for effective programme planning, design and targeting;</p> <ul style="list-style-type: none"> • analysis of cognate policies' and programmes' analytical frameworks and strategic approach; • assessment of WFP use of research and monitoring data to inform strategic decision-making 			
EQ7. To what extent did WFP contribute to placing these issues on the national agenda, to developing related national or partner strategies and to developing national capacity on these issues?				
	<ul style="list-style-type: none"> • What specific efforts did WFP make: <ul style="list-style-type: none"> • in policy advocacy on hunger, livelihoods, food security, nutrition and gender dimensions of these challenges? • towards developing national and sub-national capacity for monitoring, analysis and decision-making in these fields? • Did WFP: <ul style="list-style-type: none"> • influence the policy of the PA and/or other partners on these issues? 	<ul style="list-style-type: none"> • Analysis of documentary record on WFP advocacy efforts, if any, in these areas • Analysis of documentary record on WFP capacity development efforts in these areas • Analysis of documentary evidence, if any, on the influence that WFP advocacy had • Analysis of participant perceptions of the extent and effectiveness of WFP advocacy and capacity in these areas 	<ul style="list-style-type: none"> • WFP records, including SPRs, and documentation of UN and other partners (including UNDAF, HPC/CAP) • Government, WFP, partner and external informants 	<ul style="list-style-type: none"> • Document research • Interviews: HQ, RBC, CO, PA, partner agencies • Triangulation by comparison of written analyses and informant opinions

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
	<ul style="list-style-type: none"> • influence the strategy of the PA and/or other partners on these issues? • strengthen national and sub-national capacity for analysis and decision-making in these fields? • influence UN strategy and planning in these fields? • have the capacity to do the above? 			
	EQ8. What internal and external factors affected WFP's choices in its country strategy and portfolio?			
	<ul style="list-style-type: none"> • To what extent were the choices in the portfolio influenced by: <ul style="list-style-type: none"> • perceived comparative advantage; • corporate strategies and change processes; • UN programming and priorities; • previous programming; • national policy; • resource availability, donor preferences and restrictions; • organisational structure and staffing; 	<ul style="list-style-type: none"> • Analysis of available documentation on preparation of PDs and CS • Analysis of perceptions of participants in preparation of PDs ad CS • Analysis of CO resourcing strategies 	<ul style="list-style-type: none"> • WFP records including Budget Revisions • UN records • Government, WFP, partner and external informants 	<ul style="list-style-type: none"> • Document research • Interviews: HQ, RBC, CO (including previous incumbents) • Triangulation by comparison of written analyses and informant opinions

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
	<ul style="list-style-type: none"> • analysis of context and need; • monitoring information; • emergencies; • other factors? • How explicitly were these factors ranked and compared in strategic decision-making? • What resourcing strategy did WFP adopt for each operation and type of activity, and how effective was this strategy? • In doing so, did WFP respond to the priority humanitarian imperative while respecting the humanitarian principles of neutrality and impartiality? 			
	EQ9. To what extent was WFP in the State of Palestine able to learn from experience and adapt to changing contexts?			
	<ul style="list-style-type: none"> • What (systematic or <i>ad hoc</i>) efforts did WFP make to learn from experience, including adaptations to the changing context in the State of Palestine (cf. EQ1 above)? 	<ul style="list-style-type: none"> • References in WFP planning to broader WFP experience and to evolving context in the State of Palestine • References in WFP planning to relevant performance benchmarks and standards and developments in 	<ul style="list-style-type: none"> • PDs • CS 	<ul style="list-style-type: none"> • Document review • Interviews: HQ, RBC, CO (including previous incumbents)

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
	<ul style="list-style-type: none"> • To what extent did WFP benchmark its plans and performance in the State of Palestine against those of WFP and other organisations elsewhere? • How did WFP respond to developments in international understanding of livelihoods, food insecurity, nutrition, school feeding etc. (including the developing context of WFP's global strategy and policies)? • How effectively did WFP adapt its programming to fit within UN frameworks? • Did WFP's (and the PA's) monitoring provide beneficiary feedback mechanisms? • Was beneficiary feedback acted upon constructively? • Did feedback loops function between WFP and beneficiaries, individuals and communities? • 	<p>international understanding of paradigms, approaches</p> <ul style="list-style-type: none"> • References in WFP planning to feedback from beneficiaries, individuals and communities 		<ul style="list-style-type: none"> • Triangulation by comparison of written analyses and informant opinions

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
Key question 3: performance and results of the WFP portfolio				
Performance and results	EQ10. Were the intended results at output and outcome levels achieved?			
	<ul style="list-style-type: none"> • How well targeted and effective were general food assistance and the related choices of transfer modalities, and why? • How well targeted and effective were school feeding activities, and why? • How well targeted and effective were FFA activities, and why? • How effective was capacity building in VAM and related fields, and why? • How effective has capacity building been with regard to emergency preparedness and response, and why? • How effectively did WFP contribute to co-ordinating and strengthening the food security sector in the State of Palestine? 	<ul style="list-style-type: none"> • Analysis of available WFP and government data on changes in indicator variables on relevant aspects of nutrition, livelihood resilience and institutional capacity since baseline • Analysis of context (EQ 1) • Review of WFP M&E analysis of extent to which positive changes can be attributed to WFP activities • Analysis of perceptions of qualified observers about extent to which positive changes can be attributed to WFP activities, and why 	<ul style="list-style-type: none"> • WFP M&E data • Analysis of change in relevant variables and sectors • Beneficiary views • Government, WFP, partner and external informants 	<ul style="list-style-type: none"> • Document review • Interviews: HQ, RBC, CO, PA, partner agencies, other agencies monitoring and analysing the relevant sectors • FGDs (women and men separately where appropriate) • Triangulation by cross-check of available data and analysis, where possible
	EQ 11. What economic results did the WFP portfolio have?			

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
	<ul style="list-style-type: none"> • What were the economic impacts of portfolio activities and modalities on unemployment, the local economy and public revenues? 	<ul style="list-style-type: none"> • Voucher shop sales • Unemployment rates • Number of new workers hired • Investment in voucher shops • Increases in tax revenues • Sales by producers 	<ul style="list-style-type: none"> • WFP economic impact reports • UN and other agencies' records and reports • Beneficiary views 	<ul style="list-style-type: none"> • Document review • Interviews: RBC, CO, partner agencies, other agencies active in the relevant sectors, shop owners, producers • Triangulation by cross-check of available data and analysis, where possible
	EQ12. How efficient were the main activities in the WFP portfolio?			
	<ul style="list-style-type: none"> • What did the operations and activities cost? • How efficient was WFP in terms of logistics, systems and delivery? • How cost-effective were the activities? • How flexible and responsive was WFP in emergencies during the review period? 	<ul style="list-style-type: none"> • Cost per operation • Cost per activity • Operation and activity costs per recipient • Operation and activity costs per standard ration or per kilocalorie delivered • Changes in underlying cost drivers, e.g. landside transport, storage and handling (LTSH) costs 	<ul style="list-style-type: none"> • WFP records and reports • Other agencies' records and reports • Beneficiary views 	<ul style="list-style-type: none"> • Document review • Interviews: RBC, CO, partner agencies, other agencies active in the relevant sectors, shop owners, producers

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
		<ul style="list-style-type: none"> • Cost per 1% improvement in Food Consumption Score • Assessment of performance reports on WFP activities during Gaza hostilities 		<ul style="list-style-type: none"> • See Annex B on methods • Triangulation by cross-check of available data and analysis, where possible
EQ13. To what extent did WFP assistance enhance gender equity?				
	<ul style="list-style-type: none"> • To what extent did WFP assistance contribute to the reduction of gender gaps in relation to: <ul style="list-style-type: none"> • access to and control over food and resources; • responsibility for decision-making; • livelihood opportunities? 	<ul style="list-style-type: none"> • Indicators of gender differentials in the specified livelihood parameters 	<ul style="list-style-type: none"> • WFP M&E data • WFP partner reports • Analysis of change in relevant variables • Beneficiary views • PA, WFP, partner and external informants 	<ul style="list-style-type: none"> • Document review • Comparative analysis of CPE findings with those of 2014 evaluation of WFP gender policy • Interviews: beneficiaries, CO, PA, partner agencies, other agencies monitoring and analysing the relevant variables

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
				<ul style="list-style-type: none"> • Separate FGDs with women and men • Triangulation by cross-check of available data and analysis, where possible
EQ14. What was the level of synergy and multiplying effect between the main activities in the country portfolio?				
	<ul style="list-style-type: none"> • To what extent did the main activities in the country portfolio complement each other? • What multiplying effects were there between the main activities in the country portfolio? • How much synergy was there between portfolio activities in Gaza and those in the West Bank? 	<ul style="list-style-type: none"> • Analysis of linkages and complementarity between activities in the portfolio • Analysis of extent to which activities in the portfolio facilitated increased outputs and/or enhanced effectiveness of other activities • Analysis of extent to which design and delivery of activities in Gaza and the West Bank complemented each other strategically and operationally – or generated contradictions, duplication or inefficiency within the portfolio 	<ul style="list-style-type: none"> • WFP records and reports • Government, WFP, partner and external informants 	<ul style="list-style-type: none"> • Document review • Interviews: HQ, RBC, CO
EQ15. What was the level of synergy and multiplier opportunities with partners at operational level?				
	<ul style="list-style-type: none"> • To what extent did WFP operations complement those 	<ul style="list-style-type: none"> • Analysis of linkages and complementarity between activities in 	<ul style="list-style-type: none"> • WFP records and reports 	<ul style="list-style-type: none"> • Document review

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
	<p>of multilateral, bilateral and NGO partners?</p> <ul style="list-style-type: none"> To what extent did multiplier opportunities develop between WFP operations and those of multilateral, bilateral and NGO partners? 	<p>the CP and activities of partners, especially at operational level</p> <ul style="list-style-type: none"> Analysis of extent to which activities in the CP facilitated increased outputs and/or enhanced effectiveness of partners' activities 	<ul style="list-style-type: none"> Government, WFP, partner and external informants 	<ul style="list-style-type: none"> Interviews: HQ, RBC, CO, UN and other partners Triangulation by comparison of written analyses and informant opinions
EQ16. How sustainable are the results of the main activities in the WFP portfolio likely to be, and why?				
	<ul style="list-style-type: none"> How sustainable are the livelihood resilience results of WFP activities likely to be, and why? How sustainable are the nutritional results of WFP activities likely to be, and why? How sustainable are the results of WFP activities in the field of school feeding likely to be, and why? How sustainable are the results of WFP activities in the field of VAM, emergency preparedness and response likely to be, and why? 	<ul style="list-style-type: none"> Analysis of perceptions of qualified observers about how sustainable WFP-influenced change and WFP-supported systems and capacity are likely to be, and why Assessment of status of assets created by FFA 	<ul style="list-style-type: none"> Analysis of change in relevant variables and sectors WFP reports on the conditional voucher intervention Beneficiary views Government, WFP, partner and external informants 	<ul style="list-style-type: none"> Document review FGDs (women and men separately where appropriate) Interviews: HQ, RBC, CO, PA, partner agencies, other agencies monitoring and analysing the relevant sectors Triangulation by comparison of written analyses

Area of enquiry	Specific questions	Analysis/indicators	Main sources of information	Data collection methods
				and informant opinions

Annex D People Consulted

Name	Position
WFP Country Office, The State of Palestine	
Daniela Owen	Country Director
Paul Skoczylas	Deputy Country Director
Salah Al-Lahham	Programme officer (VAM)/Deputy Head of programme support unit
Hedaia Amin	Human Resources Officer
Noora Awadallah	Human Resources Assistant
Raoul Balletto	Head, WFP Gaza Office
Rosella Fanelli	Head of External Relations Unit
Sune Kent	Head of Logistics/Security and Emergency Preparedness
Sahar Natsheh	Programme Officer
Elena Qleibo	Food Security and Livelihoods Coordinator, Gaza
Mike Smeir	Pipeline and Procurement Office
Laura Turner	Head of Programme Support Unit
Ahmad Zeitawi	Head of Finance and Admin
Amjad Ayeshe	Logistics Officer
Majidi Dana	Senior Programme Assistant
Samah Helou	Programme Officer
Mohamed El Jamaleh	Programme Assistant
Rula Khalaf	Programme Officer
Ashraf Muaket	Senior Finance Assistant
Nihal Nassereddin	Food Technologist/Nutrition Focal Point
Inas Sesalim	Senior Programme Assistant
Arwa Smeir	Programme Officer, M&E
Hafiz Thabit	Senior Logistics Assistant
Keith Ursel	Head of Gaza Office
WFP Regional Bureau, Cairo	
Claudia Ah Poe	Regional Monitoring and Evaluation Adviser
Emma Conlan	Livelihoods/Resilience Adviser
Tarneem Fahmi	Programme Officer, Partnerships
Carlo Scaramella	Deputy Regional Director
State of Palestine Officials	

Position	Ministry
Deputy General Director for Poverty Department	Ministry of Social Affairs
Special Adviser to the Minister, Head of Aid Management and Coordination Directorate	Aid Management and Coordination Directorate
Director General of School Health	Ministry of Education and Higher Education
Position Unknown	Ministry of Education and Higher Education
Assistant Deputy Minister for Social Development	Social Development
Head Division of School Nutrition	Department of School Nutrition
Director-General, International Relations Unit	Ministry of Agriculture
Director, Aid Department	Ministry of Social Affairs
Social Worker	MOSA
Programme Co-ordinator	MOSA
Assistant Deputy Minister	Ministry of Social Affairs
Director, Department of Development and Planning	Ministry of Social Affairs
Director, Media and PR	Palestinian Civil Defence
Adviser to the Minister	Ministry of Agriculture
Administrative Officer – School Nutrition	Ministry of Education: General Directorate of School Health
Director, Planning and Development	Palestinian Civil Defence
Deputy DG to Combat Poverty	Ministry of Social Affairs,
Deputy Minister	Ministry of Social Affairs
Social worker	Ministry of Social Affairs, Gaza directorate
Special Advisor to the Minister, Head of Aid Management and Coordination Directorate	Ministry of Planning and Administrative Development
Position Unknown	Ministry of Planning and Development
Warehouse Manager	MOSA
National Monitoring Report Coordinator	PCBS
Agriculture Directorate, Hebron	PA
Internal Coordinator for WFP & FAO	PCBS
Director, Jenin Agriculture Directorate	Ministry of Agriculture
Administrative Officer – School Nutrition	Ministry of Education: General Directorate of School Health, Ramallah
Head, Division of School Nutrition	Ministry of Education: General Directorate of School Health, Ramallah

Financial and Logistics Assistant	MOSA
Deputy Dir. Gen. of Int'l Relations	PCBS
Nutritionist – School Health	Ministry of Education: General Directorate of School Health
Assistant Deputy Minister	Ministry of Agriculture
Director, Climate Change	Ministry of Agriculture
Agriculture Directorate, Jenin	PA
Director, Price Statistics Department	PCBS, Ramallah
Programme Adviser	Ministry of Social Affairs, Ramallah
Director of Forests	Ministry of Agriculture
Department of Planning and Development	Palestinian Civil Defence
Director of Planning	Ministry of Agriculture
Director of Fertilisers	Ministry of Agriculture
International Relations Officer	PCBS, Ramallah
Logistics Officer	MOSA
UN Agencies	
Name	Position
Anne-Claire Dufay	Deputy Special Representative, UNICEF
Natalie Grove	Field Emergency Officer, UNRWA
Rana Hannoun	Econometrics Consultant, FAO
Kumiko Imai	Chief Social Policy, UNICEF
Pernille Ironside	Head, Gaza Office, UNICEF
Kanar Qadi	Nutritionist, UNICEF
Azzam Saleh	Head of Programme, FAO
Maria Torres	Deputy Head of Office, UNOCHA
Karell Valdez	UNDSS
Ibtisam Abu Shammala	Education and Youth Officer, UNICEF
Nasser Al-Faqih	Team Leader for Poverty Reduction and Productive Capital – Programme of Assistance to the Palestinian People (PAPP), UNDP
Dima Anu Al Saud	Deputy Field Emergency Officer, UNRWA
Eman Aqeel	WASH Officer, UNICEF
Yunnus Awadallah	Health Coordinator, UNICEF
David Carden	Head of Office, UNOCHA
Catherine Cook	Head, Advocacy and Communications Section, UNOCHA

R. Dolphin	Barrier Specialist, UNOCHA
Marco Ferloni	Food Security Sector Coordinator, FAO and WFP
Ciro Fiorillo	Head of Office , FAO
Christophe Gadfrey	Acting Head of Office, ECHO
Nanna Gode Hansen	Special Assistant to the Director of UNRWA Operations, UNRWA
Umayyeh Khammash	Chief Field Health Programme, UNRWA
Majed Abu Kubi	Head, Information Management Unit, UNOCHA
Katleen Maes	Head, Gaza Sub Office, UNOCHA
Dr Nadeem	Head of NCD, WHO
Siobhan Parnell	Deputy Director of Operations, UNRWA Gaza
Kanar Qadi	Programme Officer, UNICEF
Gerald Rockenschaub	Head of Office , WHO Jerusalem
Matthew Ryder	Humanitarian Affairs Office, Field Co-ordination Unit, UNOCHA
Felipe Sanchez	Director of UNRWA Operations, UNRWA
NGOs and Independents	
Lana Abu-Hijleh	Country Director, Global Communities
Maggie Caroll	Head of Office, Oxfam
I Allan	Senior Adviser, Catholic Relief Services
Wafa Al-Sheik	Executive Director, Jasmine Charitable Society for Children with Special Needs
H DuBose	Head of Programmes, Catholic Relief Services
Loay el Hada	Co-ordinator, Danida Project, Oxfam GB
Rae'd Hanania	Food Security Programme Manager, Global Communities
Matthew McGarry	Country Representative, Catholic Relief Services
Jennifer Moorehead	Director, Association of International Development Agencies (AIDA)
Waseem Mushtaha	Programme Officer, Food Security and Livelihoods Officer, Oxfam
Elena Qleibo	Food Security and Livelihoods Coordinator, Oxfam
Agencies of other governments	
Christophe Gadrey	Acting Head of Office, ECHO
Cheryl Kamin	Office Director, Health and Humanitarian Assistance, USAID

Hazem Khweis	Aid Development Assistance Specialist, Health and Humanitarian Assistance, USAID
Karine Tardif	First Secretary (Humanitarian Assistance), Representative Office of Canada
Razan Yacoub	Programme Specialist, USAID
Jean Benedict	Investment Promotion, Office of the Quartet Representative
Kevin Brown	Deputy Director, Programme Project Development Office, USAID
Eilya Costandinides	Senior Policy and Programme Manager, DFID
Tayseer Edeas	Management Information System Specialist, USAID
Harriet Hawxwell	Team Leader, Rights and Refugees, DFID
Gillian Mitchell	Project and Security Officer, DFID
Larisa Mori	Health Development Officer, USAID
Tim Williams	Movement and Access Adviser, Office of the Quartet Representative
Field Visits in Gaza and West Bank – Individuals not identified	
Position	Organization
Owner/Manager	Sabaya women food processors, Gaza
3 Beneficiaries, Head of Household	In-Kind Beneficiary Household- Qibya/Ramallah
MOSA beneficiary	Gaza
Parent/Mothers' Member	Shufa School, Tulkarem
Owner	Abu Eita Dairy Processor, Gaza
VFW Project Coordinator	Qalqilya
Beneficiary, Head of Household	Voucher Beneficiary Household – Hebron/Yatta
Educational Supervisor, Western Gaza Directorate of Education, and parent	Um Al Qura School, Gaza
18 UNRWA beneficiaries	Uhm al Khayr, West Bank
Executive Secretary	Women's Arab Union society For Elderly/ Bireh
Beneficiary, Spouse	In-Kind Beneficiary Household – Qibya/ Ramallah
5 MOSA beneficiaries	Gaza
General Manager	Al Salam Mills Co. LTD
Chairman	Al Salam Mills Co. LTD
Owner	Al Harazeen Supermarket
Health Co-ordinator, Um Al Qura school	Um Al Qura School, Gaza

Head of Nutrition Dept., MOE	Um Al Qura School, Gaza
Director, School Health Dept., MOE	Um Al Qura School, Gaza
CEO	Al Awda Factory, Gaza
Executive Director	Ard El Insan
Teacher (1st and 2nd Grades)	Shufa School, Tulkarem
2 Beneficiary, Spouse	Voucher Beneficiary Household – Hebron/Yatta
Supermarket Owner	Yatta
Residence Supervisor	Women’s Arab Union society For Elderly/ Bireh
School Secretary	Shufa School, Tulkarem
Parent Teacher Council	Shufa School, Tulkarem
Student (10th Grade)/School Health Committee	Shufa School, Tulkarem
Student (3rd Grade)	Shufa School, Tulkarem
Mayor	Qalqilya
General Manager	West Bank Salt Company
Head, School Health Dept., Western Gaza Directorate of Education	Um Al Qura School, Gaza
Principal	Shufa School, Tulkarem
Deputy Director, Higher Parents’ Council, Western Gaza City	Um Al Qura School, Gaza
	Al Awda Factory, Gaza
4 Beneficiary, Spouse	Voucher Beneficiary Household – Hebron/Refa'eya
3 VFW Beneficiaries	Household – Silat Al-Hartheya-Jenin
Chair	Women’s Arab Union society For Elderly/ Bireh
Owner Manager	Sabaya women food processors, Gaza
Municipality Engineer	Qalqilya
8 Beneficiaries, Head of Household	Voucher Beneficiary Household Hebron/Yatta
School principal	Um Al Qura School, Gaza
Beneficiary, Head of Household	Non-Beneficiary Household – Hebron/Refa'eya
Student (10th Grade)/School Health Committee	Shufa School, Tulkarem
Teacher (3rd and 4th Grade)	Shufa School, Tulkarem
Beneficiary, Head of Household	In-Kind Beneficiary Household – Qibya/Ramallah
Coordinator	Youth Centre Hebron

Municipality Manager	Silat Al-Hartheya Municipality
Beneficiary, Head of Household	Tulkarem
VFW Project Supervisor	Qalqilya
Beneficiary, Spouse	Tulkarem
Beneficiary, Head of Household	Tulkarem
Participant of NAC pilot	Nutrition Awareness Campaign Pilot, Gaza
Municipality Accountant	Qalqilya
Head of Household	In-Kind Beneficiary Household – Qibya/ Ramallah
WFP Rome	
Name	Position
Dawit Habtemariam	Evaluation Manager, OEV
Sally Burrows	Deputy Head, OEV
Mar Guinot	Research Analyst, OEV
Chris Kaye	Director, Performance Management and Monitoring
Antoine Renard	Market Access Programmes Unit, Policy and Programme Division
Alix Loriston	Donor Relations Officer, Government Partnerships Division
Barbara Conte	Government Partnerships Division
Paul Howe	Chief, Humanitarian Crisis and Transition
Dominique Frankefort	Policy Officer Programme and Policy Division
Britta Schumacher	Policy Officer, Nutrition Division
Adrian Vanderknaap	Chief, Logistics & Transport Service
Peter Holtsberg	Programme Officer, Strategy Implementation & Risk Management Branch, RMPS
Jean-Noel Gentile	Policy Officer, Resilience and Prevention Unit
Sonsoles Ruedas	Chief, Gender Service, PSG
Arif Husain	Chief Economist

Annex E Additional Information on the Portfolio

Figure 12 Portfolio and Context timeline

		WFP Country Portfolio Evaluation 2011-2015					
		pre 2011	2011	2012	2013	2014	2015
Operations		EMOP 108170: Emergency Food Assistance for Operation Lifeline Gaza (since 01/09)				EMOP 200298: Emergency food assistance to the non-refugee population in the Gaza Strip	PRRO 200709: Food Assistance for Food-Insecure Populations in the West Bank and Gaza Strip
		PRRO 200037: Targeted Food Assistance to Support Destitute and Marginalized Groups and Enhance Livelihoods in the West Bank					
WFP History		2008-2013. WFP Strategic Plan, with a move from food aid to food assistance.		<p>December: Directive on cash and vouchers published mainstreaming the use of cash and vouchers across all WFP operations.</p> <p>February: WFP nutrition policy launched</p> <p>March: launch of WFP capacity development tool-kit.</p>	<p>Global survey by WFP of school feeding.</p> <p>October: Scaling up Nutrition (SUN) launched</p> <p>November: Revised School Feeding Policy launched</p>	<p>SO 200757: Logistics Cluster Support and Logistics Augmentation in Response to the Gaza Crisis</p> <p>December: Evaluation of WFP's 2008 Cash and Voucher Policy</p>	<p>May: Gender Policy 2015-2020 finalised and approved 28 May 2015</p>
			E-voucher system replaces paper vouchers	<p>September: Gaza Strip Cash Voucher Programme Review</p> <p>Palestine Socio-Economic and Food Security Survey published</p>	<p>Nutrition Awareness Campaign launched in partnership with AEI and Oxfam</p>	<p>New WFP Country Strategy, Palestine</p> <p>September: School Meals programme suspended in Gaza due to lack of funding</p>	<p>WFP piloting new electronic voucher platform for food and non-food assistance with the Bank of Palestine and PayPal</p>
WFP in Palestine						<p>Study on the Secondary impact of WFP's voucher programme shows positive results</p> <p>July - August: Voucher case load scaled up during the 2014 Gaza conflict</p> <p>UNICEF and WFP launch a new voucher card redeemable across sectors</p>	

	pre 2009	2011	2012	2013	2014	2015
Palestine	1947: UN partitions the British mandate of Palestine into two states, one Jewish and one Arab			November: Palestine become a 'non-member observer state' of the UN	June: United National Development Assistance Framework for the State of Palestine (UNDAF)	April: Peace talks between Palestine and Israel suspended
	1964: Palestinians Liberation Organisation (PLO) is founded umnder Yasser Arafat			November: 8-day Israeli military offensive launched in Gaza		Fatah and Hamas form a unity government in Palestine
	1967: Arab-Israeli war, Israel makes large territorial gains					July-August: Gaza conflict with over 2000 dead
	1973: Yom Kippur/Ramadan war					MoSA launch the Social Protection Sector Strategy 2014-2016
	1987: First <i>intifada</i> launched against the Israeli occupation					
	Dec 2008 - Jan 2009: three-week Gaza war ending displacing 50,000					
	October 2009: WFP Voucher Programme (VP) launched		VP programme doubled its coverage			
	2010: Palestinian Cash Transfers Programme (CTP) established					

Figure 13 Timeline and funding level of WFP portfolio in the State of Palestine 2011–2015

Timeline and funding level of WFP portfolio in Palestine 2011 - 2015						
Operation	Time Frame	2011	2012	2013	2014	2015
PRRO 200709 - Food Assistance for Food-Insecure Populations in the West Bank and Gaza Strip	Jan 2015 - Dec 2016					Req: 145,053,535 Rec: 57,556,636 Funded: 40%
SO 200757 - Logistics Cluster Support and Logistics Augmentation in Response to the Gaza Crisis	Aug 2014 - Nov 2014 + 1 BR (extended to Dec 2014)				Req: 1,623,103 Rec : 1,276,501 Funded: 79%	
SO 200560 - Strengthening the Food Security Coordination Platform in the State of Palestine	Jun 2013 - May 2015 1 BR (extended to Dec 2015)				Req: 1,257,892 Rec: 827,779 Funded: 66%	
EMOP 200298 - Emergency Food Assistance to the Non-refugee Population in the Gaza Strip	Jan 2012 - Dec 2012 + 8 BR extended to Dec 2014			Req: 197,987,950 Rec: 130,313,959 Funded: 66%		
PRRO 200037 - Targeted Food Assistance to Support Vulnerable and Marginalized Groups and Enhance Livelihoods in the West Bank	Jan 2011 - Dec 2014		Req: 195,774,574 Rec: 130,764,258 Funded: 67%			
EMOP 108170 - Emergency Food Assistance for Operation Lifeline Gaza	Jan 2009 - Jan 2010 + 8 BR extended to Dec 2011	Req: 162,560,187 Rec: 131,898,232 Funded: 81%				
Direct Expenses (US\$ millions)		68,500,000	56,252,000	68,261,000	n.a.	n.a.
% Direct Expenses: Palestine vs. WFP World		2%	1%	2%	n.a.	n.a.
Food Distributed (MT)		66,650	49,328	50,999	56,500	n.a.
Total of Beneficiaries (actual)		665,061	645,650	627,097	1,862,903	493,757

Source: WFP SPRs 2011–2014; WFP Resource Situation Documents; WFP ARP 2009–2014. 2015 data provided by WFP CO up to August 2015 Requirements (Req.) and Received (Rec.) funding.

Table 6 GFA and school feeding, West Bank

West Bank									
		MOSA			Global Communities		Bedouins and herders	Institutional feeding	School feeding
Modality		Cash	In kind	Voucher	In kind	Voucher	In kind	In kind	In kind
Actual No. of beneficiaries	2011		107,429	5.	100,046	32,380	26,807	8,940	75,530
	2012		94,381	22,612	45,004	62,931	28,640	8,895	62,789
	2013		91,248	22,482	44,948	62,751	30,423	9,544	62,578
	2014		85,408	40,014	74,557	81,366	31,499	10,191	50,347
	2015 (to 30 June)		54,856	55,193	41,194	49,552	32,005	8,879	6.
Funded by:		PA, EU, World Bank etc.							
Locality selection by:		NA (all West Bank)	NA	WFP & MOSA	WFP	WFP	UNRWA	NA	MOE
On basis of:		NA	NA	Market Functionality	Principle avoid localities covered by MOSA +	Market Functionality	Area C + Dominant Livelihood (herding)	MOSA nominates, WFP assesses. All institutions registered and overseen by	Area C and Vulnerable Communities, priority to primary schools

West Bank								
	MOSA			Global Communities		Bedouins and herders	Institutional feeding	School feeding
Modality	Cash	In kind	Voucher	In kind	Voucher	In kind	In kind	In kind
				Judgement by WFP			MOSA in the West Bank are provided with assistance.	
Beneficiary selection by:	MOSA	MOSA	MOSA	WFP	WFP	Blanket Dist.	Blanket Dist.	Blanket Dist.
On basis of:	PMTF	PMTF	PMTF	PMTF	PMTF	NA	NA	NA
Food supply by:	N/A	WFP	NA	WFP	NA	WFP	WFP	WFP
Food warehousing by:	NA	MOSA	NA	GC	NA	UNRWA	MOSA	N/A (direct deliveries by contracted producers)
Food distribution by:	NA	MOSA + Contractors (when needed)	NA	GC (through contractor)	NA	UNRWA	MOSA	Contracted Producers
Food distribution monitoring by:	NA	WFP	NA	WFP	NA	WFP	WFP	WFP
Voucher platform operated by:	NA	NA	WFP	NA	WFP	NA	NA	NA

West Bank								
	MOSA			Global Communities		Bedouins and herders	Institutional feeding	School feeding
Modality	Cash	In kind	Voucher	In kind	Voucher	In kind	In kind	In kind
Card issue/maintenance by:	NA	NA	WFP	NA	WFP	NA	NA	NA
Shop registration by:	NA	NA	WFP + CPs	NA	WFP + CPs	NA	NA	NA
Shop monitoring by:	NA	NA	WFP + MOSA	NA	WFP + GC	NA	NA	NA
Beneficiary post-distribution monitoring/reassessment by:	MOSA	WFP (and MOSA for own purposes)	WFP (and MOSA for own purposes)	WFP	WFP	WFP	WFP	WFP

NA: not applicable.

Source: The State of Palestine Country Office data. Beneficiary numbers have been adjusted to avoid double counting between modalities. 2015 data calculated up to August 2015.

Table 7 GFA and school feeding, Gaza

Gaza									
		MOSA			Global Communities		Oxfam GB	Institutional feeding	School feeding
Modality		Cash	In kind	Voucher	In kind	Voucher	Voucher	In kind	In kind
Actual No. of beneficiaries	2011		74,050		127,086		12,228	6,948	93,617
	2012		87,761		115,000		31,480	7,000	67,910
	2013		85,000		85,240		50,473	7,000	47,956
						Combined (voucher + in kind): 9,889			
	2014		85,598		85,285		50,585	7,183	48,054
						Combined (voucher + in kind): 9,763			
	2015 (to 30 June)		85,000		85,351		50,546	4,000	
				Combined (voucher + in kind): 9,586					
Funded by:									
Locality selection by:		NA (all GS)	NA	WFP & MOSA	WFP	WFP	WFP	MOSA	MOE
On basis of:		NA	NA	Market Functionality	Principle avoid localities covered by	Market Functionality	All areas	??	Vulnerable Communities, priority to primary schools

Gaza								
	MOSA			Global Communities		Oxfam GB	Institutional feeding	School feeding
Modality	Cash	In kind	Voucher	In kind	Voucher	Voucher	In kind	In kind
				MOSA + Judgement by WFP				
Beneficiary selection by:	MOSA	MOSA	MOSA	WFP	WFP	WFP	NA	NA
On basis of:	PMTF	PMTF	PMTF	PMTF	PMTF	PMTF	NA	NA
Food supply by:	NA	WFP	NA	WFP	NA	NA	WFP	???
Food warehousing by:	NA	MOSA	NA	GC	NA	NA	WFP	N/A (direct deliveries by contracted producers)
Food distribution by:	NA	MOSA + Contractors (when needed)	NA	GC (through contractor)	NA	NA	WFP	Contracted producers
Food distribution monitoring by:	NA	WFP	WFP	WFP	WFP	WFP	WFP	WFP
Voucher platform operated by:	NA	NA	WFP	NA	WFP	WFP	NA	NA

Gaza								
	MOSA			Global Communities		Oxfam GB	Institutional feeding	School feeding
Modality	Cash	In kind	Voucher	In kind	Voucher	Voucher	In kind	In kind
Card issue/maintenance by:	NA	NA	WFP	NA	WFP	WFP	NA	NA
Hotline operated by:	NA	NA	??	NA	??	??	NA	NA
Shop registration by:	NA	NA	WFP + CPs	NA	WFP + CPs	WFP +CPS	NA	
Shop monitoring by:	NA	NA	WFP + MOSA	NA	WFP + GC	WFP + Oxfam	NA	NA
Beneficiary post-distribution monitoring/ reassessment by:	NA	WFP	WFP	WFP	WFP	WFP	WFP	WFP

Source: The State of Palestine Country Office data. Beneficiary numbers have been adjusted to avoid double counting between modalities. 2015 data calculated up to August 2015.

Table 8 Portfolio achievement of selected outputs, 2011–2014

Output Indicators	Planned	Actual
Vouchers: Total cash equivalent of food redeemed through vouchers (US\$)	75,899,303	60,706,330 ⁶³
GFA: Number of timely food distributions as per planned distribution schedule (distributions)	39	38
Combined: Number of beneficiaries receiving a combination of vouchers and food ⁶⁴	10,000	9,889
FFA: Hectares (ha) of forest planted and established	91	51
FFA: Number of tree seedlings produced	30,000	0
FFT: Number of training sessions for beneficiaries carried out	41	11
SF: Number of feeding days as % of actual school days ⁶⁵	73.4	60.8
SF: Number of schools assisted by WFP, West Bank ⁶⁶	300	301
SF: Number of schools assisted by WFP, Gaza ⁶⁷	145	208
FFA: Hectares of agricultural land benefitting from new irrigation schemes	21	11
FFA: Hectares of land cleared	2	1
FFA: Kilometres of mountain trails constructed	35	16
FFA: Kilometres of mountain trails rehabilitated	30	12
FFA: Number of existing nurseries supported	4	4
FFA: Number tree seedlings produced for afforestation, reforestation and vegetative stabilization	580,000	408,500
FFT: Number of participants in beneficiary training sessions (health and nutrition, livelihood/agriculture support, income generating activities)	317	227
FFA: Kilometres of feeder roads built and maintained	10	4

Source: WFP SPRs 2011–14

⁶³ Figure includes NIS 13,933,740 redeemed between 1 January – 30 June 2015. The CPE used an exchange rate of 3.75 NIS/US\$ to make the conversion to US\$ 3,715,664.

⁶⁴ 9,889, 9,763, and 9,586 beneficiaries received a combination of vouchers and wheat flour in kind in each of the years 2013, 2014, and 2015, whereas the planned number of beneficiaries in each of these years was 10,000. To avoid double counting, the table shows the annual target and the highest number of beneficiaries achieved.

⁶⁵ SPRs appear to have reported number of school feeding days incorrectly. The CPE calculated the indicator for the number of feeding days as a percentage of actual school days by dividing the number of school feeding days covered by the various operations by the average number of school days in a normal academic year, which is 180 days. The figures in the last two columns in the table represent the average number of school feeding days as a percentage of actual school days over the period under review.

⁶⁶ To avoid double counting, the table shows the year with the highest achievement (2011) and the target for that year.

⁶⁷ To avoid double counting, the table shows the year with the highest achievement (2012) and the target for that year.

Table 9 School feeding outcomes reported in SPRs

Indicator	Year	PRRO 200037 (West Bank)		EMOP 200298 (Gaza)	
		Base value	Latest data	Base value	Latest data
Percentage of teachers reporting improved child ability to concentrate and learn in school as a result of SF	2011	100	80	(EMOP began 2012)	
	2012		96	76	83
	2013		97		71
	2014		Not reported		Not reported
Retention rate (boys) in WFP-assisted primary schools	2011	99	99	(EMOP began 2012)	
Retention rate (girls) in WFP-assisted primary schools	2011	99	99		
Retention rate (not gender disaggregated) in WFP-assisted primary schools	2012	99	99	Not reported	
	2013	99	99	Not reported	
Retention rate (boys) in WFP-assisted primary schools	2014	99	99	99	99
Retention rate (girls) in WFP-assisted primary schools	2014	99	99	99	99

Source: WFP SPRs.

Annex F Livelihoods and resilience

1. As set out in the Inception Report (IR), the CPE took a broad view of how WFP activities might have affected the livelihoods and resilience of Palestinian households during the period under review. Rather than focusing the assessment on Food for Assets (FFA) and Food For Training (FFT) alone, the CPE adopted an across the portfolio approach that built on the classification adopted in the 2014–2016 Country Strategy (CS), which organised activities under pillars of relief, resilience and preparedness (WFP, 2013h). The CPE sought to determine the analysis that informed how activities had been classified and also considered how robust this analysis was. The CPE then examined the effects that each type of activity had had on the protection, restoration or rebuilding of Palestinian livelihoods and on the prevention or mitigation of negative coping strategies.

2. The IR noted that, although the classification in the CS was developed only half way through the period under review, it nevertheless provided a useful framework through which to consider the country programme retrospectively since the activities identified in the CS were a continuation of previous activities. Of the six operations under review, four operations (2 PRROs and 2 EMOPs) identified general food assistance (GFA) (in-kind, vouchers, and combined), school feeding, and vouchers for assets and training (FFA/T) as activities that aimed to protect livelihoods and/or restore and rebuild livelihoods (the terms used in the current WFP Strategic Plan).

3. This annex is structured as follows. The first section describes WFP activities during the evaluation period in terms of coverage and performance against outputs. The annex is then organised around the three main CPE evaluation questions concerning alignment, decision-making and performance. The final sections of the annex consider gender issues and the monitoring frameworks used during the evaluation period and the extent to which these frameworks are appropriate for assessing outcomes concerned with protecting, restoring or rebuilding livelihoods.

Actual WFP activities during the evaluation period

Coverage: Performance against Outputs

4. The CPE considered the performance of EMOPs 108170 and 200298 and PRROs 200037 and 200709 in terms of their support to household and community livelihoods. Within the framework of these EMOPs and PRROs during the period under evaluation, a total 243,597 metric tons of food was distributed and USD 60.7m worth of food items were redeemed by beneficiaries as shown in Table 10 and Table 11 below.⁶⁸

⁶⁸ Total number of beneficiaries reached during the period under review ranged between 492,772 in 2015, to 1,862,903 in 2014 at the height of the most recent crisis in Gaza. The total number of beneficiaries assisted reflected in the table should be read with the understanding that it includes double counting of beneficiaries as a large proportion of the beneficiaries had been receiving assistance from WFP for several years.

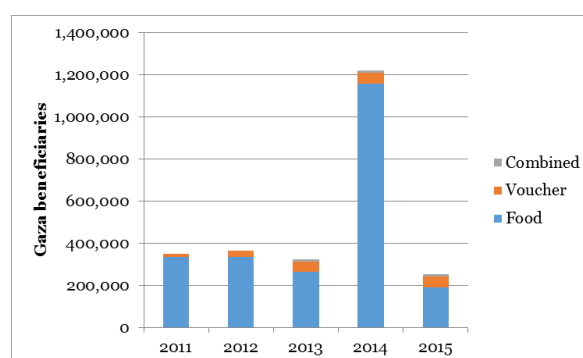
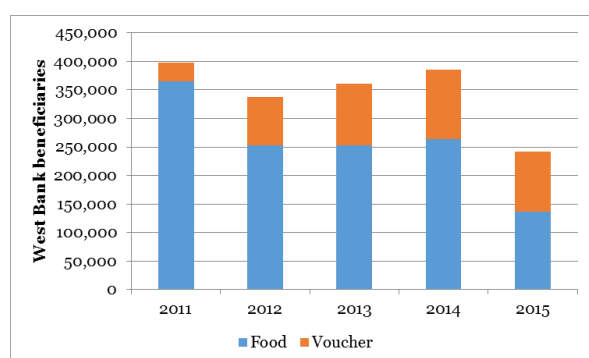
Table 10 Number of beneficiaries assisted and food tonnage distributed by WFP CO between 2011–2015

Year	Beneficiaries						Tonnage	
	Planned			Actual			Planned	Actual
	Males	Females	Total	Males	Females	Total		
2011	387,815	379,685	767,500	338,142	326,919	665,061	99,642	66,650
2012	328,400	319,600	648,000	335,485	310,165	645,650	76,200	49,328
2013	315,054	320,196	635,250	313,527	313,611	627,098	63,068	50,998
2014	553,308	554,910	1,108,218	940,814	922,089	1,862,903	94,936	56,500
2015	284,431	282,509	566,940	245,013	247,759	492,772	79,079	20,121

Source: WFP SPRs 2011–2014, CO data for 2015 (up to August) and CPE calculations.

Figure 14 Beneficiaries by modality and area, 2011–mid 2015

	West Bank						Gaza								
	Food			Voucher			Food			Voucher			Combined		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
2011	184,450	181,032	365,482	16,263	16,117	32,380	172,839	163,236	336,075	7,350	7,229	14,579			
2012	127,255	125,315	252,570	42,992	42,551	85,543	176,117	158,076	334,193	16,218	15,262	31,480			
2013	121,318	131,478	252,796	54,570	53,945	108,515	135,575	126,992	262,567	26,030	24,443	50,473	5,222	4,667	9,889
2014	127,601	135,952	263,553	61,286	60,519	121,805	589,401	570,667	1,160,068	25,755	24,830	50,585	5,170	4,593	9,763
2015	66,651	70,283	136,934	49,419	55,326	104,745	97,785	93,176	190,961	26,050	24,496	50,546	5,108	4,478	9,586



Source: Data provided by Country Office. Data show total number of beneficiaries per activity and some beneficiaries may appear in more than one activity

5. Funding shortfalls were highlighted in SPRs as a main reason for underperformance against planned annual targets for beneficiaries and value of vouchers redeemed. These in turn led to underperformance in the planned targets for all output indicators, though to varying degrees as shown in Table 11 below.

Table 11 Targets and achievements in the country portfolio 2011–2015

	Output Indicators	Planned	Actual
SO1: Save lives and Protect Livelihoods in Emergencies	Vouchers: Total cash equivalent of food redeemed through vouchers (US\$)	75,899,303	60,706,330 ⁶⁹
	GFA: Number of timely food distributions as per planned distribution schedule (distributions)	39	38
SO3: Restore and rebuild lives and livelihoods in post conflict situations	FFA: Hectares (ha) of forest planted and established	91	51
	FFA: Number of tree seedlings produced	30,000	0
	FFT: Number of training session for beneficiaries carried out	41	11
	SF: Number of feeding days as % of actual school days ⁷⁰	73.4	60.8
	SF: Number of schools assisted by WFP, West Bank ⁷¹	300	301
	SF: Number of schools assisted by WFP, Gaza ⁷²	145	208
	FFA: Hectares of agricultural land benefitting from new irrigation schemes	21	11
	FFA: Hectares of land cleared	2	1
	FFA: Kilometres of mountain trails constructed	35	16
	FFA: Kilometres of mountain trails rehabilitated	30	12
	FFA: Number of existing nurseries supported	4	4
	FFA: Number tree seedlings produced for afforestation, reforestation and vegetative stabilization	580,000	408,500.00
	FFT: Number of participants in beneficiary training sessions (health and nutrition, livelihood/agriculture support, income generating activities)	317	227
	FFA: Kilometres of feeder roads built and maintained	10	4

⁶⁹ Figure includes NIS 13,933,740 redeemed between 1 January – 30 June 2015. CPE used an exchange rate of 3.75 NIS/US\$ to make the conversion to US\$ 3,715,664.

⁷⁰ SPRs reviewed by the CPE appear to have reported number of school feeding days incorrectly. The CPE calculated the indicator for the number of feeding days as a percentage of actual school days by dividing the number of school feeding days covered by the various operations by the average number of school days in a normal academic year, which is 180 days. The figures in the last two columns in the table represent the average number of school feeding days as a percentage of actual school days over the period under review.

⁷¹ To avoid double counting, the table shows the year with the highest achievement (2011) and the target for that year.

⁷² To avoid double counting, the table shows the year with the highest achievement (2012) and the target for that year.

Source: WFP SPRs 2011–2014, CO data for 2015 and CPE calculations.

6. The reported relatively high achievement in terms of outputs realised against those planned was sometimes at the expense of the value of vouchers, quantity of food rations distributed, and number of school days covered. For example, in its 2012 SPR for EMOP 200298, the CO noted that the planned number of beneficiaries was reached due to a reduction in the GFA rations by 30 percent from January to June 2012. Similarly, in its 2013 SPR for PRRO 200037, WFP reported reaching all targeted schools across the West Bank with locally produced date bars and milk as part of the school feeding activities, also noting that funding shortfalls forced a reduction in the number of feeding days from five to three days per week from October 2013 onwards.

EQ1. Alignment and strategic positioning of WFP's portfolio

Strategic context of WFP's country strategy and portfolio

7. The conditions for people to be able to pursue productive livelihoods worsened steadily during the evaluation period, reflecting the long-term and cumulative impact of the Israeli government's restrictive policies in East Jerusalem, the 60 percent of the West Bank that remained under full Israeli control (Area C), the blockade imposed on Gaza since 2007, and the wars that Gaza sustained in 2012 and 2014. In 2013, 25.8 percent of the population was reported to be living below the national poverty line (PCBS, 2014b).

8. Living conditions in East Jerusalem were especially challenging during the evaluation period. Since 1967, Israel has attempted to alter the status of the city, in particular through land confiscation, settlement building and construction of the Barrier. Israeli government and municipal policies have sought to deny the rights of the estimated 270,000 Palestinian residents, to restrict their access to education and health services, and to constrain their ability to plan and develop their communities (UNOCHA, 2011a).

9. Food insecurity in the West Bank and Gaza stems from pressure on livelihoods and reflects poor economic access to food rather than poor availability. In 2012, more than half of the Palestinian population was reported to be either food insecure or vulnerable to food insecurity (FAO & WFP, 2014). In the West Bank, 19 percent of households were reported as food insecure. They were more likely to be registered refugees, particularly those living in camps and in Area C; urban households; female-headed households; those reliant on formal or informal social benefits and those in low-skilled occupations. Food insecurity affected 57 percent of the population in Gaza in 2012, where they were more likely to be non-refugees, male-headed households, and living in rural areas.

10. During the evaluation period, the following livelihood groups were the most likely to be food insecure:

- farmers whose access to land and agricultural inputs was restricted by the Wall and mobility restrictions in the West Bank, and by the Buffer Zone and blockade in Gaza, and whose harvests were affected by drought, frost and other adverse climatic events;
- herders in the West Bank whose access to water and pasture was limited by restrictions, Israeli settlements and drought;
- fishermen in Gaza whose access to fishing waters was restricted;
- urban poor whose irregular and low wages were insufficient to meet their food and other basic needs in a context of increased prices;

- households whose salaries decreased, including the newly unemployed as a result of the global economic crisis, those who lost their jobs in Israel or within the State of Palestine, and/or those who were receiving no or lower remittances.
11. In response to constraints on their livelihoods, Palestinian households increasingly resorted to negative coping strategies. In 2013, buying food on credit, consuming fewer types of food items and eating stored food were the most frequently cited strategies in the West Bank. In Gaza, more than half of all households reported their primary coping strategies as borrowing from relatives and friends and purchasing low quality market 'leftovers'. Approximately one third of households in Gaza reported reducing the number of daily meals consumed (FAO & WFP, 2014).
12. Some of the coping strategies that were deployed are likely to bear long-term negative effects on households' productive capacity, such as:
- the sale of agricultural assets leading to impaired food production and income generation capacity;
 - school dropout leading to lower educational attainment and decreased future earning opportunities;
 - excessive uptake of credit leading to unsustainable indebtedness;
 - inadequate diet leading to impaired nutritional status and health.

Relevance of the WFP portfolio to Palestinian livelihoods

13. This CPE considered the relevance of the WFP portfolio to Palestinian livelihoods in relation to WFP's corporate SO 1, concerned with protecting livelihoods in emergencies and in relation to SO 3 (2008–2013), defined as restoring and rebuilding livelihoods in post conflict situations and SO 2 (2014–2017) defined as rebuilding livelihoods in fragile settings and following emergencies. As indicated above, WFP programme documents referenced these strategic objectives to explain and justify activities including food transfers in kind, conditional and unconditional vouchers and school feeding.

14. The State of Palestine, which continued to be under an occupation that restricted the movement of people and goods and limited access to economic space and resources (World Bank, 2014a) throughout the evaluation period, is clearly fragile, but its specific characteristics cannot easily be fitted into the categories of post-conflict or post-emergencies. Rather, during the evaluation period, the continuing erosion of livelihoods and assets progressively constrained the potential for rebuilding or restoring them. This suggests that the WFP portfolio was more closely aligned with Palestinian realities through food assistance activities that may have contributed to the protection of livelihoods and assets (SO 1) rather than through the activities that were explicitly designed to restore or rebuild livelihoods (SOs 2 and 3).

15. Interviews during the CPE suggested that food assistance was perceived by beneficiaries as a more relevant intervention for livelihood needs than the Food for Assets and Food for Training (FFA/FFT)/conditional vouchers activities. Beneficiaries identified various ways in which the availability of food, in-kind and through unconditional vouchers, helped to improve food consumption and made a contribution, albeit limited, to managing household expenditure and protecting assets. (A caveat here is a reported possible bias in beneficiary responses on the utility of food assistance in favour of the assistance that they were receiving at the time of the interview (Mountfield, 2012)). On the other hand, people involved in FFA expressed doubts about the relevance of both the choice of investment and the implementation

approach to households' immediate livelihood needs, and to the restoration or rebuilding of the livelihoods of the selected communities.

Coherence with the agenda and policies of the Palestinian Authority

16. Strategies outlined in WFP programme documents were broadly consistent with official policy guidance relevant to livelihoods and resilience.⁷³ The PA's national development plans for the periods 2011–2013 and 2014–2016 (PA, 2011c) emphasised partnership with United Nations agencies in establishing a social protection system that ensures a decent standard of living for citizens and that helps the poor to make a transition from dependency to self-reliance (PA, 2014a). These development plans highlighted the need to create employment opportunities for young people and women, and to focus efforts on Gaza, East Jerusalem and Area C, all of which were flagged as priority intervention areas in the 2014–2016 CS.

17. A recent MOPAD policy document set out a framework for policies and development in Area C (PA, 2014c) and similarly emphasized the need for the PA and its development partners to support the population to move away from dependence on aid and humanitarian assistance. In line with over-arching national development plans, the Area C framework highlighted the importance of creating employment opportunities for young people and women. It also gave particular attention to the need to develop policies and programmes that would help to alleviate the movement restrictions and other constraints experienced by Bedouin communities living close to Israeli settlements. The CS highlighted an intention to develop a stronger focus on creating economic opportunities for young people and women, but was ultimately unable to deliver on this. Throughout the evaluation period, WFP provided food assistance to Bedouin communities in collaboration with UNRWA.

18. WFP's food assistance activities were well aligned with the Social Protection Sector Strategy (SPSS) for 2011–13, led by the Ministry of Social Affairs (MOSA). The driving vision of the SPSS was: '[a] decent life for the Palestinian citizens on the path to sustainable human development in the independent Palestinian state', with social protection seen as a responsibility and duty of the PA towards citizens (MOSA, 2010). Its main goals were to: (1) alleviate poverty among Palestinians; (2) care for and empower weak and marginalised groups (including people with disabilities, older people and children, among others); (3) form and reinforce social security in an effort to maintain an integrated social security system; and (4) develop the legislative and institutional environments and the cooperation to achieve objectives of the social protection sector (ibid).

19. The Palestinian National Cash Transfer Programme (PNCTP) was the main component of the SPSS and the largest social transfer programme administered and implemented by MOSA in terms of both coverage and funding (World Bank, 2012b). The programme sought to mitigate poverty in the West Bank and Gaza by providing cash assistance to poor and extremely poor Palestinian families. About 122,000 households (628,000 individuals) receive cash, of whom 80,000 households in Gaza, were reported to be receiving cash assistance through the PNCTP at the time of the evaluation (MOA, 2010). The cash transfers were complemented by a package of assistance, including food assistance from WFP, in-kind and as vouchers, which at the time of the evaluation was provided to 195,049 beneficiaries (110,049 in the West Bank and 85,000 in Gaza) (WFP, 2003).

⁷³ The extent to which it was possible for WFP to put those strategies into practice is discussed elsewhere in this annex.

20. WFP FFA activities were planned in collaboration with the Ministry of Agriculture, which also had oversight of planning and implementation. The specific types of activity selected for FFA work (water harvesting, rural road construction, land rehabilitation and forestry) were consistent with ministry objectives to achieve efficient management and sustainable use of natural resources, particularly in Area C, and with the Greening Palestine initiative (MOA, 2010).

Coherence with United Nations partners

21. In line with PA policy guidance, United Nations agencies made efforts to move beyond the humanitarian paradigm in the State of Palestine and to strengthen development interventions, though with mixed results. The first UNDAF for the State of Palestine (for the period 2014–2016) was launched in 2014 and was therefore at an early stage at the time of the CPE, both in terms of representing a paradigm shift and as a means to developing a collective strategic United Nations response to national development priorities. As such the UNDAF results matrix appeared more an aggregation of existing agency programmes rather than a strategic framework for United Nations agencies to align with.

22. The CS states that it contributes to five out of the six UNDAF outcomes. The outcomes of most relevance to livelihoods and resilience are: Outcome 1: By 2016, Palestinians benefit from greater economic empowerment, improved livelihoods, access to decent work and food security; and Outcome 5: Vulnerable and marginalised groups have access to social transfers that are preventive, protective, promotive and transformative. WFP's indicative resources for the current UNDAF chiefly comprised the funding for FFA and GFA activities. WFP provided the third highest level of indicative resources after UNDP and FAO for outcome 1 and 95 percent of the resource envelope for outcome 5 was represented by anticipated funding for GFA. The formulation of UNDAF outcome 5, in terms of 'preventive, protective, promotive and transformative' was not reflected in how WFP reported its results for GFA.

23. WFP was considered by stakeholders to have made an active contribution to the UNDAF, both during its planning phase and as co-chair of the social protection theme group. There were mixed views among stakeholders about how far the UNDAF as a whole had proven itself as a means for developing a more strategic United Nations response. Some stakeholders held the view that the formation of the UNDAF was essentially a pragmatic response to pressure from the PA and donors to see a concerted move away from humanitarian forms of assistance to the State of Palestine. Others saw it as an important step, if a small one, towards better coordination and joint action. In mid-2015, the UNDAF had yet to show significant progress in this direction, with reported limited consultation between the different thematic groups including on discussion of livelihood issues.

24. To an extent in parallel with the UNDAF initiative, humanitarian agencies in the State of Palestine made efforts to incorporate a stronger recovery element into their programming. This involved the Humanitarian Country Team (HCT) in developing a three-year Humanitarian Planning Cycle (HPC), subsequently replaced by a Strategic Response Plan (SRP), and in better aligning humanitarian programming with national development priorities. The HPC/SRP replaced an annual Consolidated Appeals Process (CAP) although fund-raising was still annual, with resources still coming predominantly through humanitarian channels. Although they found it difficult to achieve a consensus on how to define and operationalise the concept of resilience, the HCT developed a working definition tailored to Palestinian conditions, with a focus on

protection, access to employment, services and infrastructure, reduction of isolation and ability of communities to manage risk.

25. WFP jointly co-chairs the Food Security Sector (FSS) with FAO, created out of a merger of the previous three clusters for food assistance, agriculture and Cash For Work. The FSS was funded out of SO 200560, one of the six operations in the portfolio under review. The merger aimed to better align humanitarian and development approaches, and to facilitate analysis and to monitor risks related to livelihoods and resilience. Within the FSS, WFP did not appear to have taken a significant part in debates around humanitarian v. development or in relation to livelihoods and resilience during the period under review.

26. The inherent difficulties for United Nations agencies to shift to a more developmental focus were reflected in funding for the HPC/SRP for 2015. In preparation of the HPC/SRP, proposals concerned with livelihood promotion were flagged as the first priority with food aid placed second. The results have been disappointing. By mid-year 2015, only 3 percent of the funds requested for livelihood support in the West Bank had been pledged and only 16 percent of the funds requested for Gaza. Funds for food assistance in the West Bank and Gaza had reached 40 percent and 56 percent respectively of the funds requested.

WFP's strategic positioning

27. With respect to livelihoods and resilience, WFP was not conspicuously strategic in how it positioned itself within the landscape of the PA and its humanitarian and development partners. Programme documents made stronger reference to constraints on livelihoods than to WFP's comparative advantage in either protecting or restoring them. WFP situated itself effectively with MOSA and to a lesser extent with the MOA and MOH. However, outside social protection and agricultural rehabilitation, WFP's mandate made it difficult for the agency to align with development priorities expressed in National Development Plans.

EQ2 Factors and quality of strategic decision-making

28. WFP interventions for livelihoods and resilience in the State of Palestine were informed by corporate policy discussions on the role of food assistance in helping to preserve household assets, to reduce households' recourse to negative coping strategies, and to build resilience in the face of recurring crises (WFP, 2003).

29. However, corporate guidance on how to programme for livelihoods and resilience and how to measure performance in relation to these was lacking. There was also a lack of national frameworks in relation to this. Interviews with Country Office (CO) staff also indicated that, throughout the evaluation period, the CO lacked staff with particular expertise in designing interventions for livelihoods and resilience, or a staff member with overall responsibility for this area of work. The CPE found that most CO staff had little exposure to conceptual models, such as DFID's sustainable livelihoods framework, to international best practice in post-disaster livelihoods recovery or to integrated relief and recovery programming approaches. WFP staff interviewed by the CPE felt that learning opportunities for staff had been lacking in relation to livelihoods and they expressed a desire for more guidance, training and tools.

30. A positive correlation between provision of food assistance and livelihood recovery was assumed in all programme documents, most explicitly in the programme

documents for the PRROs and in the CS. The Budget Revision for the 2011–2014 PRRO 200037 (West Bank) referred to it as a “synergy of relief and recovery” activities and the 2015–2016 PRRO 200709 (West Bank and Gaza) aimed to combine “previous relief, recovery and early-stage development activities into a single operation”. The 2014–2016 CS stated that WFP would support the PA in developing sustainable solutions to food security through supporting resilient livelihoods and economic activity (as well as in meeting immediate food needs and improving national capacity for emergency response).⁷⁴

31. However, programme documents did not spell out how these ideas were to be translated in programming. In particular, the documents did not explain how synergies between relief and recovery were to be achieved, nor was it always apparent which of the repertoire of activities in WFP’s portfolio were seen as contributing to relief and which to livelihood recovery or resilience. The CS, for example, classified apparently similar interventions under different pillars depending on whether they were in the West Bank or Gaza – in the former, conditional vouchers and institutional feeding were classified as contributing to resilience, while in Gaza the same activities were included under relief.

32. The lack of a clear distinction between relief and resilience was also seen in targeting procedures. Even though FFA activities were unambiguously defined as concerned with livelihood recovery, households were selected for participation using a similar approach to that used to target the poorest households for relief. Governorates with high food insecurity scores were identified through Socio-Economic and Food Security surveys (SEFSec),⁷⁵ with localities to be targeted within these identified by the MOA, and beneficiary households within these then selected through the Proxy Means Testing Formula (PMTF), which was the standard formula for determining household eligibility for social assistance.⁷⁶ While the SEFSec and PMTF included criteria that had some relevance to livelihoods, their main purpose was to determine household eligibility for social assistance and they were therefore inadequate targeting mechanisms for livelihood recovery interventions.⁷⁷ Moreover, SEFSec surveys excluded the Palestinian population of East Jerusalem, a city that had been identified in the CS as a key target area for implementing activities to support livelihoods.

33. All FFA work carried out during the evaluation period involved heavy manual labour related to agriculture and to the MOA’s Greening Palestine Initiative. The CPE heard concerns from partner organisations that using poverty criteria to target households for FFA meant that some of those selected to participate did not have the physical strength for such work or that they lacked capacity for aspects of the work that required a higher level of skills. Because of the latter, people who had the necessary skills and who also owned the heavy machinery needed for implementation were brought in to FFA activities, although in the view of those interviewed they were not necessarily those who most needed support to rebuild their livelihoods.

⁷⁴ During the CPE it was apparent that the Country Strategy document is not being used actively as a guide for programme design and implementation. Nevertheless, it is relevant to this analysis as it remains as a key document setting out WFP’s programme strategy for the timeframe 2014–2016.

⁷⁵ The SEFSec included assessments of households’ socio-economic characteristics, food security status, income and consumption, food and non-food coping strategies, and assistance received.

⁷⁶ The Proxy Means Test Formula (PMTF) uses applicant households’ socio-economic data to calculate a total consumption score through a multiple regression analysis, on the basis of 31 proxy variables measuring different aspects of consumption. The regression model was built on the basis of indicators used in the 2007 Palestinian Central Bureau of Statistics (PCBS) nationwide household budget survey.

⁷⁷ In 2014, the SEFSec methodology was revised to include a new resilience marker. This addition may in time reveal useful information on livelihoods, but the results of the 2014 SEFSec were not available at the time of the CPE.

34. The work was carried out in collaboration with the MOA. As indicated above, the specific locations for FFA activities were determined by the MOA, using criteria related to natural resources and geographic features, with priority being given to implementing activities in Area C.⁷⁸ The CPE did not find evidence that WFP, from its side, had carried out any analysis of how the different FFA interventions (road construction, water harvesting, land reclamation) were expected to help rebuild household or community livelihoods. Observations by partners and municipalities that WFP funding constraints restricted the time allowed for analysis, planning and consultation with beneficiaries supported this finding.

35. WFP's efforts to develop joint projects with United Nations partners were thwarted by differences in targeting. The more development-focused agencies identified their target groups using criteria related to development potential as much as or more than to comparative poverty levels, which conflicted with WFP's poverty-based targeting. A case in point was that the stated intentions in the CS to focus more livelihood support on urban populations and on young people and women failed to materialise, reportedly because of differences in targeting approaches between WFP and UN-Habitat.

36. The CS stated that WFP planned to pursue longer-term approaches, consistent with its closer alignment with the UNDAF. This commitment was not, however, apparent in significantly strengthened analysis of a potential role for WFP in the restoration of livelihoods. For example, the CS conflated support to livelihoods and household-level resilience with support to strengthening PA capacity and with promoting economic activity through local purchase. While strengthening the PA and local production were positive objectives in themselves, which might over the longer term also help to rebuild household-level livelihoods, the logic chain for achieving this within the timeframe of the CS was not evident. Moreover, evidence from data and studies on the secondary impact of the voucher programme indicated that the main beneficiaries of local purchase were the larger dairy producers with few (if any) benefits going to farmers and with relatively few new jobs being created.⁷⁹ A lack of clarity in programme documents around how to restore and rebuild livelihoods mirrored similarly divergent perceptions among CO staff on how to define livelihood objectives and how to design strategies for achieving them.

37. The CPE revealed a mixed picture in terms of other stakeholders' perceptions of WFP capacity in livelihoods analysis and programming. Some United Nations agencies would have liked to see greater efforts made by WFP to collaborate in developing strategies for graduating people out of poverty and towards recovery. Some informants in the PA would also have liked to see more of such initiatives. Several of WFP's donors noted, however, that they did not see WFP's strengths as lying in this direction but rather that they would have liked to see WFP carrying out stronger and more focused analysis and monitoring of how food assistance had contributed to resilience in the sense of the protection of livelihoods. In this regard, it is noteworthy that, while food security and other assessments for the evaluation period pointed to increasing levels of household debt, erosion of assets and poorer food consumption, corporate WFP monitoring systems and indicators allowed for only the last of these to be monitored systematically. CO staff reported that the corporate results framework limited their

⁷⁸ To avoid perceptions of a lack of fairness, WFP ensured that conditional and unconditional voucher activities were carried out in different locations.

⁷⁹ WFP monitoring data and WFP, 2014g.

scope to develop indicators that might have been more relevant to the particularities of the Palestinian context.

EQ3 Performance and results of the WFP portfolio

Performance against planned outcomes

38. The CO used various indicators to measure outcomes concerned with protecting and/or rebuilding livelihoods from the different assistance modalities. (The adequacy of these indicators for monitoring performance is discussed below, from ¶147.) For GFA and FFA/T, the key performance indicators were beneficiary households' food consumption measured through the Food Consumption Score (FCS), and the proportion of beneficiary household expenditures devoted to food.⁸⁰ Improvements in beneficiary households' access to community assets, measured through the Community Asset Score (CAS), was also used as a proxy indicator for livelihood outcomes under the FFA. Two indicators were used to measure School Feeding (SF) outcomes, namely: retention rates for boys and girls, and pupils' ability to concentrate and learn as a result of assistance provided, as perceived by teachers. The results achieved against these indicators, and the CPE's assessment of these, are discussed below.

Food Consumption Score

39. Data on FCS for beneficiaries of GFA in Gaza and of FFA in the West Bank were systematically collected over the period under evaluation and are available for the 2011 baseline and in 2015. Data on FCS scores of GFA beneficiaries in the West Bank were also collected in 2011 as part of the retargeting exercise, but not in 2015. However, with the framework of the CO's monitoring efforts of the secondary impact of the voucher modality, panel data were collected for GFA beneficiaries (both in kind and through vouchers) in the West Bank in 2013 and 2014. Some of the households included in this study, however, were not included in the 2011 survey. Hence, available FCS data enable tracking change in FCS of beneficiary households over the years covered by the CPE for GFA beneficiaries in Gaza and FFA beneficiaries in the West Bank, but they only enable measurement of the change in FCS among West Bank GFA beneficiaries between 2013 and 2014. We thus present changes in beneficiary households' FCS separately for the West Bank and Gaza.

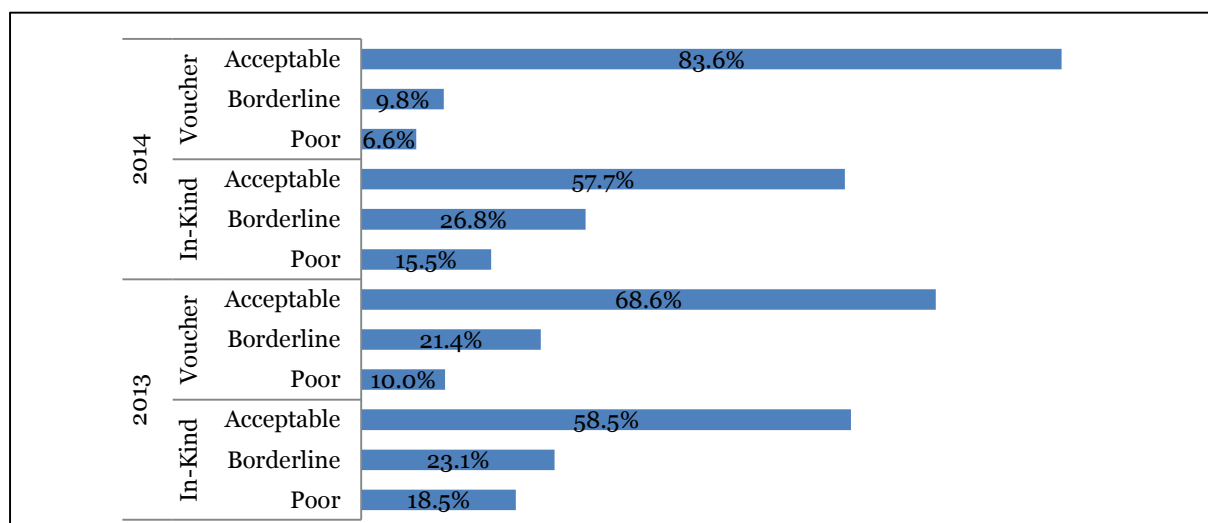
40. From the available data (for 2013 and 2014), the CPE found that the provision of food through vouchers and in kind in the West Bank had generally improved beneficiary households' FCS, though with much more positive results for vouchers and combined than for in-kind food assistance alone. As shown in Figure 15 below, the proportion of voucher beneficiary households in the West Bank with acceptable consumption increased from 68.6 percent in 2013⁸¹ to 83.6 percent in 2014, accompanied by a sizeable reduction in the proportion of beneficiary households with borderline and poor food consumption scores. Food consumption scores of in-kind beneficiary households, however, eroded over the same period, with the proportion of beneficiary households with acceptable FCS dropping from 58.5 percent in 2013 to 57.7 percent in 2014, and with the proportion of households with borderline FCS

⁸⁰ In 2014, an indicator for diet diversity was added (the Diet Diversity Score). Because this covered a single year, the data did not allow analysis of results from this indicator.

⁸¹ GFA through vouchers was first introduced in the West Bank in 2009. FCS data was collected between 2010/2011 for both West Bank and Gaza.

increasing over the same period from 23.1 percent to 26.8 percent. The available data do not allow the differences in these results to be explained.

Figure 15 Percentage distribution of in-kind and voucher beneficiary households in the West Bank according to their FCS in 2013 and 2014

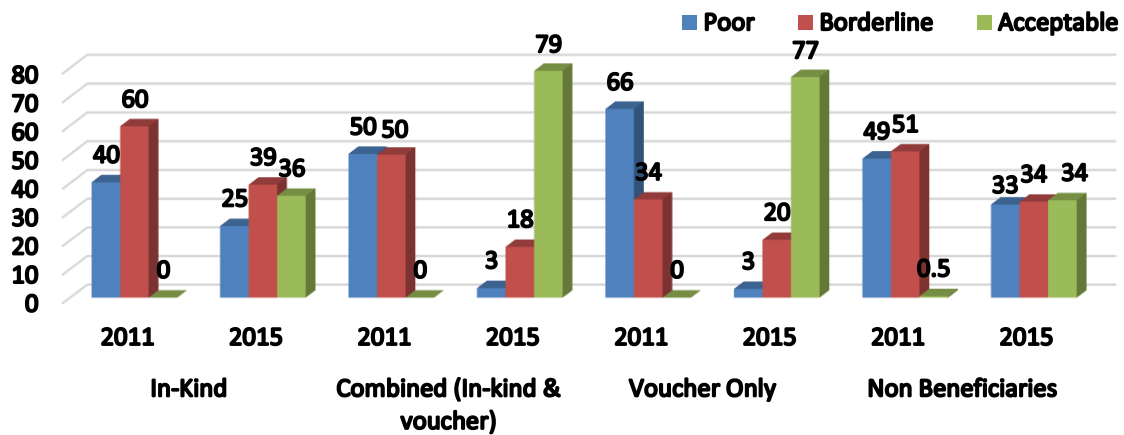


Source: CO data (2014)

41. In Gaza, where FCS was measured at the 2011 baseline and in 2014 for a representative sample of beneficiary households of different GFA activities as well as for a comparison group of non-beneficiary households, a simple comparison of the FCS of beneficiaries over the four years of the activity provides a first estimate of the relative effectiveness of the different modalities in improving consumption by the targeted population. While none of the beneficiaries had an acceptable FCS when they were enrolled in 2011, 79 percent of the combined modality beneficiaries (who constituted 4 percent of total GFA beneficiaries in Gaza in 2015) and 77 percent of the voucher-only beneficiaries (20 percent of total GFA beneficiaries in Gaza in 2015) reached that status in 2015, against only 36 percent of the in-kind modality beneficiaries (76 percent of total GFA beneficiaries in Gaza in 2015).⁸²

⁸² Percentage in parenthesis calculated by CPE on basis of beneficiary data provided by WFP. A total of 251,093 beneficiaries were receiving GFA (vouchers, in-kind, and combined) in the Gaza Strip in 2015. Of these 9,586 beneficiaries were receiving combined food assistance, 190,961 were receiving assistance through in-kind, and 50,546 were receiving vouchers.

Figure 16 Distribution of beneficiaries in Gaza per food consumption category, 2011 and 2015



Source: CO data, 2015.

42. A case-by-case analysis (Table 12 below) confirms the more positive impact that was achieved through the voucher and combined modalities. The analysis reveals that the largest improvement in FCS was found among voucher-only modality beneficiaries, where nearly 91 percent moved at least one food consumption category upwards after 2011 (i.e. 9 percent were unaffected and continued to have poor consumption). Beneficiaries of the combined modality witnessed only slightly less improvement, with 88 percent of them moving upwards at least one consumption category (i.e. 12 percent either continued to have borderline consumption or witnessed a drop in food consumption). The lowest FCS improvements were seen by the in-kind modality beneficiary households, where only 50 percent upgraded from having poor and borderline consumption in 2011 to having borderline and acceptable consumption in 2015, not significantly different from non-beneficiaries.

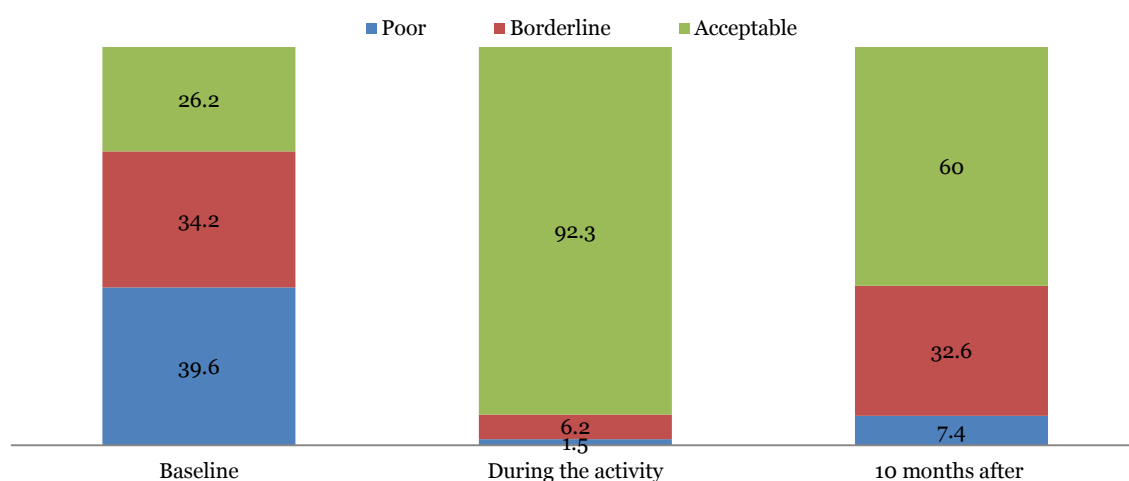
Table 12 Percentage distribution of surveyed households in Gaza according to their FCS categories, 2011 and 2015 compared (case by case analysis)

Group	FCS Category	2011	2015			% HH in category witnessing improvement in FCS (move up to new FC category)	% HH witnessing improvements (of total HH surveyed)
		% HH in category	% HH in category who Remained/ Became Poor	% HH in category Remained/ Became Borderline	% HH in category Became Acceptable		
Voucher-Only Modality Beneficiaries	Poor	65.7	3.4	21.0	75.6	96.6	63.5
	Borderline	34.3	2.5	18.5	79.0	79.0	27.1
	Total						90.6
Combined Modality Beneficiaries	Poor	50.1	3.9	17.7	78.5	96.1	48.2
	Borderline	49.9	2.8	17.8	79.4	79.4	39.6
	Total						87.8
In-Kind Food Assistance Modality Beneficiaries	Poor	40	27.6	35.9	36.6	72.4	29.2
	Borderline	60	23.3	41.8	34.9	34.9	20.8
	Total						50
Non-Beneficiaries	Poor	48.5	35.1	34.0	30.9	64.9	32.2
	Borderline	51.0	29.3	33.3	37.4	37.4	19.1
	Total						51.3

Source: CO data (2015).

43. An assessment of the FFA activities in the West Bank conducted by the CO in 2014 (WFP and Al-Sahel Company, 2014), and tapping baseline data collected at the onset of the activity in 2013, shows similar results in terms of changes in beneficiary households' FCS: the proportion of FFA beneficiary households with acceptable consumption increased from 26 percent at the baseline to 92 percent during the activity, an increase of 65.9 percent. This level of improvement was not fully sustained and dropped to 60 percent ten months after the end of FFA activities. Similarly, the proportion of FFA beneficiary households with borderline and poor consumption scores decreased from 74 percent at the baseline to 8 percent during the programme, and then increased to 34 percent ten months after the end of the activities. These results are shown in Figure 17 below.

Figure 17 Percentage distribution of FFA beneficiary households in the West Bank according to their FCS at baseline, during the activity and after 10 months



Source: CO data.

Household expenditure devoted to food

44. In interviews, all beneficiaries met indicated that they continued to devote over half of their expenditures to food, despite receiving assistance, and explained that their limited resources and low levels of income were barely sufficient to meet their very basic food needs not met by WFP's assistance. This finding was supported by data from SPRs, which consistently showed where relevant, that the proportion of GFA beneficiary households' expenditures devoted to food was around 57–58 percent. Surveys conducted by the CO in 2013 and 2014 show even higher and increasing levels of proportional expenditures on food by GFA beneficiaries (Table 13).

Table 13 The percentage of GFA beneficiaries' total expenditures devoted to food in 2013 and 2014

Year	2013		2014	
	In-Kind	Voucher	In-Kind	Voucher
West Bank	74.3	21.5	76.4	69.4
Gaza	86.7	81.8	86.7	97.3
The State of Palestine	78.0	80.0	81.1	79.8

Source: CO data (2014).

Community assets

45. According to the evaluation of FFA activities in the West Bank (WFP and Al-Sahel Company, 2014), 2,100 unemployed workers benefited from this initiative, working for an average of 30 days. The first phase focused on rehabilitating land by planting more than 41,000 trees and seeds on 1,000 dunums,⁸³ filling 280,000 seedling bags and laying 750 metres of water pipes. The second phase focused on opening and rehabilitating agricultural roads (23 kilometres) and constructing retaining walls (more than 33,000 metres).

46. Works implemented within the framework of FFA led to noticeable improvements in the Community Asset Score (CAS) of the targeted communities compared to the baseline. The FFA was able to increase the CAS in 12 out of 13 targeted communities. As a result of FFA investments, the CAS of these communities increased by 92 percent, well above the corporate target of 80 percent.

Table 14 Value and change in CAS scores in target localities in the West Bank at baseline and endline compared

	Baseline	Endline	
Halhul	0	5	5
Bani Na'im	1	4	3
Al Shyoukh	0	1	1
Yatta	0	0	0
Al Yamun	0	1	1
Al Mughayyirr	0	1	1
Arrana	0	1	1
Jalqamous	0	1	1
Ya'bad	0	1	1
Tulkarem	0	1	1

⁸³ 1 dunum = 1,000m².

	Baseline	Endline	
Azoun	0	3	3
Kufr Tholth	0	3	3
Silet al Harthieah	0	1	1

Source: CO data (2014)

Overall assessment of performance

47. Despite the achievements noted above, the CPE found that it was difficult to assess progress related to the protection, restoration or rebuilding of livelihoods because WFP's outcome and impact indicators were insufficiently focused on this and because monitoring efforts tended to focus on outputs rather than outcomes.

GFA and FFA

48. Evidence from the CPE confirmed that the volume of food assistance received did not represent enough of an economic transfer to support the longer-term livelihood recovery of beneficiary households (WFP's SOs 2 and 3). Given the very low income base of beneficiary households, it would be unrealistic to expect them to have been able to tangibly invest in improving their livelihoods as a result of this food assistance. For many beneficiaries interviewed, little or no savings had been possible, nor replacement of key assets.

49. Evidence of the extent to which food assistance had helped to protect livelihoods and assets (SO 1) was more ambiguous. Food assistance appeared to have helped to meet people's immediate food needs, to diversify diet, and to some extent to mitigate negative coping strategies, thereby potentially helping to prevent the erosion of livelihoods. In interviews, all beneficiaries reported that food had helped them to maintain consumption of two or three meals per day, to slightly reduce the proportion of food that they bought on credit, and to pay off some of their outstanding debts.

50. Nevertheless, most of those beneficiaries reported that they had continued to rely on debt, that they had eaten lesser quality foods, and that they had been forced to sell assets, where this was possible, in order to maintain their basic capacity to survive. Some of those participating in the GFA (both in kind and in vouchers) reported that they had sold some of the items received or redeemed, such as lentils and chickpeas, to buy other items the family needed (mostly other foods or school supplies for children), to make repayments of existing loans, or to buy medicines. This indicated that families had been able to some extent to convert the assistance they had received to forms that met their important short-term priority needs

51. Beneficiaries who reported having no source of regular income and who also seemed to suffer from serious health problems tended to report more negative coping strategies, including sending their children to work, delaying health care, deferring the enrolment of their children in pre-schools and, in a few cases, universities, as well as removing children from university before they graduated. These beneficiaries were typically members of households with already low skill and educational levels, limited social capital, and no access to any form of cash assistance. Evidence from interviews suggests that the cost burden of health care in particular is regressive, with serious economic implications for households. For example, a GFA beneficiary household reported being unable to pay off electricity and water debts as well as being unable to

replace the family's washing machine because they had had to spend about NIS 120 (USD 32) per month on medicines that were not available through Ministry of Health pharmacies and that were needed for the head of the household who had been diagnosed in 2006 with a degenerative disease.

52. Decisions about whether to continue with FFA should take into account whether WFP was able to add value in delivering these types of initiatives, the economic value of the activities themselves, and the implementation practices used to date. Despite improvements in the CAS after completion of FFA interventions, questions remain about whether the community assets produced will be maintained. Agriculturalists also questioned the economic impact of land rehabilitation and small business development projects, suggesting the focus on low-value food crops had limited opportunities for scale and sustainability. Furthermore, some questioned whether these activities were beyond WFP's mandate and technical capacity. This may explain why funding for conditional voucher activities was much lower than WFP had anticipated.

School feeding

53. The 2014–2016 CS identifies support to school feeding (SF) as being intended, *inter alia*, to protect the livelihoods of households in at risk areas (WFP, 2013h: 20–21). However, WFP corporate indicators for school feeding are ill-adapted to assessing impact in this way and the impact WFP's school feeding activities on livelihoods was not clearly demonstrated. The corporate indicator concerned with retention is particularly inappropriate since education is compulsory in the State of Palestine and enrolment and retention rates are commensurately high. In interviews, some Ministry of Education (MOE) officials reported that SF provided a much needed energy boost to students, thereby significantly contributing to increasing their attention and ability to engage in the educational process. Others reported improved attendance rates. However, this information was anecdotal and inconsistent: in order to demonstrate the impact of SF on concentration, and consequently on learning and thus in the longer term on livelihood outcomes, WFP would need to develop more objective and systematic procedures than those used during the evaluation period.

Gender considerations

54. Most WFP activities appear to have had a limited impact on women's livelihoods. As noted, planned collaboration with sister agencies to develop FFA activities around urban livelihoods, which would have had potential to involve women, did not transpire. FFT mostly targeted women beneficiaries but was implemented on too small a scale during the evaluation period to be meaningful. The CPE found little evidence that WFP or its implementing partner assessed the impact or usefulness of FFT activities in relation to their possible impact on gender issues. The CPE's overriding impression from interviews with CRS, WFP's FFT implementing partner, and with CO staff was that the training provided had no impact on beneficiary women's livelihoods.

55. Although also implemented on a small scale, the Nutrition Awareness Campaign (NAC) appears to have been a more relevant livelihood intervention. The campaign had a direct impact on improving household nutrition, and therefore contributed to increased human capital. In addition, it encouraged women in Gaza, who lived confined lives as a result of both the blockade and cultural norms, to leave their homes, mix with their peers and develop stronger social relationships. In these ways the NAC also contributed to building the participants' social capital.

Issues: WFP monitoring frameworks

56. During the evaluation period, the CO carried out detailed and systematic monitoring of its activities, and the CPE considers that CO databases are likely to contain a potentially rich source of data. However, the CPE also found a heavy reliance on surveys and quantitative monitoring data in the information that had been collected. Indicators were largely output-based. They focused on amounts and value of food delivered, on the number of beneficiaries served and, in relation to FFA, on the number of assets built or trainings delivered, as well as on shorter-term income transfer results and employment created. This over-reliance on quantitative methods was criticised by local partners, local committees and beneficiaries who were interviewed during the CPE.

57. Comprehensive and systematic tracking of the impact of food assistance on the protection, restoration and rebuilding of livelihoods was lacking during the evaluation period. The main relevant indicator used for this was 'proportion of beneficiary household expenditures devoted to food'. While this was an appropriate indicator, its value would have been greater had it been combined with indicators that tracked changes in household assets over time. In practice, the proportion of beneficiary households' expenditure on food was monitored as a stand-alone indicator, which limited its capacity to assess the impact of assistance on the protection of assets. More recently, the CO monitored the impact of its assistance on beneficiaries' ability to cope by utilising the Coping Strategy Index (CSI). This is also a useful indicator, but one that needs to be localised more closely to the Palestinian context.

58. The use of the CAS to monitor the relevance, impact and sustainability of assets built was also problematic. It assessed if assets had been created or restored and used/sustained by the communities targeted, but failed to capture whether these assets were serving the most vulnerable and/or enabling them to rebuild their livelihoods. WFP's implicit theory of change was that the created community assets would ultimately lead or contribute in a meaningful way to livelihood recovery for the beneficiaries who had helped to build them. To demonstrate whether these initiatives had actually contributed to restoring livelihoods, however, this assumption would need to have been supported by more robust and relevant evidence than was collected by the CO.

59. The CPE's overall findings about the impact of food assistance on livelihoods indicate that, currently, WFP does not have a comparative advantage in contributing to the recovery or rebuilding of livelihoods, given CO capacity and the known constraints presented by the Palestinian context. Rather, the evidence suggests that WFP's main role in the State of Palestine with respect to livelihoods and assets is one of protection, where food assistance made a modest contribution in beneficiary households. To programme more effectively with protection in mind, however, the CO needs to have a deeper understanding than it has now of the dynamics of food assistance and of its role in protecting livelihoods. Moreover, to be able to respond to a declining funding base, the CO also needs to be able to provide donors with more robust evidence of results in this regard. To achieve this the CO will need to draw on a wider range of tools for analysis and monitoring than has been used up to now and will need to complement WFP's mainly quantitative approaches with a broader range of qualitative methods.

60. The suggestions made above for modifying current indicators are one possible answer. But there is also a need for WFP to carry out deeper analysis of the livelihoods

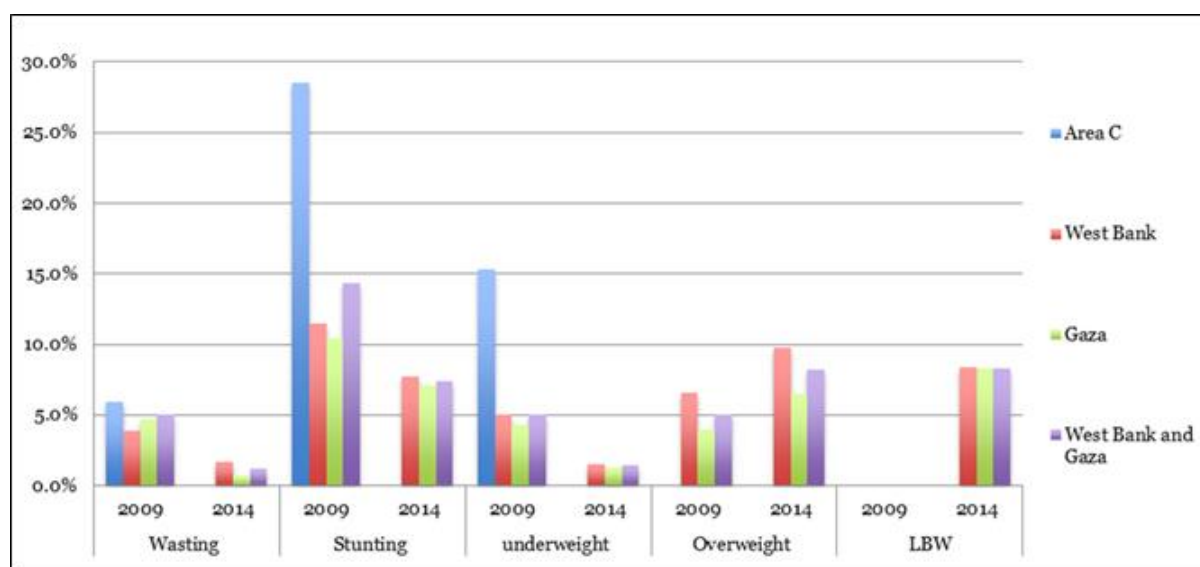
of different beneficiary groups and of the intra-household dynamics that affect decision making vis-à-vis coping strategies. Monitoring a representative group of beneficiary households over time (for example, through a panel study) would generate this more detailed and nuanced understanding of Palestinian livelihoods and would also show whether and in what way food assistance has an impact on the livelihoods of different beneficiary groups. Further, as an input to targeting and programming, such deeper analysis should enable the CO to identify a possible trajectory from an emergency to a desired recovery outcome.

Annex G Nutrition

Nutrition Situation in the State of Palestine

1. The nutrition situation in Palestine during the evaluation period was reviewed using findings of two national surveys and discussions with relevant stakeholders. (PA & UNICEF, 2013 and PA & UNICEF, 2014).
2. The health and nutrition situation improved since 2000 in the State of Palestine. The prevalence of wasting, stunting and underweight and infant and under-five mortality rates declined as reflected in the findings of the most recent Multi Indicator Cluster Survey (MICS) 2014 (PCBS, 2015b). The results of the survey revealed that 1.4 percent of the children under 5 were underweight, 7.4 percent stunted and 1.2 percent wasted. The data from Area C were not available from the recent nutrition survey and it was not possible to gauge the situation there. Results also showed 8.2 percent of children suffering from overweight. The percentage of children overweight increased from 5 percent to 8 percent since the last MICS in 2010.
3. The State of Palestine was facing a double burden of malnutrition because while it still faced the challenge of high levels of micronutrient deficiencies, it had a growing overweight and obese population (PA & UNICEF, 2014). Figure 18 below reflects this trend.

Figure 18 Prevalence of malnutrition in the State of Palestine, 2009 – 2014



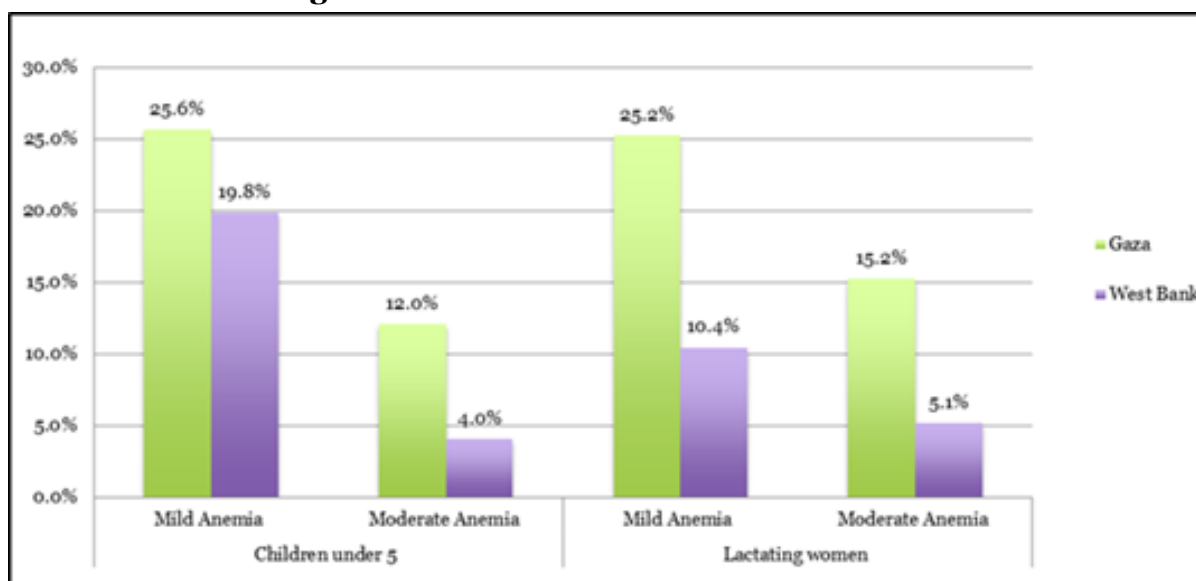
Sources: PCBS, 2010; UNRWA et al., 2010; PCBS, 2015b.

4. Data on micronutrient deficiencies, in particular iron deficiency anaemia, were of concern. Though no severe anaemia was reported among children and pregnant and lactating women, the prevalence of mild and moderate anaemia among children 6–59 months of age was reported to be 17–33 percent, and among pregnant women to be 35 percent. In accordance with the general micronutrient status and the results of haematological parameters in the tested population, anaemia appeared to be due to insufficient supply of iron and possibly zinc rather than of folate and vitamin B12 (MOH, 2013). In addition, iodine deficiency prevalence was reported to be 20 percent

among school children and Vitamin A deficiency 22 percent. Vitamin D was reported to be another emerging critical micronutrient deficiency.

5. Local differences in micronutrient malnutrition and overweight: WFP food assistance programmes were implemented in West Bank and Gaza. A higher prevalence of anaemia was reported in Gaza, among both children and lactating women. Among children, mild and moderate anaemia was reported to be 25.6 percent and 12 percent in Gaza, versus 19.8 percent and 4 percent in the West Bank. In lactating women the prevalence of mild and moderate anaemia in Gaza was 25.2 percent and 15.2 percent, and in the West Bank 10.4 percent and 5.1 percent, respectively.

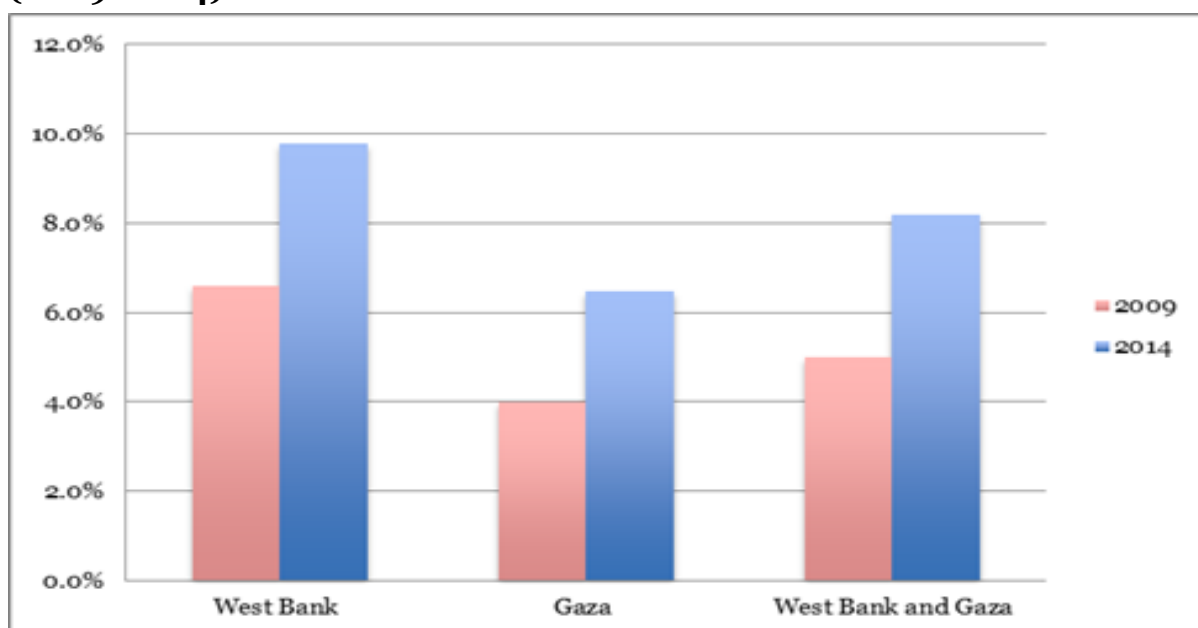
Figure 19 Prevalence of anaemia in Gaza and West Bank among children 6–59 months and lactating women



Source: PA & UNICEF, 2013

6. The emerging epidemic of overweight is a serious concern. The prevalence of overweight was reported to be higher in West Bank than in Gaza. The MICS report also showed an increase in the trend in overweight from 2009 to 2014 both in Gaza and West Bank, as shown in Figure 20 below. In Gaza the overweight in 2009 was some 4 percent and increased to 6.6 percent, and in West Bank from 6.5 percent to 9.8 percent. This is a serious concern leading to non-communicable diseases (NCDs) such as diabetes mellitus, hypertension and coronary diseases.

Figure 20 Prevalence of overweight in the State of Palestine by location (2009–2014)



Source: PCBS, 2015b

7. To address the micronutrient deficiencies, several strategies and programmes were put in place by WFP, UNICEF and the Ministry of Health (MOH). These included micronutrient supplementation of folic acid and iron during pregnancy and three months postnatal, and Vitamins A and D for infants from birth until 12 months as reported in PA & UNICEF, 2013.

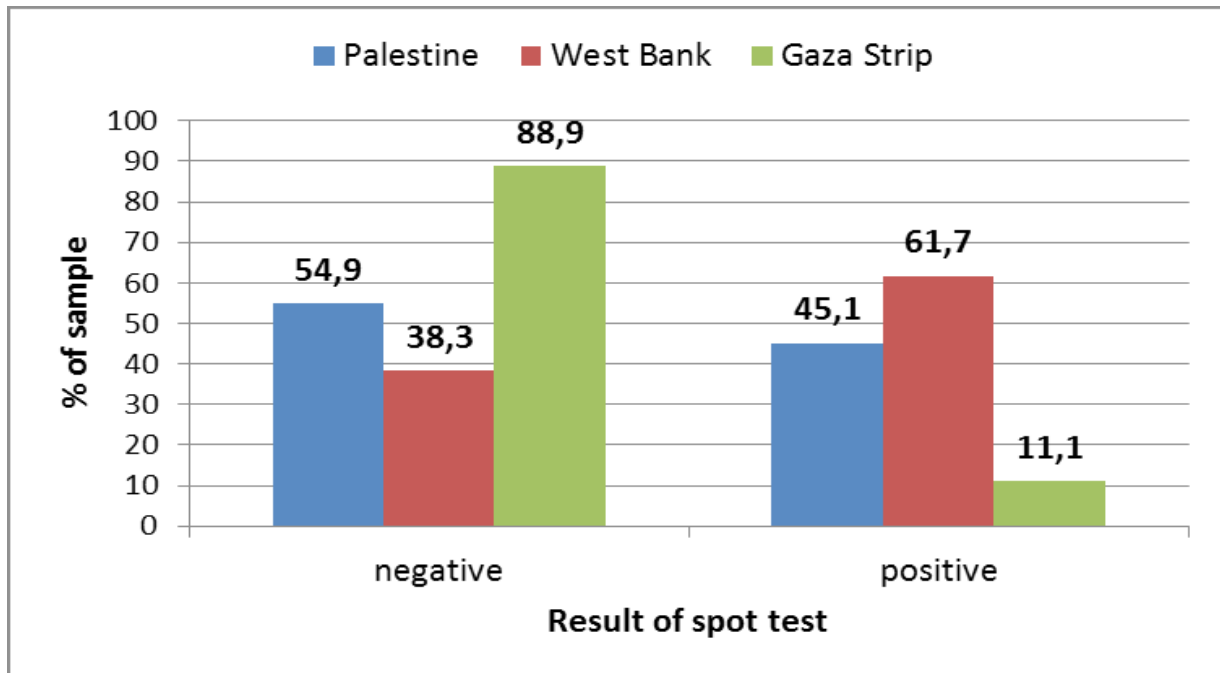
8. Flour fortification was a public nutrition programme in place since 2006 that was supposed to reach most communities. For this purpose, ten micronutrients were added to flour: B1, B2, B6, and B12, folic acid, niacin, iron, zinc, vitamin A and D.

9. However, despite the flour fortification and supplementation programme with iron and other relevant micronutrients, the reported prevalence of anaemia (defined by haemoglobin concentration < 11.0 g/dl) was high in the State of Palestine.

10. Salt iodisation was an essential public nutrition programme, operating since 1996. Potassium iodate was added to table salt in order to supply iodine to the community for the prevention of goitre. The consumption of iodised salt in the State of Palestine was some 73 percent of the population, with a significant difference between the West Bank (69 percent) and Gaza (80 percent) (PA & UNICEF, 2013.)

11. Regarding the quality of coverage and use of fortified flour and iodized salt, since 2006, wheat flour in the State of Palestine was fortified with ten micronutrients with an intake ranging from 40 percent to 80 percent of the respective Recommended Daily Allowances (RDAs). A high percentage of flour and bread samples tested at the time of the survey were not fortified with iron (iron spot test was negative). Adequately iron-fortified flour samples (25–55 mg/kg) were found three times more often in the West Bank than in Gaza, while in the latter more samples contained excessive iron levels (>60 mg/kg) (MOH, 2013). The CPE noted that the flour distributed by WFP and UNWRA was fortified, but not all flour available in the commercial market, including the shops selected for the voucher programme, was fortified.

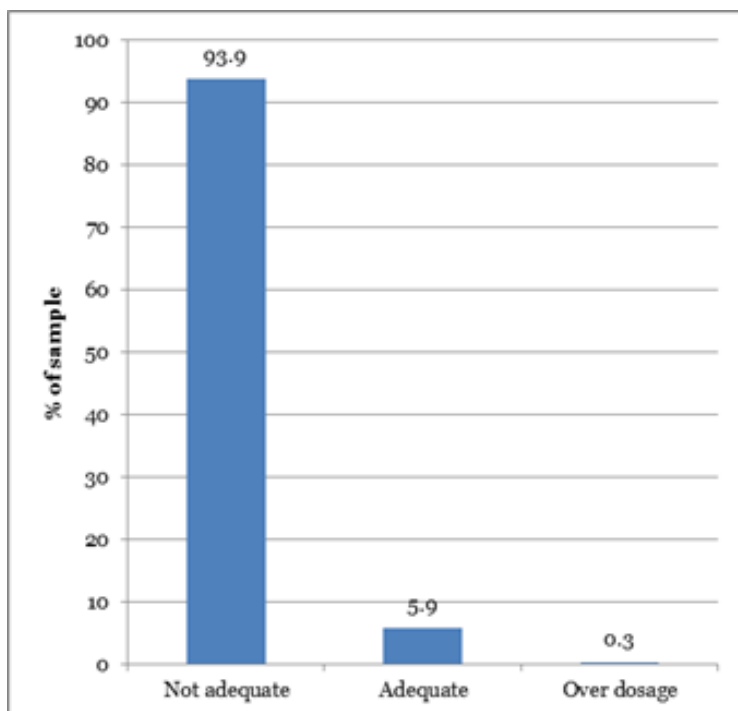
Figure 21 Quality of wheat flour



Source: The State of Palestine Micronutrient Survey, 2013

12. It was found that the average iodine content of salt (20 mg/kg) was well below the level defined by the relevant Palestinian regulation. One fifth of salt samples tested during the survey in 2013 in the West Bank and Gaza were not adequately iodised. Only very few samples (9 percent in West Bank and 3 percent in Gaza) were adequately iodised.

Figure 22 Quality of Iodised Salt

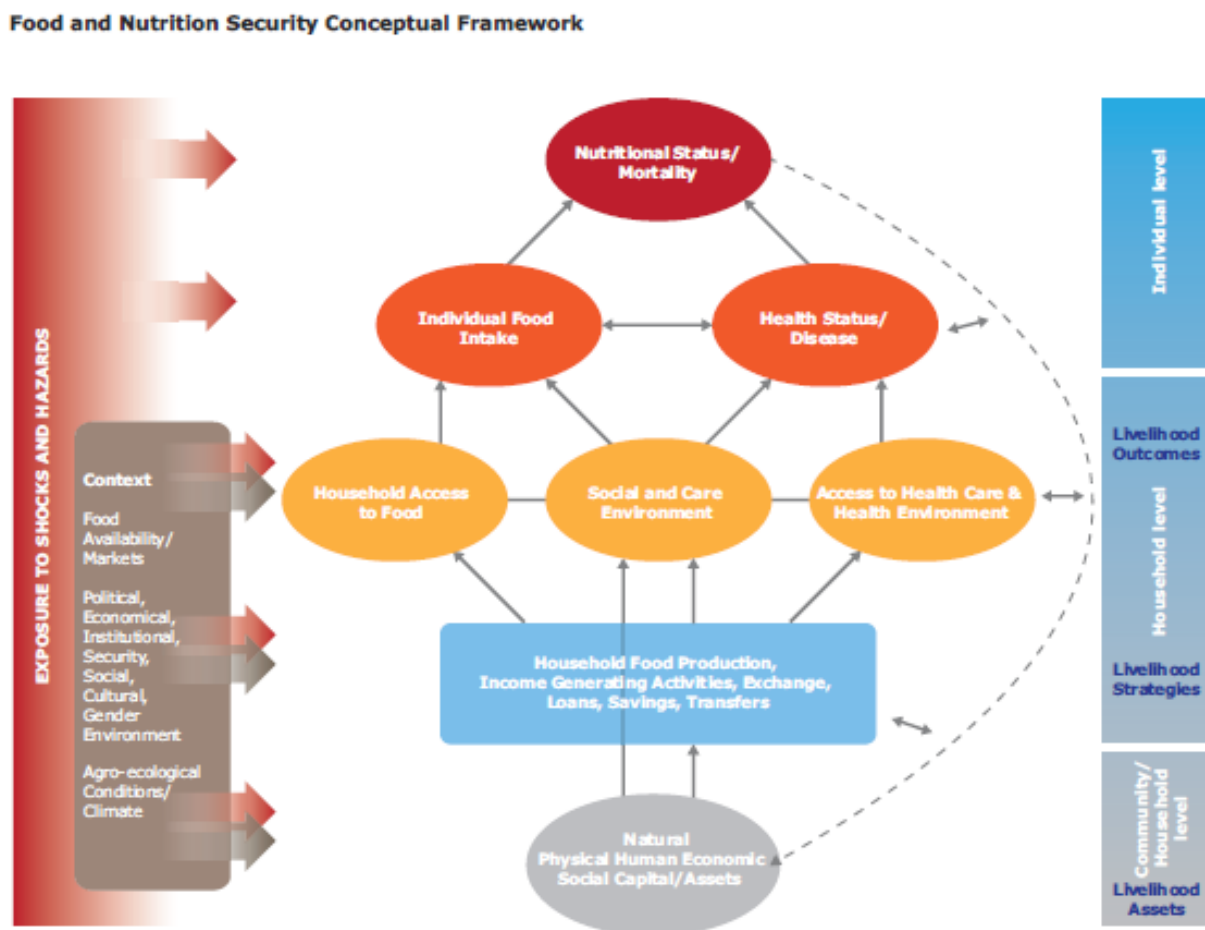


Source: The State of Palestine Micronutrient Survey 2013

13. There was no separate MCHN component in the country portfolio. Nevertheless, nutrition was an important analytical theme for this CPE (Annex B). Therefore the nutritional content of the food basket and voucher food commodities, the nutrition awareness campaign (NAC), partnerships and the nutritional quality of the portfolio were assessed.

14. Nutrition is an increasingly important concern for WFP as a whole. In the country portfolio, where WFP was providing basic sustenance to such large groups within the national population and adjusting the transfer modalities, this concern was particularly central. Furthermore, as in many lower middle-income countries and highlighted above, the issue of the double burden of malnutrition was increasingly significant in the State of Palestine, and it was essential for the CPE to answer the three main evaluation questions across the three ‘pillars’ of the portfolio with regard to nutrition. The CPE adopted WFP’s food and nutrition security conceptual framework (see Figure 23 below).

Figure 23 Food and Nutrition Security Conceptual Framework



15. The evaluation team assessed nutrition-sensitive interventions and the relevance, efficiency, effectiveness and sustainability of the ‘healthy living’ promotion approach. It reviewed survey data, including those generated by the nutrition surveillance system; the findings of beneficiary contact monitoring; the composition, utilisation and uptake of nutritional products; and beneficiary views about the acceptability and usability of general food assistance and school feeding from a

nutritional perspective as well as views expressed in interviews with PA, donors, partners and WFP staff.

Alignment and strategic positioning

16. Despite having no separate MCHN component in the portfolio, WFP was well aligned in acknowledging the need to move towards an approach that supported the Ministry of Health by providing technical assistance and demonstrating technical innovation models such as the NAC. WFP was the lead in Gaza with Oxfam GB and local NGO Ard El Insan, committed to emphasis on the NAC providing nutrition education, infant and young child feeding (IYCF) counselling and behaviour change towards healthy living. The success of this project influenced WFP strategy in the State of Palestine with regard to healthy living.

17. Although designed before the organisation's nutrition policy was approved, WFP's work in the State of Palestine was broadly in line with it: in particular its first objective with its commitment to "increase local production of nutritious food products and local fortification whenever possible and required" and its second objective, "serve as a resource, advocate and thought leader for food-based nutrition interventions to address under-nutrition" (WFP, 2012e and WFP, 2013a). The second objective included reference to "integrating WFP's work into national policy frameworks, and including nutrition in national strategies". WFP thus worked in the State of Palestine to include nutrition commitments in national policy.

18. Nutrition sensitive interventions were addressed in the EMOPs and PRROs under relief and recovery in providing food assistance through GFA.

19. Nutrition was also reflected in the 2014–2016 CS as one of the priorities: "WFP nutrition strategy in the State of Palestine is implemented through three pillars: support to MOH priorities, encouraging "Healthy Living" behavioural change, and continued support and compliance with national fortification standards" (WFP, 2013h). Portfolio activities such as the NNSS, provision of fortified foods and development of national standards on fortification were in line with the CS.

20. Following corporate guidelines, WFP's procurement in the State of Palestine supported local production and market structures. Iodised salt, milk, biscuits and some wheat flour were procured locally; enriched vegetable oil and pulses were purchased regionally and internationally (Figure 24 – Figure 26).

Figure 24 WFP CO local and international food purchases (mt), 2011–2014

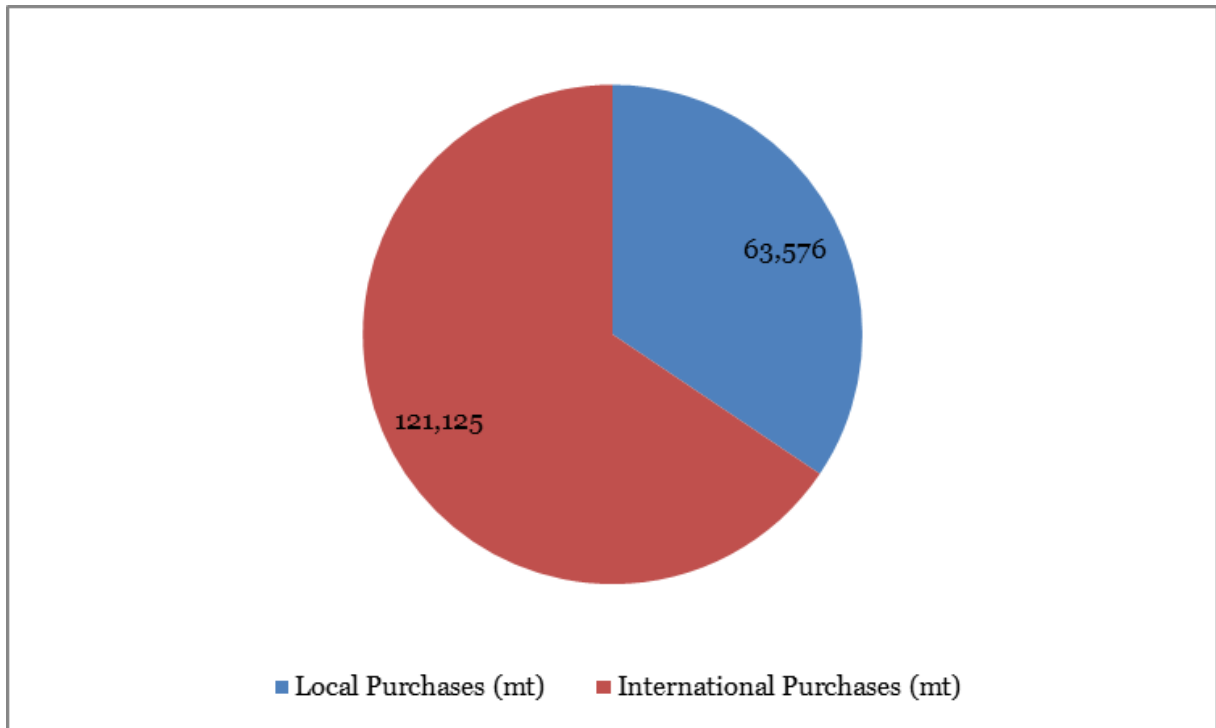


Figure 25 WFP CO internationally procured food (mt) 2011–2014

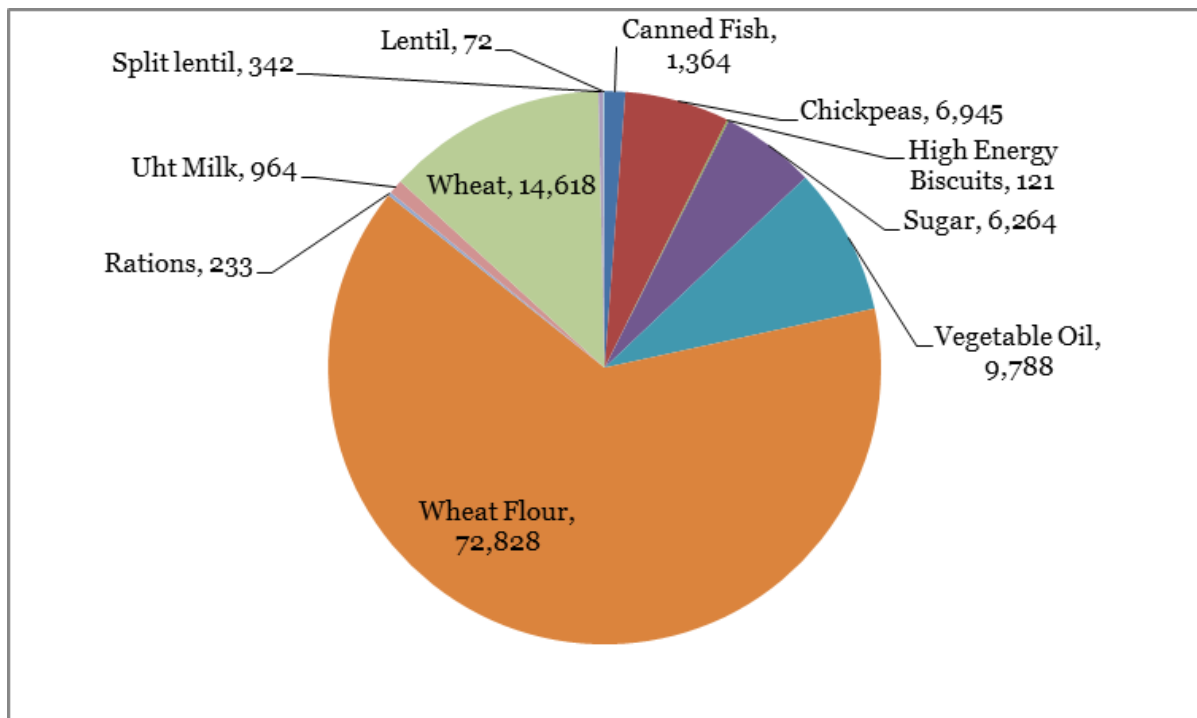
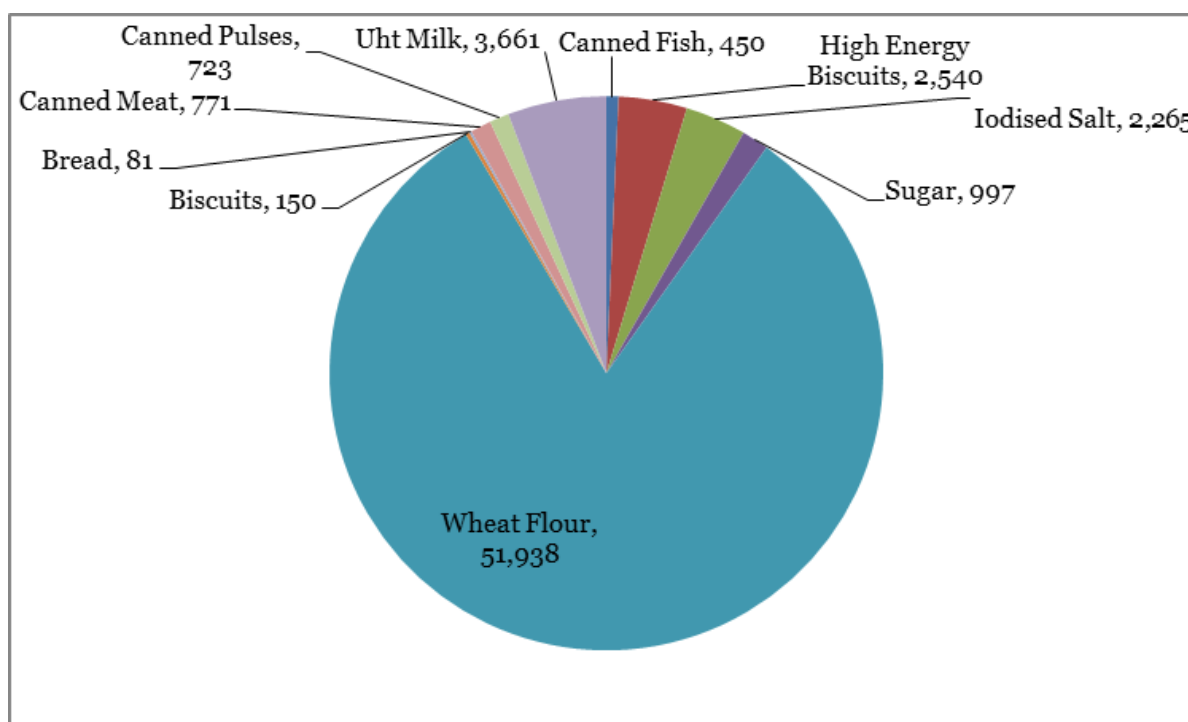


Figure 26 WFP CO locally procured foods (mt) 2011–2014



Source for the above three figures: WFP SPRs, 2011–2014

21. GFA rations were in line with WFP’s nutritional guidelines and Palestinian eating habits. Beneficiaries of GFA received a food ration of fortified wheat flour, pulses, vitamin A-enriched vegetable oil, salt and sugar covering 70–90 percent of the daily Kcal needs, depending on family size and food packaging. However, there was no special foods for children under two and pregnant and lactating women. A similar food ration plus fortified date bars was provided to the targeted institutions.

22. In collaboration with the Ministry of Education and Higher Education, WFP provided fortified date bars produced in Gaza and fortified milk produced in the West Bank to school children in targeted schools. This was considered the most appropriate ration given the PA directive to use locally produced products for food quality and safety considerations. However, due to funding constraints the SF intervention was gradually reduced to fewer days and fewer children and either milk or date bars from October 2013 onwards. (WFP, 2013b, WFP, 2014c). However, WFP managed to reach all targeted schools across Gaza until May 2014. After May school feeding was stopped in Gaza due to funding shortfalls. During the interviews with WFP and the MOE, the evaluation team was informed that there had been no provision of SF since January 2015.

23. The Gender Innovations Fund (GIF) was established in 2010 to facilitate gender mainstreaming in WFP. Through GIF, a pilot initiative, the ‘Nutrition Awareness Campaign’, was implemented from October 2011 to June 2012, targeting 250 women beneficiaries receiving food vouchers in the Gaza governorates. The aim was to increase the diet diversity and the impact of the voucher transfers by sensitising women on appropriate nutritional practices and food utilisation and fostering informal neighbourhood-level support networks to enhance coping mechanisms. The evaluation conducted in 2012 revealed that the NAC had a longer-term positive impact on levels of health and nutrition knowledge, and it was recommended to implement

the project for another round in 2013 and 2014 by targeting more women recipients of vouchers (Kanoa and McCormack, nd, Oxfam, 2013).

Alignment of the nutrition portfolio to the State of Palestine’s humanitarian needs

24. Nutrition-specific indicators of acute malnutrition and/or wasting fell below the thresholds to qualify under the humanitarian agenda, given the very low prevalence of wasting in the State of Palestine. However, the fragile conditions in Gaza, with food and water shortages, could have grave effects on vulnerable groups. While nutrition surveys did not indicate high prevalence of wasting in Gaza, UNICEF and the local NGO Ard El Insan reported that the prevalence of acute malnutrition increased in young children from the end of December 2014. The number of children under five who required treatment was unknown, but UNICEF estimated that there might be over 3,000 malnourished children in Gaza and that many more were suffering from or at risk of acute malnutrition. UNICEF prepositioned special nutrition products to address acute malnutrition or wasting. UNICEF also provided training and protocols for community management of acute malnutrition (CMAM). In these conditions, WFP’s nutrition portfolio, with its emphasis on food fortification and special attention to anaemia, obesity, overweight and corresponding enhancements in nutrition awareness, was well aligned with Palestinian needs – although, as pointed out repeatedly in this evaluation, there was ongoing debate about whether these needs should be described as ‘humanitarian’.

Alignment with national policy and systems

25. The first National Nutrition Policy for the State of Palestine was published in 2008 and then updated for a period in 2011–2012. The most updated one was issued in July 2015 for 2015–2017 with no major changes. Informants indicated that the Ministry did not update the policy frequently. It provided a framework for understanding nutrition within the State of Palestine and strategic direction and an operational plan of action. It aimed to contribute to:

1. consistency and coherence in response to nutritional needs;
2. quality and effective response in nutrition programming (PA, 2008b).

26. The goal of the Palestinian National Nutrition Policy was to improve and maintain the nutritional status and wellbeing of the Palestinian people through:

1. diet diversification, fortification and supplementation;
2. meeting the special nutritional and care needs of vulnerable populations: infants and young children, pregnant and lactating women, school-age children, the elderly and groups who are socio-economically or politically vulnerable;
3. advocating access and consumption of food that is adequate in quantity, quality and diversity;
4. increasing co-ordination among key stakeholders and integration of nutrition-related activities and nutrition across sectors;
5. enhancing capacity building;
6. providing appropriate resources as required.

27. In line with the PA's extensive fortification policy and standards, WFP provided fortified food commodities complemented with provision of micronutrient supplements and national micronutrient campaigns for children and pregnant and lactating women, carried out by the ministry and UNICEF.

28. There was a nutrition working group and a steering committee chaired by the director of the nutrition department in the MOH. WFP and its partners were aligned with the MOH action plan and used inter-agency fora to address the double burden of malnutrition, anaemia, overweight and obesity through provision of micronutrient supplements and fortified food commodities, promotion of healthy living and support to NNSS in the action plan.

29. Institutions (such as orphanages and old age homes) within the national social safety net in the most food-insecure areas were receiving food or vouchers, based on PA requests and the profile and capacity of each institution to provide on-site feeding. This activity was discontinued in many institutions due to lack of funds.

30. Electronic vouchers were used for diet diversity and to enhance the balanced intake of nutrients into the heavily carbohydrate- and fat-rich diet. The vouchers were being redeemed for some 17 commodities (bread, flour, dairy products, pulses, rice, vegetable oil and eggs). This expanded list of food commodities also improved the food consumption score and diet diversity of beneficiaries.

31. The NNSS was established under the leadership of MOH in 2011 and produced its first annual report for 2012 (PA, 2012a). Anthropometric data measuring weight and heights and anaemia were collected through the sentinel sites in clinics from WB and Gaza for children aged 12–15 months, pregnant and lactating women and school children 5–10 years of age to monitor their status. This was not comparable with the PA surveys as the age group used was different. PA surveys were cross sectional and data were collected for children under five by visiting the households.

Comparative advantage and harmonisation with other partners

32. WFP was the sole agency providing fortified foods for direct distribution to non-refugee vulnerable families in Gaza and the West Bank, and there was thus little risk of overlap with other organisations and agencies. UNRWA provided in-kind food to refugees in Gaza and the West Bank.

33. WFP's interventions were complementary to other services provided in Gaza and the West Bank. It focused on developing partnerships by collaborating with NGOs and other United Nations agencies for community-based approaches to counselling and health education through the NAC.

34. Interventions for food fortification were intended to build on partnerships with MOH, MOE and MOSA, which, according to informants, were the predominant partners in this area during the writing of the PRRO 20079 PD.

35. WFP provided nutrition advice and costing to UNWRA in designing the food basket for refugees based on the national food consumption score.

Factors and quality of strategic decision-making

36. Design documents reflected adequate causal analysis of nutrition issues, especially for the CS, which was based on the 2013 and 2014 PA surveys. For the writing of the EMOP 200298 and PRRO 20079, more up-to-date nutrition information was available, from the NNSS 2012 and PCBS, 2014e, and MOH, 2013.

The design of the voucher modality and its value was thoroughly analysed from the State of Palestine Expenditure and Consumption Surveys (PECS) data, the national food consumption score, the nutritional contents of locally available commodities, and market prices.

37. Interviews with nutrition stakeholders at national level revealed that WFP was proactive in moving some of these strategic agenda points forward, while supporting discussions on others. WFP took the lead in introduction of the voucher programme and was a strong promoter of the NAC in the State of Palestine. Key nutrition partners all agreed that WFP was an active member of nutrition working groups and the dedicated task forces that supported the delivery of several reviews and surveys between 2013 and 2014.

38. Under the 2014–2016 UNDAF, WFP committed to address nutrition under the health outcome, by promoting healthy behaviour and by raising awareness.

Performance and results

39. There were no nutrition specific interventions and outputs providing special nutritious foods to malnourished children and pregnant and lactating women due to low prevalence of undernutrition in the design of any of the six operations under review – so no performance/results for nutrition specific interventions such as wasting and stunting could be reported at this level. However, nutrition outcomes were measured and reported largely in terms of the FCS, and later with a diversity measure too in the SPRs. These were meaningful indicators as measures of nutrition sensitive interventions and nutrition performance.

40. During the evaluation period, WFP implemented the NAC in Gaza with Oxfam and Ard El Insan. The nutrition awareness project was focused on food insecure women who were beneficiaries of WFP's voucher modality in Gaza, which helped poor urban families to purchase adequate, nutritious food in local shops by using electronic value vouchers. This was found to be very effective and successful. Interviews with participants and partners of the NAC reported overall satisfaction with the project creating a network of women to influence positive health behaviour and healthy living. The programme was designed to address the double burden (both micronutrient deficiencies and overweight) and to capitalise on the role of women in the management of food resources at the household level, as they were in charge of the preparation of meals, thus contributing to positively influencing food consumption behaviour and to promoting the benefits of a well-balanced diet. Men were involved in the programme to understand the value of balanced diet and NCDs.

41. In late 2013, the impact of the nutrition awareness campaign was measured following two methodologies; the first was a comparative analysis of current and past beneficiaries using baseline and post-implementation survey data (Kanoa and McCormack, nd). This analysis used a cross-sectional descriptive survey/study comparing two distinct groups (2011 participants and 2012 participants) at the pre- and post-participation stages in the nutrition awareness project. The second methodology was a review analysis using both quantitative and qualitative data gathered during three different stages of intervention: the baseline, midline and the final stage. It included direct beneficiaries and indirect beneficiaries (members within the targeted households). The Nutrition Awareness Campaign was found to be successful and to have an impact at individual and community level as reported below. According to one WFP informant, the NAC was selected as one of the top five good practices under the Gender Innovation Fund.

1. Individual level: the NAC strengthened informal networks and increased women's resilience by providing a peer support group beyond close relatives and beyond the project period. At the level of peer support, 78 percent of the targeted women during the baseline phase considered the neighbourhood as a concrete source of support when they face difficulties, as compared to 82.6 percent and 92.1 percent for midline and final phases.
 2. The Nutrition Awareness Project had a longer-term positive impact on levels of health and nutrition knowledge. Depending on the topic, the first nutrition awareness course participants were 20–40 percent more able to correctly answer nutrition-related questions – such as causes of anaemia, types of iron-rich foods, and the importance of exclusive breastfeeding – than the second group of participants who had not yet started the nutrition sessions.
 3. Interpersonal level: the activity had affected not only the individuals, but also household relationships with other family members. For example, women gained a stronger voice and control over family decisions after participating in the WFP project.
 4. By learning how to prepare healthy meals and strengthening their nutritional knowledge, women were empowered. This positively influenced food consumption behaviour while promoting the benefits of a well-balanced diet. The percentage of couples making decisions on food purchases together was significantly higher in the participants who completed the programme (30 percent) compared to women who had not yet started the programme (4 percent).
 5. Households and families were positively affected by the improved nutritional knowledge of the women, and the positive impact of improved nutrition was extended to all household members as indirect beneficiaries of the project.
 6. Through the trainings, women had the opportunity to interact and socialise with others outside their normal domestic sphere, leading to strengthened informal women's networks and empowerment.
 7. At the community level, the project built the capacity of local civil society to implement future interventions that positively contribute to food and nutrition security and the empowerment of women. The project was implemented with Oxfam GB and Ard El Insan, a local Palestinian NGO (WFP and Ard El Insan, 2012).
42. A participant stated that “since a long time I haven't had a chance to go out with my husband and have topics of conversation that were not our daily needs, electricity and gas problems. The voucher system and the nutrition sessions open new horizons in our lives”.
43. The coverage of the NAC remained limited, however, compared to the needs. The plan was to expand it to the West Bank and to all the voucher beneficiaries in Gaza.
44. The evaluation team visited local factories producing iodised salt in the West Bank and fortified flour in Gaza. Local producers of fortified foods were identified and monitored through a rigorous process as per WFP policy on food procurement. A vendor assessment and management exercise was undertaken once a year to evaluate the performance and to identify new vendors in accordance with WFP procurement policy and guidelines. This was done through site visits using standard criteria for validation.

45. WFP was able to proactively promote and support food fortification, which was globally considered as a cost-effective intervention. As supported by the Copenhagen consensus and the 2013 Lancet articles, fortification is one the most cost-effective strategies for reaching populations at large (Bhutta *et al.*, 2013).

The level of synergy and multiplier effect

46. At national level, WFP's relationship with the Nutrition Department in the MOH was not as strong as it could have been. Synergy was impaired by the difficulty of working with the Nutrition Department. This was also the case with other United Nations agencies. WFP and UNICEF brought this to the attention of the highest level in the ministry. WFP's influencing capabilities were therefore limited.

47. Interviews with MOH highlighted a lack of knowledge about the purpose of WFP's programme and its mandate. WFP was perceived as a food distribution and a donor agency. The Department's expectations were that WFP should provide equipment and supplies for the NNSS, which is supported by UNICEF.

48. Synergy was also impaired by the fact that United Nations agencies were pulling out of nutrition and all looking to WFP for expertise and the leadership. The nutrition working group did not meet for a long time in the absence of leadership in nutrition. The most recent meeting took place in April 2015.

49. Despite this, WFP made an effort to develop synergy with the MOH on food fortification and with partners to address micronutrient deficiencies.

50. Synergy with partners implementing the NAC project was found to be effective. They stated that United Nations agencies, if working together, could make a difference and influence the policy and address emerging nutrition and public health concerns.

51. Synergy was achieved in implementation of a healthy snack and the campaign for the "National Cup of Milk" with the MOE. However it remained to be seen if the latter would be implemented.

Sustainability

52. The NNSS calls for the increased use of data for decision-making at all levels, including the governorate level for monitoring, targeting and design of nutrition interventions. WFP used available nutrition data in the design of its EMOPs and PRROs. It supported the capacity of MOH for data management. At the end of the review period, only WFP was supporting the NNSS. This would be a useful tool if data were aligned to include all children under five with disaggregation in Area C and Gaza. To ensure its sustainability, it is crucial to include it in the national nutrition action plan.

53. Given the success and effectiveness of NAC, this could be a sustainable programme once integrated within the action plan of the MOH. It is relatively low-cost, and open to joint implementation with civil society organisations. The messages and methods are simple, and do not require complex implementation arrangements. The need for enhanced nutrition awareness is long-term, and a sustainable approach to assuring it, which the NAC offers, is a key need in the State of Palestine nutrition sector. Whether the broader nutritional outcomes of the WFP portfolio under review are sustainable is – as for other aspects of the portfolio – far from assured. The Palestinian context means that sustainable food and nutrition security depend on factors far beyond the control of WFP. It would, in current circumstances, be rash to

predict that food and nutrition security can be achieved in the State of Palestine, or that the enhanced nutritional status that WFP has helped its current beneficiaries to achieve will be sustainable.

Conclusions

54. Interviews with nutrition stakeholders at national level confirmed that WFP was proactive in moving some strategic agenda points forward, such as standards on food fortification, while supporting discussions on others. WFP led and implemented the voucher modality as an approach to increase health-seeking behaviour and reduce micronutrient deficiencies and overweight.

55. It was reported and observed that nutrition capacity within the United Nations was being steadily reduced, and other agencies were looking increasingly to WFP as the nutrition expert and leader. The question was whether WFP had the mandate and the expertise for this. However, MOH appeared to have different views at the time of evaluation. The Ministry stated that in the past, WFP had a commitment in nutrition and investments were made on capacity development of ministry staff in nutrition. There was a nutrition expert in WFP who was very proactive. As an example, a team from MOH and some WFP staff were taken to Indonesia on a study visit to learn about a positive deviance programme to address malnutrition. It was also stated by the Ministry that WFP was not consistent in its approach in nutrition. This depended on the leadership in WFP. It was only since 2012 that WFP assigned a staff member with whom the Ministry could interact on nutrition matters. (WFP had hired a procurement office with a food technology background in 2009 who was assigned to the nutrition and food technologist function in 2012.)

56. Capacity building also had a strong operational focus, but was not implemented at scale by WFP due to limited capacity. There was only one (national) staff member in the CO working on nutrition. She very diligently covered many responsibilities including internal and external co-ordination.

57. The approach of using findings from the NAC pilot to influence PA policy was partially effective. Interviews with PA staff revealed that they viewed the prototype as small-scale and not replicable, but also that they only had a vague grasp of the actual activities and their purpose. They were of the view that the NAC should be implemented using traditional ways through posters etc. and not through intensive training using a training manual as done in Gaza. The lack of PA ownership, interest and understanding constituted a lost opportunity and undermines the rationale for a prototype approach such as NAC.

Issues for the future

58. National policies on food fortification are in place but lack rigorous implementation and monitoring. To have public health impact on the population, the enforcement of policy to make food fortification mandatory is crucial.

59. Food fortification and local production of nutritious food is a promising path for the future. It would be useful if WFP continues to support these interventions with technical assistance, in collaboration with other development partners. Areas for WFP's attention could be building capacity for quality control of fortified food, and providing technical assistance to local producers and industries in order to increase availability of high-quality fortified foods.

60. Although United Nations agencies in the State of Palestine, due to funding constraints, reduced their capacity in nutrition and are looking to WFP as the nutrition expert, it is not WFP's mandate to co-ordinate nutrition at the national level. UNICEF and WHO should take their fair share, given the nature of nutrition issues such as overweight and obesity and micronutrient deficiencies that fall into their areas of expertise. UNICEF is the lead agency within the United Nations system to co-ordinate nutrition at the country level and WHO is the expert lead on NCDs. This should be taken up by WFP HQ and RBC with UNICEF and WHO regional offices and HQs. This calls for a policy dialogue to influence the mind-set of the national Ministry. WFP will remain an active partner but not the lead.

61. Based on the results of the State of Palestine Micronutrient Survey, the flour fortification standard and micronutrient supplementation programme need to be revised. In discussion of this with the WHO representative, it was proposed to organise a joint workshop of United Nations agencies together with the Ministry to review this, define roles and technical mandates of agencies and gain confidence with the Ministry to address emerging nutrition issues in the State of Palestine.

62. NNSS data collected by the nutrition department are a powerful tool and could be very useful in monitoring, targeting and designing nutrition interventions. However, the measures and other parameters should be aligned with those of the PA surveys conducted every four years. This was reflected in the nutrition action plan to include all children under five. WFP and partners should provide advocacy and support to the MOH to ensure the usefulness of the tool. It would also be useful to disaggregate data for Gaza and Area C given the higher vulnerability.

63. Nutrition is a core thematic area in WFP. WFP staff should become nutrition-sensitive by acquiring the basic concepts of nutrition and fortification through training and capacity building.

64. Although overweight and obesity are a nationwide concern, NAC activity is currently linked with value voucher beneficiaries only, and the coverage is limited. Extending NAC coverage would require high-level advocacy at the ministerial level by WFP and partners. In addition, it would be beneficial to include a nutrition specific indicator by measuring the body mass index (BMI) of women participating in the programme. A simple tool to measure BMI could be a useful indicator to be included in the programme.

65. In the context of serious concerns about emerging NCDs, it may be most appropriate to consider providing low-fat and low-carbohydrate food commodities both in-kind and through vouchers. In-kind commodities provided by WFP over the review period were modified in the EMOPs (108170 and 200298) and PRROs (200037 and 200709), in quantity and types as shown in Table 15 below. Sugar was taken out and the quantity of oil was reduced. With the concept of 'do no harm' in nutrition, it may be beneficial to reduce wheat flour in in-kind rations and include vouchers for more in-kind beneficiaries as well. The nutritional standards as defined in terms of Kcal and percentage of fat should be revised for countries with high prevalence of overweight and NCDs. This would call for a policy change in the international community and would require a policy dialogue within FAO, WHO, UNICEF and WFP at global level.

66. Table 15 shows trends and a possible adjustment to the GFA food basket for future consideration. The changes in quantities and commodities in the food basket

from those in the EMOPs and PRROs were proposed in consultations with WFP staff, in the light of emerging NCDs due to high consumption of oil and sugar.

67. Keeping in mind the emerging NCDs and overweight and obesity, it is suggested that the CO work closely with partners to ensure it addresses these challenges when developing a new food basket that should not be driven by kilocalories.

68. In partnership with UNICEF, WFP should work to expand the NAC to as many of its beneficiaries in Gaza and the West Bank as possible, and advocate the importance of the approach – its gender and livelihood benefits as well as nutrition benefits to the MOH, its partners and funding agencies.

69. WFP should advocate a reappraisal of United Nations nutrition mandates, capacity and roles in the State of Palestine, ensuring that it maintains its high standards of performance in its own agency mandate in nutrition and discouraging any tendency to make it the United Nations' lead agency or only source of expertise in nutrition in the State of Palestine.

70. To ensure adequate coverage, consumption and public health impact of fortified wheat flour to address anaemia, it is crucial to enforce mandatory fortification of wheat flour both in the commercial market and in in-kind rations. WFP, in partnership with WHO, should advocate with the MOH to enforce the policy and associated standards and monitoring.

Table 15 In-kind food basket: changes during review period, and possible development

Commodities	EMOP		PRRO		Possible adjusted ration
	2009–2010 108170	2011–2012 100298	2011–2014 200037	2015–2016 200709	2017 –
Wheat Flour (g)	422	422	300	300	200
Pulses (g)	23	23	30	25	15
Oil (g)	30	30	15	15	15
Sugar (g)	25	25	10	0	0
Salt (g)	6	6	5	5	5
Canned meat (g)	19	0	0	0	0
High energy biscuits (g)	30	0	0	0	0
Total	555	500	350	345	235
Kcal	2158	1997	1366	1309	911
% Protein	10.7	10.1	12	12.5	11.5
% Fat	17.6	15.6	12	12.5	17

Source: Project documents for EMOPs and PRROs and evaluation team discussion with WFP staff.

Annex H Evaluation of efficiency and secondary economic results

Introduction

1. This annex examines the overall efficiency of WFP's portfolio in the State of Palestine and the secondary economic results it has delivered. There appears to be growing interest within WFP to examine the efficiency of its interventions more systematically. This interest is reflected in the WFP Country Office (CO), where the comparative costs of food and voucher modalities are often discussed. To support this, WFP OEV recently developed a technical note on incorporating efficiency analysis in evaluations (Renard and Lister, 2013). That technical note is used as the basis of this analysis.

2. The WFP OEV technical note offers a broad definition of efficiency. The definition is in line with that of the OECD DAC, where "efficiency is a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results" (OECD-DAC, 2002: 21). According to the technical note, 'results' are defined as activities, outputs, outcomes or impact, and efficiency concerns the relationship between resources and results at each successive level of the results chain. This is different from alternative approaches that view efficiency as the cost of producing an output.

3. The technical note also emphasizes that it is impossible to assess efficiency at any level unless you first assess effectiveness. Efficiency is one of the OEV's evaluation criteria, together with relevance, effectiveness and sustainability etc. Together these criteria provide a comprehensive assessment of the value of an intervention. Individually, however, they only provide part of the story. At each level of the results chain one can only assess efficiency if one also has information about results. For instance, an intervention may be relatively inexpensive, but if it is also relatively ineffective its value is limited. Similarly, even if an intervention is worth doing there may be alternative ways of providing the assistance that delivers the same results with fewer resources. For this reason this analysis will refer to the effectiveness of WFPs work when examining efficiency.

4. Making statements about efficiency becomes harder as one goes up the chain, partly because cost data become harder to obtain and attribute, but even more because effects are hard to measure. Nevertheless, efficiency analysis, logically applied, should help to answer questions about 'doing the right things' as well as 'doing things right'.

5. The economic results of WFPs portfolio provide important benefits that should be considered when assessing the economic value of the portfolio. In response to growing interest in this area, some assessments are starting to examine the impact of certain WFP activities in the State of Palestine on household wealth, the local economy and public revenues, as well as household dignity and decision-making. These effects are often not the primary objective of the programme but they provide important additional benefits that should be considered when programming decisions are made. So for the purpose of this annex, which examines the economic value of the portfolio, both the efficiency and secondary economic returns are examined.

6. This annex is divided according to the three evaluation questions: alignment and strategic positioning; factors and quality of strategic decision-making; performance and results. The last section is the main part of the presentation, where the four questions noted in the evaluation matrix are examined. It presents the financing and

cost of the operations, activities, outputs and outcomes as well as evidence concerning the portfolio's secondary economic returns. An outline of what data were used for this analysis and of the methods for the estimates presented is included in Annex B above.

EQ1. Alignment and Strategic Positioning of WFP's Country Strategy & Portfolio

Economic returns

7. Delivering secondary economic benefits, which foster livelihoods in the State of Palestine, was aligned with WFP CO's ambition to provide more than food security. Over the review period the CO sought activities that not only provided immediate food relief for those in need, but also helped beneficiaries develop more sustainable food and livelihood strategies. The scale-up of WFP's voucher modality over time and the CO's interest in expanding its FFA and FFT activities were examples of this. Evidence of secondary economic returns from the voucher modality and the FFA activity supported the CO's objective of positioning the office as a relief and resilience agency. Through these interventions WFP aimed to support intended beneficiaries as well as community level recovery and resilience, by actively encouraging food items to be produced and processed in the State of Palestine and investing in local infrastructure and land rehabilitation.

8. The policy focus of the secondary economic returns of WFP CO's activities aligned with and supported the PA's policy ambitions. First, the voucher system required that all products were produced and processed locally. WFP's institution-wide policy to encourage, where possible, the local procurement of food (accounting for price and quality criteria) was applied to in-kind support in the State of Palestine, where approximately 25 percent of food items were procured locally. Yet the voucher modality went further by committing the procurement of all food items in this way. Localising food production and processing was an objective for the PA. According to the Ministry of Finance, the PA set directives encouraging the local production and procurement of foods and there were national civil campaigns in the State of Palestine supporting this agenda. Furthermore, officials from MOSA praised the voucher modality for its economic benefits for local participating shops, processors and producers, and saw this as an important contribution to support the institution's broader objective to alleviate poverty. Secondly, the FFA and FFT schemes provided some benefits for local communities through local infrastructure projects and rehabilitating land. Interviews in the MOA suggested that the FFA interventions had been aligned and were in support of their policies in these areas.

9. Nevertheless, information on the economic benefits of WFP's portfolio did not reach all levels of the PA. According to one stakeholder, the Minister of Finance praised WFP for the secondary economic effects of the voucher modality, particularly related to facilitating licence and tax compliance by participating entities. Yet the Budget Officer responsible for MOSA in the Ministry of Finance was unaware of the secondary effects of WFP's portfolio. This suggests that WFP should do more to disseminate this information, particularly to key related ministries (such as Finance and National Economy).⁸⁴

10. Localising food production was also an objective for one of WFP's implementing partners. Oxfam GB initiated a 'buy local' campaign to promote these ideas and worked

⁸⁴ No one from the Ministry of National Economy was interviewed during the evaluation mission, so it is not possible to confirm whether they were aware of WFP's activities.

with Danida to support local producers in Gaza. Also MAAN Development Centre, Oxfam GB's partner, was very much focused and committed to the concept of food sovereignty as a strategy for achieving food security and independence. WFP and Oxfam GB started to build synergies between their programmes, as Oxfam-supported producers began to supply the WFP voucher system. Oxfam GB planned to carry out research to explore ways to expand the economic benefits of the voucher modality.

11. The evidence summarised above suggests that the economic benefits that WFP's interventions were advancing were aligned with the priorities of the PA as well as those of implementing partners.

12. There is a separate – equally important – question about the degree to which WFP's efforts to deliver economic returns were coherent with what other agencies were doing. Although the activities of other agencies in this regard were not examined in depth, there were efforts to expand the economic benefits of the voucher modality by promoting the use of the voucher platform. For instance, UNRWA, UNICEF and HelpAge provided their support through WFP's voucher platform and UNRWA will continue to do so. At the same time, WFP does not appear to have engaged with other providers of similar voucher modalities, such as Zakat, to explore how to co-ordinate and maximise the reach of their initiatives. Furthermore, by not actively engaging relevant PA ministries (such as Finance and National Economy) and donors with experience of similar interventions, WFP missed opportunities to ensure that its activities were coherent with partners' interventions and to maximise the economic returns of its portfolio.

Efficiency

13. Delivering operations efficiently appears to be of growing concern for WFP headquarters and for the CO. At a corporate level the recent publication of the efficiency technical note for evaluations is one example of this. Similarly, the fact that this evaluation is one of the first CPEs to separately address efficiency concerns suggests that it is an agenda of increasing importance. This interest was also reflected in the CO, where broad differences in the cost of different modalities were frequently mentioned, even if the figures were debatable.

14. In terms of its application, there was mixed experience of analysing the efficiency of the portfolio. On the one hand, there was limited analysis of the efficiency of outputs and outcomes. This is partly because the CO saw efficiency as one among several criteria to measure the performance of its portfolio. On the other hand, there was a strong focus on delivering cost-efficient inputs, to keep transport, food and other associated costs down.

15. WFP's implementing partners and beneficiaries did not identify improving the efficiency of WFP's operations as a priority. This may be because those interviewed appeared pleased with WFP's operational performance over the last few years. As will be shown below, there was a general consensus among those interviewed that WFP has managed its programmes well. Procedures and processes were clear; WFP was responsive; and additional costs for beneficiaries were manageable. This helped to ensure that inputs and outputs were delivered efficiently. As such, clear opportunities for improvement were not identified from stakeholder interviews. It is worth noting however, that the limited interest shown by partners on this topic may also reflect their limited knowledge of the costs.

EQ2. Factors and quality of strategic decision-making

Operational guidance and level of analysis across the project-life cycle

16. WFP provided limited corporate guidance on incorporating efficiency analysis in the project life-cycle, which partly explains the inadequacy of such analysis of WFP CO's portfolio. According to CO staff, there was no corporate guidance on how to identify the most efficient WFP activities, modalities and operations. As a consequence, cost-efficiency analysis and the comparison of different options based on such analysis were not part of proposal development in the CO. The cost per beneficiary was in SPRs, but this was based on budget data and did not appear to inform programme choices. Similarly, there was limited guidance on how to monitor and help optimise performance during implementation. Consequently, the results framework for the WFP portfolio did not include any indicators related to costs and there was no monitoring of such factors. According to one policy officer, they had intended to measure cost factors but the data collection process seemed so arduous that they left it out. There were some assessments of activities that looked at this topic, but they do not appear to have been systematically carried out across the portfolio and were externally completed, limiting the opportunities for learning. More recently a technical note was developed to better incorporate efficiency analysis into evaluations. But the latest evaluation of CO operation was in 2010 for PRRO 103871, before the note was drafted, and the evaluation did not look at efficiency in great depth. The efficiency technical note provides suggested indicators to measure efficiency, but these indicators were rarely examined in this portfolio. This has created a challenge for this evaluation, as getting the data and establishing the most useful indicators was not easy. Notwithstanding all of the above, the staff interviewed appreciated the merit of completing efficiency analysis and appeared interested to do more in this regard with further guidance.

17. Since there was very limited effort to assess the efficiency of the operations and activities, it is very difficult for this evaluation to test whether the assumptions made during project preparation and review still stand and were verified during implementation. Nevertheless, by examining the constraints for completing such analysis, this evaluation will point to ways to improve this.

18. Providing corporate guidance to complete efficiency analysis is particularly important because such comparisons are technically challenging for certain WFP interventions. Efficiency analysis at input level is relatively straightforward, but efficiency analysis further along the results chain becomes successively more difficult, partly because measuring and attributing costs becomes more difficult, but more particularly because it is harder (a) to specify and (b) to measure the effects (results). The discussion of vouchers versus in-kind food transfers is a perfect case in point.

19. One of the most common comparisons cited in the CO was the comparison between voucher and in-kind modalities. Yet it is difficult to make meaningful comparisons because defining a common unit of output is not easy: a challenge acknowledged by the CO. It either needs to be a standard ration or a number of calories and both measures have their critics. Comparing the number of calories is sub-optimal, as it cannot accommodate the fact that the voucher modality offered a more nutritious basket of food. On the other hand, measuring a standard ration is challenging because the food and voucher modalities in the State of Palestine offered different goods, in different localities and these goods changed over time.

Furthermore, the value of the voucher changed over time. The alpha value⁸⁵ was regularly used in WFP to measure the efficiency of food assistance. But the analysis requires comparing a common commodity, so such analysis makes little sense if the commodities are different and the baskets serve different objectives, as noted by a previous assessment in Gaza (Mountfield, 2012).

20. When vouchers were first introduced in the State of Palestine in 2009, there was a project to compare the efficiency of both vouchers and in-kind food assistance. However, the methodology was criticised and the results questioned. Therefore careful thought about the appropriate methodology is required and guidance for the CO is necessary.

21. At an operational level, using cost information to determine spending choices was more evident. In this sense, WFP did have systems to consider efficiency at the input level. In terms of logistics, there was greater effort to carry out cost-efficiency analysis as part of spending proposals. For instance, in determining the positioning of two new WFP warehouses, the logistics team carried out analysis to show which warehouse would be cheaper. In both cases the cheaper warehouse was selected.

22. There was no corporate guidance for assessing the economic returns of WFP's work; however, because this was identified as an important component of the portfolio, it received more attention than efficiency analysis in the project life-cycle. Since 2012, a monitoring system was in place to analyse the economic results of the voucher modality. There were some concerns about the coverage of this analysis (which will be explored below) and it is too early to tell how these data will feed into future programming choices. Nonetheless, it is clear that a more systematic approach to accounting for the secondary economic benefits of the unconditional voucher modality was established than for measuring the efficiency of the portfolio.

Data limitations

23. The second major challenge making efficiency analysis very difficult is the availability and quality of data. Calculating the efficiency of interventions based on actual expenditure is complicated and cumbersome in WFP and appears to have limited the frequency of this type of analysis. There are several challenges with WFP data systems, which make completing efficiency analysis difficult. This is not unique to the State of Palestine and affects all COs worldwide. The main challenges are summarised below (see also Annex B).

24. First, it is not possible to get data on actual spending according to different activities and their associated modalities without having to pull many reports from Wings (WFP's financial management database). This is because the standard Wings interface provides a cost for a food transfer that includes food procured for all activities (such as GFA, school feeding). Similarly, it provides a cost for 'Cash and Vouchers', but does not divide this between unconditional and conditional voucher programmes. So working out the individual costs for activities requires several reports from Wings and in some cases manually converting the weight of food procured to get a cost and subtracting that from the total.

25. Secondly, the operational costs for food transfers and vouchers are not easily comparable. For food, Wings includes spending items – external transport, landside transport, storage and handling (LTSH), other direct operating costs (ODOC) –

⁸⁵ Alpha values are the local market value of a food-in-kind transfer, expressed in dollars, divided by the total dollar cost to WFP. The higher the alpha value the better.

whereas for 'Cash and Vouchers' other related costs are included. Some of the operational costs should be similar (i.e. transport, funding implementing partners) but the different spending categories, with different definitions, make such comparisons complicated.

26. Thirdly, it is difficult to compare costs within modalities. Anecdotal evidence suggests that school feeding is more expensive than food parcels, because of the small quantities of food involved and the fact they have to be transported to each school. Similarly, according to the CO, FFA/FFT programmes should be more expensive than the standard unconditional vouchers because they involve greater up-front planning to identify and develop the necessary asset or training opportunities. But the Wings database does not provide the full recovery cost for school feeding versus GFA, so completing this sort of analysis accurately and subsequently using this information to decide between these activities is very difficult. Therefore not only does it mean that one cannot identify the real cost of providing school feeding and hence measure the value of that compared to another portfolio objective, but the average costs for in-kind or voucher modalities may be distorted because they include activities with different average costs.

27. Finally, access to the Wings database is restricted to certain people in a CO, which means that widespread analysis and use are difficult. All of these challenges need to be addressed at the HQ level, not in the CO.

28. As mentioned above, a separate monitoring system was established to assess the secondary economic benefits of the voucher modality, which makes this sort of analysis much easier. Nonetheless, similar systems were not developed for the FFA/FFT activities or the implementation of in-kind food assistance that might also have economic spin-offs. It is only possible to make robust choices between alternative activities if one consistently compares benefits as well as costs.

Quality and comprehensiveness of subject analysis

29. There was very limited analysis of efficiency in documentation on the country portfolio. Standard WFP documentation (PD, Budget Revision, SPR) presented cost information. Yet beyond one table in some Budget Revisions on daily food ration/voucher value by activity (e.g. WFP, 2014m: 7), this information was not analysed in terms of efficiency. The CO referred to 'back of the envelope' calculations but these were based on budget rather than actual data. The logical frameworks for the operations did not contain financial efficiency indicators, so performance was not regularly measured in this way. There was only one study that attempted to calculate the efficiency of the voucher and in-kind modalities in a comparable way over the review period (Creti, 2011). The limited analysis on this topic was undoubtedly because of the methodological and data challenges (Creti, 2011, Mountfield, 2012). The important operational point, however, is that there was not much rigour in the comparisons being made. The 'common knowledge' that vouchers were much more expensive than in-kind food assistance was only based on one piece of detailed analysis. Other comparisons based on budget data were insufficient to provide a picture of actual experience, as budget amounts were consistently different from spending.

30. There was more analysis of the economic returns of WFP's portfolio, particularly with respect to the unconditional voucher. As this was a strategically important initiative for the CO, a separate monitoring system was set up to measure the

secondary economic effects of the voucher modality. Analysis on Hebron was produced in 2012 as a pilot case, and the first full assessment for the West Bank and Gaza was produced in 2013. A second round of data collection for the West Bank and Gaza was done in 2014, and the second secondary impact study was produced in 2014. In addition reviews of the voucher system in Gaza in 2011 and 2015 also looked at the economic effects (Creti, 2011 and a second study not yet approved for citation). In comparison the results of the FFA/FFT activities received less attention, even though evaluations for both initiatives were completed recently. Since the economic benefits of the unconditional and conditional voucher modalities were different, their relative value is difficult to assess.

31. There were no cross-country comparisons regarding efficiency and economic returns analysis. This is partly because WFP did not house a database with indicators on these issues that COs reported against. Furthermore, measuring the economic benefits of vouchers was relatively novel in WFP. Only the Jordan and Lebanon COs had started reporting these findings, but using a different methodology so that comparisons to the experience in the State of Palestine were not possible. Given the paucity of analysis on these topics within WFP, the CO Palestine made a commendable effort to start measuring the economic benefits of its interventions.

32. Still, some concerns were raised about the reporting of the economic returns of WFP's portfolio.

33. First, there was not a comprehensive approach to measuring the economic returns of the portfolio. Particular attention was given to the unconditional voucher modality, while other initiatives received less attention. Initiatives were assessed separately for their economic value and some were not measured at all in this way, i.e. in-kind support. In order to have a broad and comparable understanding of the economic returns of the portfolio it is important to have a more comprehensive measurement approach. This will help determine whether the voucher is really providing more economic benefits than the in-kind GFA and where opportunities for expansion exist. For instance, increasing the proportion of in-kind food procured and processed locally may have a greater economic impact, given the proportional size of in-kind support for the CO, than introducing a new FFA/FFT scheme. Comparability is crucial, because WFP can only make robust choices between alternative activities if costs and benefits are consistently compared. WFP is unlikely to choose the right things to do if it is not even conceptually comparing like with like. Related to this, there is a stage before 'measurement', which is to consider which effects WFP ought to consider. There is a risk that because of concerns about WFP's mandate and perceived specialism, WFP will select modalities based only on a sub-set of their effects. It will be important for WFP to avoid being constrained in this way and to take a broad and coherent approach to measuring the net benefits of its activities.

34. Secondly, the monitoring system for the unconditional voucher measured the secondary economic benefits in terms of dairy produce, not accounting for the effects of the other food items covered by the voucher. The CO was aware of this criticism and intended to expand the survey to include the other food items so that a broader assessment can be completed.

35. Thirdly, there was the special issue for WFP of what results were taken into account in justifying what it does. WFP has an understandable bias towards 'foodish' effects, such as calories provided and FCS, and then 'economic returns bring another significant dimension of effects, which are strongly related to the strategic issue of

coherence among aid agencies. It is important for these to be accounted for in a coherent and consistent way to allow for meaningful conclusions. For instance the new monitoring system allowed a consistent set of costs and benefits to be regularly assessed; whereas studies such as Creti, 2011 looked at other aspects of economic benefits (such as the multiplier effects and effects on the macro economy) that were not regularly examined over time. Such one-off findings are interesting but less useful when it comes to informing programming choices.

36. Finally, many stakeholders interviewed felt that it was important to systematically account for the other secondary benefits of the voucher modality when assessing its worth, i.e. valuing choice, diversity, self-dignity etc. Finally, it is unclear how the analysis fed into operational decisions.

37. Across the whole portfolio there was virtually no examination of the financial costs borne by others for WFP implementation.

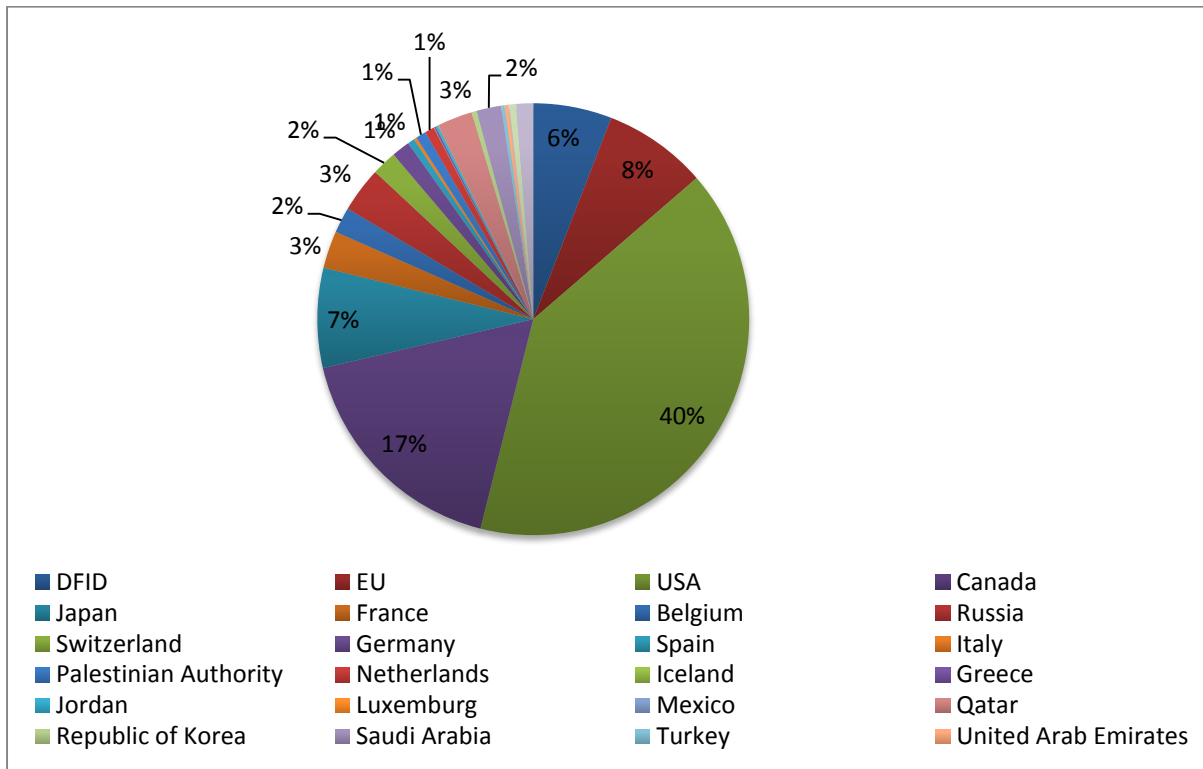
EQ3. Performance and results of the WFP portfolio

38. This section examines the financial performance of WFP's portfolio over the review period. The questions outlined in the evaluation matrix (Annex C) to assess the efficiency and the economic results of the portfolio are answered below. In some instances it was difficult to divide the figures per year. In these cases costs for the six operations over the period of this review are presented (covering 2009 up to 2016). The analysis starts by examining how the portfolio was financed and the cost of the operations and activities.

1. What were the financial inputs and costs of the activities and operations?

39. Many donors financed the portfolio, but only a few provided a large portion of the funds. Committed donor funds for the operations under review are shown as percentages in Figure 27. The USA was by far the biggest donor, committing 40 percent of total funding for the six operations under review. This was allocated to the two EMOPs and the two PRROs, with slightly more given to the PRROs. Canada was also a significant donor, committing 17 percent of total donor finance, followed by the EU (8 percent), Japan (7 percent) and DFID (6 percent). Many other donors committed smaller amounts over the years. The largest number of donors committed resources for the EMOP 200298 – Gaza relief operation. This was supported by 22 donors as compared to ten to 14 for the PRRO operations.

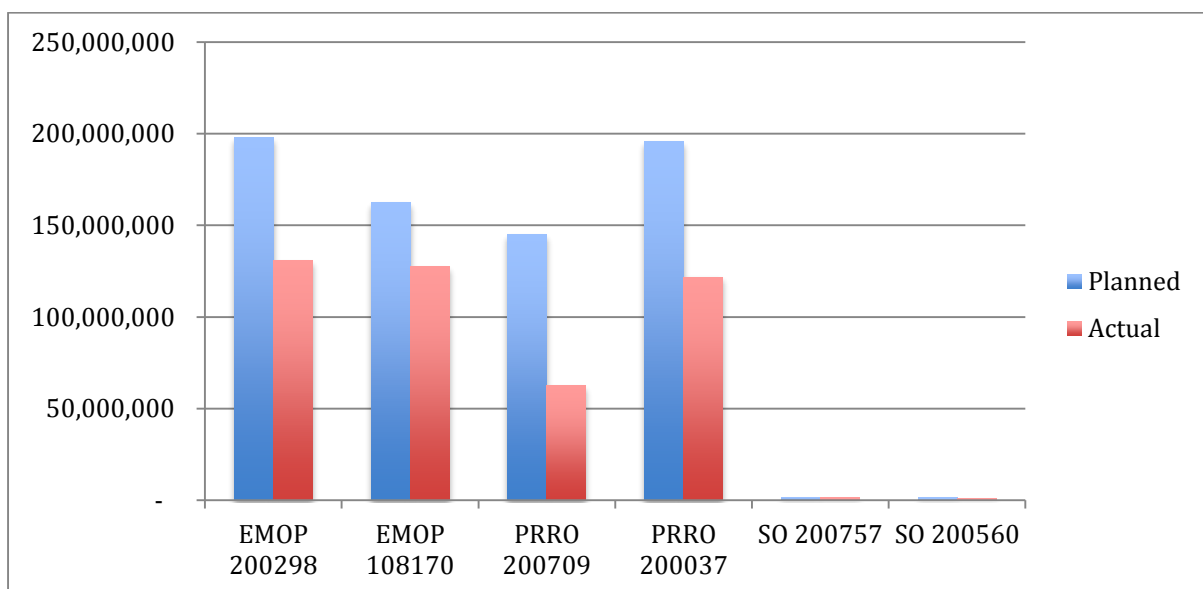
Figure 27 Committed donor funds for WFP CO for the six operations under review



Source: WFP CO & updated Resource Situation, 23 August 2015. Note: total donor commitments do not equal total expenditure per operation.

40. Actual expenditure was approximately 70 percent of initial programme plans, suggesting that identified needs were rarely met. There was a large difference between planned and actual expenditure, confirming the view of many WFP CO staff that funding constraints were their biggest programming challenge. Figure 28 illustrates the difference between planned and actual expenditure across the six operations under review. Planned estimates – which according to some WFP staff represented the existing needs in the State of Palestine – were consistently considerably higher than actual spending. Funding shortfalls primarily drove this gap. Examining completed operations, actual expenditure per operation was on average 70 percent of planned estimates. Still, there were some large variations: for instance, the EMOP 108170 spent 78 percent of what was planned, whereas the following EMOP 200298 (despite having the largest number of supporting donors) only spent 66 percent. PRRO 200709 is still ongoing which explains why the largest difference exists for that operation. It is difficult to see the results for the two Special Operations (SOs) on the figure but the proportional difference was similar to the other programmes.

Figure 28 Committed donor funds for WFP CO for the six operations under review



Source: WFP CO (financial dataset 2)⁸⁶

41. This funding gap was growing from 2011. Spending as a proportion of total planned expenditures fell over the review period. This put pressure on the CO to make tough strategic choices as lower proportions of their plans were funded. There was a small reverse in 2015, but funding also fell this year.

Table 16 Actual expenditure as percentage of planned spending for the six operations under review

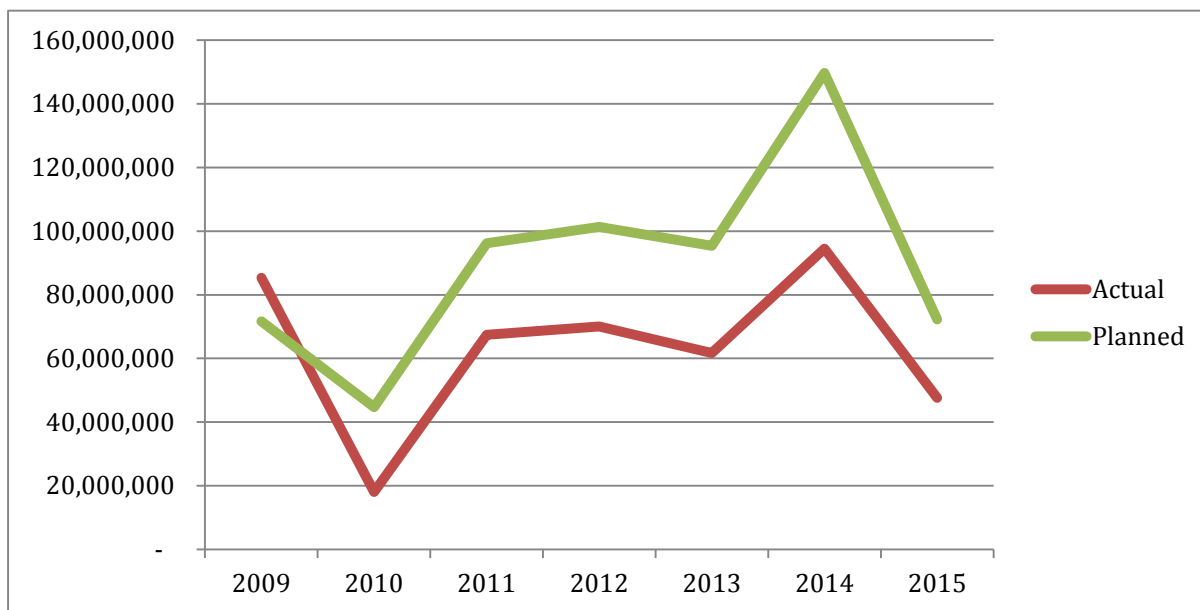
	2009	2010	2011	2012	2013	2014	2015
Difference between planned and actual	119%	40%	70%	69%	65%	63%	66%

Source: WFP CO (financial dataset 2)

42. Despite the large funding gap, actual expenditure grew over part of the review period. In 2011, actual expenditure was approximately USD 67.5m and it rose to a peak of USD 94.5m in 2014 in response to the crisis in Gaza. There was a small drop in actual spending in 2013 and spending for (half of) 2015 was low, but this reflects a reduction of the portfolio to only one operation. So actual spending grew over the review period, but it was less than planned. One CO informant suggested that the resources for the 2014 Gaza crisis were depleted much faster than previous emergency relief efforts, confirming the downward fiscal pressure faced by WFP in the State of Palestine.

⁸⁶ See Annex B for the explanation and caveats about the financial datasets.

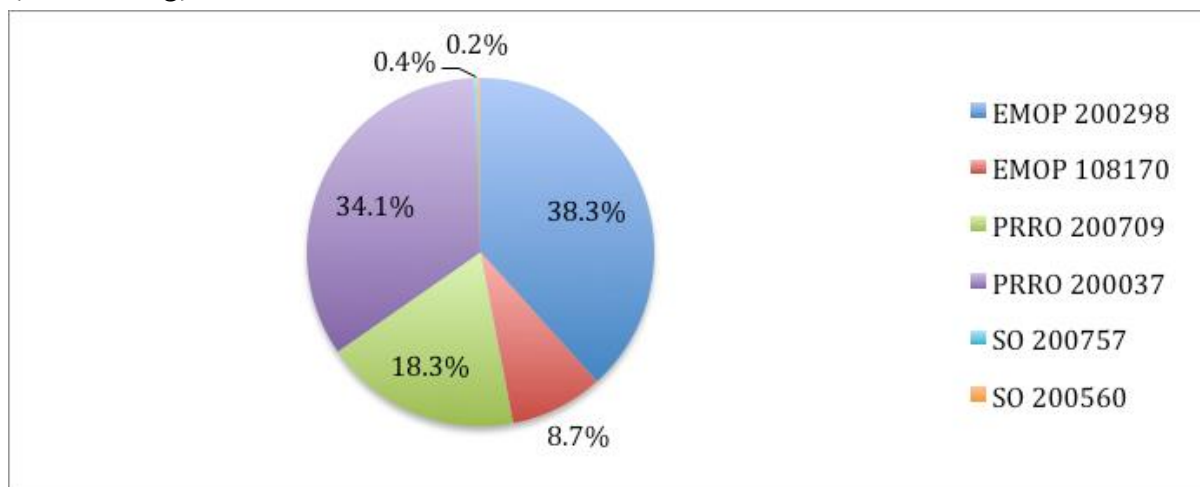
Figure 29 Total planned versus actual spending for the six operations under review



Source: WFP CO (financial dataset 2)

43. At the operation level, it is clear the EMOP 200298 was the largest operation over the review period. PRRO 200037 was the second largest.

Figure 30 Distribution of actual expenditure for the six operations under review (2011–2015)

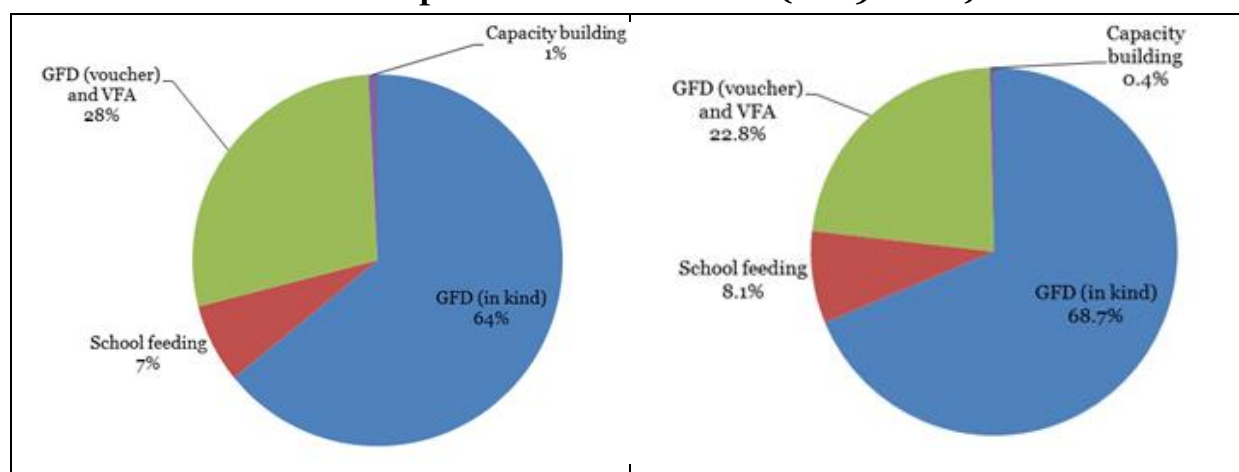


Source: WFP CO (financial dataset 2)

44. Comparing activities and modalities across the six operations, GFA in kind consumed over two thirds of all spending and a larger proportion than initially planned. The split of financial resources across the different activities and modalities shows that spending was relatively similar to planned allocations. Across the six operations approximately 69 percent of resources were spent on GFA in kind; 23 percent on GFA by vouchers and FFA/FFT;⁸⁷ 8.1 percent on school feeding and 0.4 percent on capacity building exercises.

⁸⁷ It is not possible to disaggregate accurately actual spending for conditional and unconditional vouchers. According to planned expenditure conditional vouchers were 11 percent of the total voucher budget. As conditional vouchers were underfunded

Figure 31 Actual spending (left) and planned spending (right) across activities and modalities for the six operations under review (2009–2016)



Source: Actual expenditure – project management documents ; Planned expenditure – WFP CO (financial dataset 2)

45. Figure 31 above only includes the costs borne by WFP. Other costs borne by implementing partners or beneficiaries appear to be manageable. WFP pays these partners to implement its activities. They receive ODOC that covers staff time, transport, logistics etc. When asked whether there were additional costs to implement the interventions, partners said these were minimal. On the other hand, staff at the date and salt processing factories made reference to the challenges they faced having to fund all the considerable upfront fixed costs to allow them to participate in WFP’s schemes, such as financing new machinery and improving quality controls. The flour factory also complained that they were unable to get the value added tax (VAT) back from the PA on the wheat they had to import to supply WFP with flour. Yet they also said that they appreciated the improvements in quality that this enabled them to achieve. According to beneficiaries there is anecdotal evidence that small contributions were being made to collect goods (from the shop or distribution point), which according to those interviewed was acceptable. According to the shopkeepers interviewed, instead of shopping with the voucher every week, many customers were coming to the shop twice a month or less, as a way to minimise additional transport costs.⁸⁸

2. How much did the outputs cost?

46. Calculating the cost of outputs is difficult because of the challenges with data availability and methodology discussed above. For instance, it is difficult to get an accurate estimate of total spending on GFA in kind and school feeding separately and this is also the case for conditional and unconditional vouchers. Furthermore, methodological challenges to establish a common output make it difficult to compare modalities in terms of similar nutritional value, calorie count or standard ratio. For these reasons, we have produced a crude estimate of the average costs for the in-kind (GFA in kind and school feeding) and voucher modalities (GFA by voucher and FFA/FFT) over the six operations under review, based on actual financial expenditure and beneficiary numbers.

(compared to plans) this amount is expected to be even smaller in practice, illustrating that they are a very small component of WFP’s portfolio.

⁸⁸ One shopkeeper complained that unspent vouchers at the end of the month could not be redeemed the following month. So if people were unable to go shopping in the last week of the month, they lost the value of the voucher.

47. The cost for food assistance in kind was USD 74.4 per person compared to USD 91.1 per person for the voucher.⁸⁹ This result supports the past analysis and general consensus in the CO that vouchers were more expensive to deliver than food in kind. But the difference between the two tools is less than is commonly mentioned in the CO.⁹⁰ The only other study that analysed the efficiency of WFP CO activities showed that in-kind assistance was preferable in this regard. Specifically, with the same value of transfer, the average food basket redeemed through vouchers provided less than half of the minimum daily requirements for energy (40 percent, compared to the 90 percent provided through the in-kind ration) and protein (50 percent, compared to the 100 percent provided by the in-kind ration: Creti, 2011). It is not possible to comment on the validity of this estimate, because a detailed breakdown of the costs and benefits included was not shown. Creti's report also quoted a review in 2010 that showed that in-kind support was more cost-efficient than vouchers, based on alpha value analysis (Prout *et al*, 2010).

48. Over the review period there was no in-depth analysis of the costs of the two modalities, i.e. a study which systematically compared the costs, on the one hand, and the effects on the other. During stakeholder interviews the following reasons for the disparities were given. First, the basket of food commodities is not the same for the modalities. The purpose of the voucher was to provide beneficiaries with nutrient dense foods with good quality protein, and other fresh foods. As such it included dairy and fresh produce that were not available in the in-kind ration. Such goods were often more expensive than the items provided in the in-kind ration. Secondly, in-kind products were procured at wholesale prices, whereas voucher products were redeemed at retail prices. The value voucher equals the local retail value of the food provided. Therefore, for the same level of financing, it is assumed that a larger tonnage of produce should be procured through in-kind system. Thirdly and related to this, goods and services were tax-exempt when WFP procured them directly. This included the procurement and transport for in-kind assistance.⁹¹ However, the implementation of the voucher modality meant that WFP was implicitly paying VAT and other taxes that a shopkeeper accounts for when setting the price of his/her produce. Finally, it was suggested that management costs might be higher for the voucher modality, for instance because of the monitoring system or the technical backstopping necessary. The CO started to examine and compare these costs, but the results are preliminary. Given all of the above, a more detailed analysis of the underlying cost drivers would be useful, as well as cost comparisons based on a common unit of output.⁹²

Logistical efficiency

49. The processes of procurement and logistics continued to work well, as they did when reviewed in 2010 (WFP, 2010b). The Gaza blockade continued to come at a high cost for WFP, with the requirement of a separate warehouse in Israel to pallet goods, and additional travel. Nevertheless at each point of the logistics supply chain efforts were made to reduce costs, by having a warehouse outside the port; moving the location of warehouses; and seeking new contractors on an annual basis. UNRWA and

⁸⁹ These data are based on actual spending for the six operations taken from the Programme Management Overview document, Wings. All costs are included. DSC is divided between food and vouchers according to their financial size. The Combined instrument is excluded. Actual beneficiary data is from the CO, assumptions were made for the 2009 data (see Annex B for further details).

⁹⁰ During a more detailed analysis, comparisons should be made between planned per capita amounts and actual per capita amounts.

⁹¹ It is not clear how such tax returns are included in the financial accounting system. Furthermore, the CO had difficulty getting tax refunds paid by the PA.

⁹² Given the data and method complications, this was not possible for this evaluation.

WFP also initiated negotiations with the Israeli authorities to bring containers straight into Gaza; this should deliver large efficiency savings in the future. The pilot was expected to start imminently. Obtaining tax refunds from the PA was not successful. This affected not only WFP CO but also some of its suppliers (as well as other United Nations agencies). Achieving this would create significant savings, but the PA's precarious fiscal situation suggests this will continue to be hard to achieve.

50. The introduction of the electronic payments system is a good example of efforts to improve the efficiency of WFP's operations. By the end of the review period, WFP managed the payment system and all voucher payments and transfers were electronic. This minimised any potential wastage and created operational savings as implementing partners were required to do less payment management and monitoring. Yet this windfall gain to WFP had not materialised by the end of the review period, because the budgets for implementing partners were not reduced in 2015. The changes are expected to take place at the beginning of 2016. WFP also increased revenues from this arrangement because three partners paid WFP to use its electronic platform (UNRWA, UNICEF and HelpAge). Stakeholders also suggested that MOSA might like to use the card wallet for other benefits.

51. WFP appears to have managed its programmes well and no clear efficiency saving measures were identified from stakeholder interviews or background literature. Officials from MOSA, MOE and MOA were very complimentary about their partnership with WFP, valuing not only the financial support but also the technical assistance to improve the delivery of programmes. When asked about the implementation of activities, PA officials and beneficiaries (households, shopkeepers, producers and processors) were pleased with WFP's management, noting that "staff are very professional", "things are delivered according to plan and on time," and "whenever there is a problem, WFP is very responsive and it is fixed almost immediately". No stakeholders raised any significant or necessary improvements. This experience is confirmed by analysis of WFP-UNICEF's support that illustrates that 97 percent of beneficiaries (food, WASH, education) were satisfied with the delivery mechanisms (Al Athar, 2015).⁹³

3. What have been the secondary economic benefits of the voucher and combined modality on unemployment, the local economy and public revenue?

52. The economic effects of WFP's portfolio were initially a secondary concern but are now considered a desirable component. As discussed above, there is a growing body of work illustrating the positive economic benefits of the unconditional and conditional voucher modalities. The economic returns from the unconditional voucher system were and remain a secondary impact, as they were not an objective within the voucher's results framework. Yet the FFA (and to a lesser degree the FFT) interventions were more explicitly predicated on their economic benefits.⁹⁴

53. WFP CO received a lot of praise for the successful economic externalities of the unconditional voucher system, yet donors were reluctant to scale up the conditional vouchers. Most stakeholders interviewed (i.e. MOSA, implementing partners, donors, operational beneficiaries) were very positive about the economic effects of the unconditional voucher modality. There was a clear sense that WFP should continue to support this modality and – if possible – look for ways to expand the economic

⁹³ Concerns with the validity of the data received have meant that the examination of operational costs over time will not be undertaken here. Similarly, efficiency savings from the SO logistics cluster were not identified during the evaluation, so have been excluded from the analysis.

⁹⁴ There were output and outcome indicators related to asset development in in the relevant logical frameworks.

externalities. Yet, stakeholders interviewed were less aware of the FFA/FFT interventions and those who were aware were often critical about their effectiveness, so less interested to fund them. As a consequence conditional voucher interventions were much smaller than planned.

54. The unconditional voucher modality produced impressive economic results, directly benefiting participating shopkeepers, processors, producers and the Palestinian Treasury. Table 17 below shows the secondary economic results of the voucher, focusing on dairy production. Shopkeepers and dairy producers felt the benefits most clearly, while they were less visible for dairy farmers. At the end of the review period, the average monthly sales for shopkeepers were 40 percent higher since joining the scheme. The higher profits allowed many to expand, hiring new staff and improving their facilities. The dairy producers experienced even greater improvements, with sales increasing by an average of 58 percent and a remarkable 207 percent in Gaza. Higher revenues should have contributed to greater tax contributions, but the evidence on this is not conclusive and the Ministry of Finance was not well informed of WFP's role in this regard. The assertions that the scheme also improved business infrastructure such as licenses and quality control are also difficult to verify.

Table 17 The secondary economic effects of the unconditional voucher modality

	Region	Results pre-programme	Results in June 2014	Improvement		
Increase in shop sales		Average monthly sales (NIS)		% Increase		
	WB	63,724	87,767	38%		
	Gaza Strip	67,552	97,367	44.1%		
	Total	65,638	91,712	39.7%		
Number of new jobs created in shops		Number of employees		No. of new jobs		
	WB	87	118	31		
	Gaza Strip	93	139	46		
	Total	180	257	77		
Capital investments made in shops		New tools/ Equipment	Shop Expansion	Internal Decoration	New vehicles	Others
	West Bank	80,429	22,429	32,000	70,000	35,714
	Gaza Strip	79,714	66,857	18,571	30,714	12,000
	Total	160,143	89,286	50,571	100,714	47,714
Increase in sales of dairy producers		Average monthly sales (NIS)		% Increase		
	WB	1,502,727	2,268,500	51%		
	Gaza Strip	39,040	120,000	207%		
	Total	1,045,325	1,654,643	58%		
Number of new jobs created in dairy producers		Number of employees		No. of new jobs		
	WB	879	1115	236		
	Gaza Strip	42	66	24		
	Total	921	1,181	260		
Scope to increase local taxation	Region	Average revenue monthly (\$)	Average revenue yearly (\$)			
	State of Palestine	64,364	772,000			

55. The data suggest that participating entities in Gaza benefited proportionally more than those in the West Bank, but these differences have not been explored.

56. The stakeholder interviews confirmed the positive results in the assessments. The shopkeepers interviewed had all experienced considerable improvements in sales and profits, so were able to hire new staff and invest in their premises. The managers of the salt producer, date processor and flour factory noted similar benefits. They also saw WFP's support as a means to improve their international sales (by providing sufficient demand to justify scaling up their production and improving the quality of their products). This was considered to be a valuable additional benefit.

57. The electronic payment platform also provided positive economic spin-offs. For three of the shopkeepers visited it was the only one in the area, so they attracted additional business through its use. Another stakeholder commended WFP for supporting a strategically important campaign to encourage the purchase of local goods. In a context where economic restrictions severely limited business development in the State of Palestine, this was considered particularly important. The food and retail markets were functioning well enough for the unconditional voucher system to be very successful, even though they remained vulnerable to Israeli control of trade movement. Nevertheless there were still improvements to be made, as noted by the latest assessment (WFP, 2014g).

58. While acknowledging the impressive secondary economic benefits of the unconditional voucher modality, a few caveats are worth noting. First, the degree to which these benefits were being captured by the already successful businesses should be examined. Evidence on the size of different dairy factories participating in the scheme suggests there was a relatively equal spread across small, medium and large businesses. However, in Gaza it seems that the number of participating producers outside just dairy production was smaller and they were larger in size. In Gaza it was suggested that WFP could do more to encourage producers to buy from small-scale farmers, to distribute the benefits of the scheme (although such small-scale farmers may need support to adhere to the high standards required for WFP suppliers). This builds on Oxfam's work with Danida in this area; the Abu Eitha dairy processor offers a good example.

59. Secondly, the analysis should look at all types of businesses participating in the scheme, not only those linked with the dairy industry. As mentioned above, this is planned for subsequent surveys, but the focus was initially restricted to the dairy industry to allow for a more manageable study. Thirdly, there was limited analysis examining whether the benefits for participating businesses came at the expense of non-participants. For instance, were customers simply moving from one shop to another? This may be significant at the shop level, but the substitution of locally produced food for imported food should have net benefits for Palestinian food producers/processors, particularly if this is sustainable.

60. Fourthly, the retailers and producers participating in the scheme represented only a small proportion of the sector, so only a small group was benefiting from the scheme. Broader effects on the local economy might have been captured through multiplier analysis, but this was not estimated. Finally, there was no analysis explaining why those at the beginning of the supply chain may not be benefiting (WFP, 2013c; WFP, 2014g; Creti, 2011). According to one WFP informant, it is much harder to identify the benefits of the unconditional voucher modality at the lower levels of the supply chain, even if they exist. This is partly because structural factors distort the effects of the intervention. For instance, the prices of input products (such as imported fodder) can vary dramatically within a year, having a considerable effect on the

financial value of the farmers' sales. Furthermore, many of the local farms are family businesses, so they might not hire additional people even if sales increase.

61. No analysis of the economic returns of the in-kind modality was carried out during the review period. It can be assumed, however, that the school feeding activity delivered similar economic benefits for producers and processors to the unconditional voucher modality, because the milk and date bars were locally procured. Furthermore, there is a different set of arguments about potential economic benefits of school feeding (human capital etc.), which are much longer term and have not been examined.

4. How much did the outcomes cost?

62. Recent evidence suggests the voucher was more effective at improving outcomes than in-kind support. The measured outcome for GFA (food and voucher) was stabilisation or improvement of the food consumption score (FCS) for the targeted households/individuals. Recent analysis on Gaza confirms this assessment, clearly illustrating that between 2011 and 2015 the voucher modality was most successful at delivering improvements in the FCS, far outstripping the other comparison groups: those receiving food in kind, the combined voucher and non-beneficiaries. It also shows that those receiving food in kind achieved FCS score improvements that were only slightly better than non-beneficiary groups – although they might well be benefiting from other non-WFP food assistance – while the combined modality was only marginally more successful than the in-kind rations in this regard (Al Athar, 2015). This robust analysis suggests that vouchers were by far the most successful tool for improving FCS in Gaza.⁹⁵

63. The evidence so far suggests that the voucher was more expensive than in-kind assistance, but that the voucher was more effective. Using the data from the Gaza study, we compare the cost of an improvement in the FCS for those households receiving vouchers and food in kind, to assess whether the voucher was also more expensive in this regard or provided better value for money.

64. The analysis shows that it is cheaper to deliver an improvement in the FCS score using vouchers than in-kind food transfers.⁹⁶ Achieving an improvement in a household's FCS score (from 'poor' to 'borderline' to 'acceptable') cost twice as much through in-kind rations as it did through vouchers.⁹⁷ A midterm review of the voucher programme in Gaza in 2011 also found that it was cheaper to improve FCS through the voucher than the in-kind modality (Creti, 2011). Even though it is not possible to control for the other inputs that households consumed which affected their food consumption, the results presented here suggest that the voucher was more expensive to deliver than food parcels, but it provided a cheaper way to improve outcomes.

65. There were no data available to make a similar comparison for the West Bank. But the CO thought similar results would apply. Further examination is advised to accurately compare experiences within the State of Palestine.

66. Resource restrictions meant that similar analysis to assess the cost of outcomes for school feeding and FFA/FFT could not be carried out as part of this evaluation.

⁹⁵ It was based on data from representative samples of households pre and post intervention.

⁹⁶ Given data restrictions we were not able to make these comparisons for the combined modality.

⁹⁷ Assuming the same number of beneficiaries, it cost twice as much to achieve an improvement of FCS for 1 percent of the people receiving food assistance, as compared to vouchers.

67. In terms of WFP CO's capacity building interventions, anecdotal evidence suggests that these delivered a large payoff despite being relatively small in (financial) size. The capacity building activities to support the PA's capacity to deliver social protection programmes and school feeding were well received. According to those interviewed in MOSA and the MOE in the West Bank, WFP was considered to be a strong technical partner, providing regular and helpful technical advice to strengthen the running of their programmes. WFP was regularly consulted on both operational and policy matters and provided critical technical assistance. A recent example of this was WFP's assistance to MOSA to improve the targeting of social assistance programmes. So through capacity building activities, WFP built strong partnerships with the PA, which offered opportunities to influence and improve policy making and operations. Anecdotal evidence suggests similar relationships were not built with the Ministry of Health.

Issues for the future

68. Implications for HQ – for efficiency analysis to become a more integral part of the formal project life-cycle, greater guidance is required on how to assess efficiency and when in the project life-cycle this should take place. Furthermore, data systems that provide relevant data on actual spending, accurately disaggregated according to the desired categories, are required to complete more detailed and meaningful comparisons.

69. Implications for the CO – it is important to start regularly assessing and comparing the costs of implementing different activities, modalities and their subsequent outputs and outcomes. Following guidance from HQ on the methods and data necessary for this, cost and efficiency indicators should be added to the current M&E systems and such data should be used to inform programmatic choices, appraise project deliverables and help identify efficiency savings.

70. Implications for the CO – a detailed and comprehensive assessment of the relative net benefits of voucher and food modalities should be completed as part of a future strategic planning process. The evidence suggests that vouchers are a more costly way to provide certain dietary requirements, but support the achievement of outcomes at a lower cost. Nevertheless the evidence base remains very limited. Justification for expanding voucher programmes should be based on a more detailed scrutiny of the financial costs, as well as the non-monetised costs/benefits of the intervention. Such analysis will be important to justify spending decisions both internally and externally.

71. Implications for the CO – the economic benefits of WFP CO's interventions should be examined in a more systematic and coherent way across the whole portfolio, and greater engagement with partners to maximise the impact of such benefits is recommended. The interest in and support for the secondary economic benefits is clearly evident among a variety of stakeholders interviewed. Yet the analysis WFP produces only focuses on a small element of these benefits. Comparable assessments of the economic benefits of other activities and modalities should be carried out, providing the necessary evidence to help the CO decide on the right types of activities. Improving engagement with the Ministries of Finance and National Economy will be a useful way to build awareness of the economic benefits of WFP's interventions and develop programming synergies.

Annex I Recommendations: links to CPE and SER text

Recommendation	See main text paragraph number(s)	See Summary Evaluation Report paragraph number(s)
<p>1. In the next Country Strategy, WFP CO should redefine the focus of its food assistance in the State of Palestine as support to the assurance of food security, and thus the <u>protection</u> of livelihoods, within a nutrition-sensitive national social protection framework, mitigating the erosion of assets and increasing indebtedness. This focus includes the promotion of preparedness to meet acute food security challenges.</p> <p>WFP should restructure its portfolio design and presentation accordingly. It should include protection of livelihoods, but not building livelihoods. The ‘resilience’ pillar is not recommended for continuation.</p>	<p>85, 172, 173, 175, 185</p> <p>70, 73</p>	<p>S15, S19</p> <p>S15, S20, S47</p>
<p>2. WFP should provide technical advisory services to the PA in i) development of SF policy and implementation approaches; and ii) the development of labour-intensive public works policy and implementation approaches.</p> <p>The technical advisory role does not exclude joint pilot work with the PA.</p>	<p>82, 105, 112, 123, 134, 186, 187</p> <p>124, 132, 133, 138, 164</p>	<p>S25, S33, S47</p> <p>S32, S47</p>
<p>3. WFP should develop staff profiles, including job descriptions, to combine the existing high operational competence with stronger strategic competence in social protection, maintaining the flexibility to respond to acute as well as chronic challenges.</p>	<p>71, 85, 174</p>	<p>S17, S20, S49</p>
<p>4. WFP should refine the targeting of households whose food security will be supported by the national social protection system, so that beneficiary sub-groups are assisted according to the level of poverty and food security as well as household size.</p>	<p>116 – 126</p>	<p>S28</p>
<p>5. WFP should develop the monitoring and analytical systems needed for i) more comprehensive and routine analysis of the efficiency of its operations and more thorough comparative analysis of the efficiency of modalities; and ii) careful specification of solid and feasible outcome-level monitoring of the effects of food assistance on livelihoods protection.</p>	<p>76 – 79, 134</p>	<p>S22</p>
<p>6. WFP should advocate and seek resources for an expansion of the NAC to all food assistance beneficiary households in the State of Palestine.</p>	<p>153, 157, 164, 165</p>	<p>S38, S39</p>

Recommendation	See main text paragraph number(s)	See Summary Evaluation Report paragraph number(s)
7. With reference to work across the United Nations system on the United Nations Global Nutrition Agenda, WFP should consult with the other relevant United Nations agencies in the State of Palestine to confirm their respective roles in the field of nutrition, advocate the adequate resourcing and fulfilment of these roles, and confirm the specific mandate of WFP in this field.	59, 162, 179, 183, 189	S41

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Acronyms

AIDA	Association of International Development Agencies
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
ARI	acute respiratory infection
BCG	Bacillus Calmette-Guérin
BCM	beneficiary contact monitoring
BMI	Body Mass Index
BR	Budget Revision
BSF	Blanket Supplementary Feeding
C&V	Cash and voucher
CAP	Consolidated Appeal Process
CAS	community asset score
CBTD	Community-based targeting and distribution
CCPD	Common Country Programme Document
CCS	Country Case Study
CD	Country Director
CEO	Chief Executive Officer
CFSNA	Comprehensive Food Security and Nutrition Assessment
CFSVA	Comprehensive Food Security and Vulnerability Analysis
CHF	Co-operative Housing Foundation
CIDA	Canadian International Development Agency
CMAM	Community-based Management of Acute Malnutrition
CO	Country Office
CP	Country Programme
CPE	Country Portfolio Evaluation
CRS	Catholic Relief Services
CS	Country Strategy
CSD	Country Strategy Document
CSI	Coping Strategy Index
DAC	(OECD) Development Assistance Committee
DACOTA	Data Collection for WFP Reports
DAO	Delivering as One
DCD	Deputy Country Director

DFATD	Department of Foreign Affairs, Trade and Development
DFID	Department for International Development
DOP	Declaration of Principles
DPT	diphtheria, pertussis and tetanus
DRR	disaster risk reduction
DSC	direct support costs
EB	Executive Board of WFP
EC	European Commission
ECHO	EU Humanitarian Aid and Civil Protection department
EM	Evaluation Manager
EMG	Evaluation Management Group
EMOP	Emergency Operation
EPR	emergency preparedness and response
EQ	Evaluation Question
EQAS	Evaluation Quality Assurance System
ER	Evaluation Report
ET	Evaluation Team
EU	European Union
FAO	Food and Agriculture Organization
FCS	food consumption score
FEG	Food Economy Group
FFA/W/T/E	Food for Assets/Work/Training/Education
FGD	focus group discussion
FSS	Food Security Sector
GAM	Global Acute Malnutrition
GB	Great Britain
GC	Global Communities
GDP	Gross Domestic Product
GFA	General Food Assistance
GIF	Gender Innovations Fund
GIS	geographic information system
HIV	human immunodeficiency virus
HH	household
HNO	Humanitarian Needs Overview

HPC	Humanitarian Programme Cycle
HQ	Headquarters
IR	Inception Report
ISC	indirect support costs
IYCF	infant and young child feeding
LACC	Local Aid Co-ordination Committee
LBW	low birth weight
LIPW	labour-intensive public works
LTSH	landside transport, storage and handling
m	million
M&E	Monitoring and Evaluation
MAM	Moderate Acute Malnutrition
MCHN	Maternal and Child Health and Nutrition
MDG	Millennium Development Goal
MICS	Multi Indicator Cluster Survey
MOA	Ministry of Agriculture
MOE	Ministry of Education and Higher Education
MOH	Ministry of Health
MOPAD	Ministry of Planning and Administrative Development
MOSA	Ministry of Social Affairs
mt	metric tonnes
MOU	Memorandum of Understanding
NAC	Nutrition Awareness Campaign
NCD	non-communicable disease
nd	no date
NDP	National Development Plan
NGO	Non-Governmental Organisation
NNSS	National Nutrition Surveillance System
np	no page number
OCHA	Office for the Co-ordination of Humanitarian Affairs
ODA	Official Development Assistance
ODI	Overseas Development Institute
ODOC	other direct operating costs
OECD	Organisation for Economic Co-operation and Development

OED	Office of Evaluation Director
OEV	Office of Evaluation (WFP)
PA	Palestinian Authority
PAPP	Programme of Assistance to the Palestinian People
PCBS	Palestinian Central Bureau of Statistics
PCD	Palestinian Civil Defence
PD	Project Document
PDM	post-distribution monitoring
PECS	Palestine Expenditure and Consumption Survey
PLO	Palestine Liberation Organisation
PMTF	proxy means test formula
PNCTP	Palestinian National Cash Transfer Programme
PRRO	Protracted Relief and Recovery Operation
PSG	Gender Service, WFP
QA	Quality Assurance
QC	Quality Control
QS	Quality Support
RB	Regional Bureau
RBA	Rome-based agency
RBC	Regional Bureau Cairo
RDA	recommended daily allowance
REACH	Renewed Efforts Against Child Hunger and Undernutrition
RMPS	Performance Management and Monitoring Division
SEFSec	Socio-Economic and Food Security Survey
SER	Summary Evaluation Report
SF	school feeding
SFP	School Feeding Programme
SO	Special Operation
SO	Strategic Objective
SP	Strategic Plan
SPR	Standard Project Report
SPSS	Social Protection Sector Strategy
SRF	Strategic Results Framework
SRP	Strategic Response Plan

SUN	Scaling Up Nutrition [movement]
TOC	theory of change
TOR	Terms of Reference
UN	United Nations
UNAIDS	United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in
UNSCN	United Nations Standing Committee on Nutrition
USAID	United States Agency for International Development
USD	United States Dollar
VAM	Vulnerability Analysis Mapping
VAT	value added tax
VFW	Voucher for work
WASH	water, sanitation and hygiene
WB	World Bank
WFP	World Food Programme
WHO	World Health Organisation

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World Food Programme